Stratégie pour un tourisme durable au Cambodge : l'action des acteurs publics touristiques locaux au regard des ressources et compétences

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T H È S E

en vue de l'obtention du titre de

DOCTEUR EN SCIENCES DE GESTION

de l'Université Nice Sophia-Antipolis

STRATÉGIE POUR UN TOURISME DURABLE
AU CAMBODGE :
L'action des acteurs publics touristiques locaux au regard des ressources et compétences

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Présentée et soutenue publiquement par

M. **Thearonn HANG**

Membres du Jury :

Dr. Gérald ORANGE	Professeur émérite, Université de Rouen	**Rapporteur**
Dr. Nathalie FABRY	Maître de Conférences HDR, Université de Paris-est	**Rapporteur**
Dr. Olivier de BERNON	Directeur d'études, École française d'Extrême-Orient	**Membre du jury**
Dr. David HURON	Maître de Conférences HDR, Université Nice Sophia-Antipolis	**Membre du jury**
Dr. Jacques SPINDLER	Professeur Émérite Université Nice Sophia-Antipolis	**Directeur de recherche**

10 juin 2016

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10 juin 2016

STRATEGY TOWARDS SUSTAINABLE TOURISM IN CAMBODIA:

The action of Local Tourism State Actors in terms of Resources and Competences (Resource-Based View)

 យុទ្ធសាស្ត្រឆ្ពោះទៅរកដំណើរកាពទេសចរណ៍នៅកម្ពុជា

សកម្មភាពប្រធានមន្ទីរខេត្ត-ក្រុង ពាក់ព័ន្ធនឹងធនធាន និងសមត្ថភាព

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You're never a successful man unless you experienced a failure !

Author – Thearonn HANG

A PhD man is the one who can formulate a question oneself and can find an answer oneself ! And writing a thesis is not a question when you finished but when you stop continuing writing !

Author – Thearonn HANG

to the memory of my family

while we were living altogether during civil war

at Kang Meas village of Kampong Thom province, Cambodia in 1980s and early 1990s !

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List of Acronyms and Abbreviations

ACCSTP	ASEAN Common Competency Standards for Tourism Professional
ADB	Asian Development Bank
EU	European Union
GTA	Government Tourism Administration
HPDT	Head of Provincial Department of Tourism
IDE	Investissement Direct Etranger
LTSA	Local Tourism State Actor
MDG	Millennium Development Goal
MOT	Ministry of Tourism
NCTP	National Committee for Tourism Professionals
NSDP	National Strategic Development Plan
OCDE	Organisation de Coopération et de Développement Économiques
OMT	Organisation Mondiale du Tourisme
PDT	Provincial Department of Tourism
PSM	Public Sector Management
RGC	Royal Government of Cambodia
SA	State Actor
ST	Sustainable Tourism
STA	Sustainable Tourism Actors
STI	Sustainable Tourism Indicators
TD	Tourisme Durable
TTT	Top Ten Temples
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNWTO	World Tourism Organization

Abstract

Current issues concerning the *sustainable tourism in Cambodia based on the action of Local Tourism State Actors (LTSA) in terms of Resources and Competences*, particularly defining the roles of the LTSA, are systematically explored in this research. The LTSA are the director of provincial or city tourism department who take a lead role in managing a localized tourism industry of the government. The central research question focuses on the "*Strategy towards Sustainable Tourism in Cambodia,* according to the perceptions of the LTSA*". In investigating to this context, the qualitative methods were used to collect primary data through in-depth interviews (semi-structured) with all the 25 LTSA. The data was further analyzed through a content analysis with a usage of NVivo10, a computer based program for coding or categorizing.

The findings indicate that there are five main local challenges to Cambodia's sustainable tourism: (1) Professional Tourism Skills and Qualifications, (2) Working Attitudes of Managers and Employees, (3) Tourism Law, Regulations, and Circulars, (4) Finances and Facilities, and (5) Public Tourism Awareness and Participation. These challenges can be broadly categorized as personal, institutional, and external problems; particularly related to the lack of financial resources, and especially human resources in regards to both quality and quantity of professional tourism officials.

In order to effectively transcend sustainable tourism and local tourism management challenges, state actors play important roles. Firstly they have an *internal managing role* as a local manager, and secondly they have an *external cooperating role* which is closely defined as a local ambassador. Moreover, the state actor should strive for a third role: referred to as the *personal advancing role*. This is where the managers become a learner in order to improve personal skills and capacity based on experiential learning. Personal advancing roles can be further augmented through self-directed studies, workshops, seminars, training and education.

As highlighted in the findings and discussion section, the quality of managing and cooperating roles of LTSA are heavily dependent on personal advancing roles. The role of LTSA has significant influence on sustainable tourism because the manager is the most central actor dealing directly with all relevant sustainable tourism stakeholders, especially for their contributions to the policy and decision making. Thus, the continuous advancement of qualifications, effectiveness and efficiency of LTSA in implementing their role is a priority and highly needed. State actors should focus on personal advancing roles to enhance managing and cooperating roles.

Keywords : Cambodia, Tourism, Sustainable Tourism, Public Tourism Management, Local Sustainable Tourism Challenges, Local Tourism State Actors, RBV

Résumé en français

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Introduction

À mesure que le progrès social avance, de plus en plus de temps est consacré aux loisirs dans les pays en développements et émergents (OMT & EC, 2013). Le tourisme de masse moderne initié à partir des années 1950 n'a cessé de gagner du terrain et contribue au bonheur de chacun (D. Weaver & Oppermann, 2000). Synonyme de création d'emplois et de devises (Mathieson & Wall, 1982; François Vellas, 1985), le tourisme de masse a aidé le Cambodge au développement de certaines provinces touchées par une grande pauvreté et à revitaliser une économie qui fut mise à mal par le régime des khmers rouges. Cependant, un tourisme toujours plus intensif risque de mettre à mal l'intégrité des sites visités pour des loisirs divers (Leroux & Pupion, 2014; Stafford & Sarrasin, 2005). Il en résulte parfois des conséquences préoccupantes sur la société, sur l'environnement ou encore sur le patrimoine (Colardelle & Monferrand, 1994; Mathieson & Wall, 1982). Par exemple, dans la seule province cambodgienne de Siem Reap, l'arrivée de millions de touristes souhaitant découvrir les temples d'Angkor chaque année est malheureusement trop associée encore à l'hyperconcentration des infrastructures, à la surexploitation des espaces visités, à des emplois précaires, au travail des enfants et à la prostitution (Furt, 2011; Franck Michel, 2006; Preuil, 2014). Au regard de certaines de ces dérives *le phénomène touristique est de plus en plus confronté au défi de la durabilité* (Fabry, Zeghni, & Martinetti, 2012).

Au niveau mondial, c'est vers la fin des années 1970 que s'est engagée une véritable réflexion sur la durabilité du tourisme (Burns & Novelli, 2007; Kennett, 2009; Thoebald, 1994). Un certain nombre d'intellectuels ont alors commencé à sérieusement s'interroger sur l'impact social et culturel du tourisme (Barré, 1995; Colardelle & Monferrand, 1994; Du Cluzeau, 1998; Grunfeld, 1999; Richards, 2001). Toutefois, le terme « tourisme durable » sera cité pour la première fois bien des années plus tard, lors du premier sommet de la terre à Rio de Janerio, Brazil du 3 à 14 juin 1992. L'agenda 21 (plan d'action pour le XXIe siècle) adopté la même année à Rio a mis en avant le respect de l'équilibre entre les besoins touristiques, les aspirations locales et les actions

préventives à favoriser afin de préserver l'environnement et le produit touristique (Berry & Ladkin, 1997; Camus, Hikkerova, & Sahut, 2010; Shah, McHarry, & Gardiner, 2002). C'est cependant en 1995, au cours d'une réunion organisé à Lanzarote par un ensemble de collectivités locales insulaires particulièrement touchées par les dérives du tourisme de masse, que l'association du mot « tourisme » et du qualitatif « durable » fut réellement retenue, avec une définition à la clé. À cette occasion l'Organisation Mondiale du Tourisme (OMT) a établi une charte mondiale du tourisme durable, qui y est décrit comme : *« Un processus encadré visant une gestion durable des ressources afin d'en assurer la durabilité, tout en permettant de préserver notre capital naturel et culturel, y compris les espaces protégés. Le tourisme étant un puissant instrument de développement il peut et doit jouer un rôle actif dans la stratégie de développement durable. Une bonne gestion du tourisme doit garantir le caractère durable des ressources dont cette activité dépend »* (OMT, 1995).

En 2004, l'OMT reprendra une définition similaire en y associant cette fois le tourisme de masse qui n'est plus alors considéré comme l'antithèse du tourisme durable, mais comme une forme de tourisme pouvant à sa manière être un instrument aidant au développement durable d'un territoire. Pour l'OMT *« Les principes directeurs du développement durable et les pratiques de gestion durable du tourisme sont applicables à toutes les destinations, y compris au tourisme de masse et aux divers créneaux touristiques. Les principes de durabilité concernent les aspects* **environnemental, économique et socioculturel** *du développement du tourisme. Pour garantir sur le long terme la durabilité de ce dernier,* **il faut parvenir au bon équilibre** *entre ces différents aspects »* (OMT, 2004)[1].

Le tourisme durable apparaît à l'intersection de plusieurs sphères symbolisant les domaines d'action économique, environnementale, sociale, mais également culturelle et humaine (UNWTO & UNESCO, 2015; Weaver & Oppermann, 2000). Dans ce contexte, il est nécessaire de travailler simultanément avec l'ensemble de ces sphères, et négliger l'une d'elles conduirait à une situation certes vivable, équitable ou viable, mais pas durable (Jumel & Duysen, 2008). Par définition, la durabilité se réfère à un espace de

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[1] L'assemblée générale des Nations Unies a approuvé de proclamer 2017 Année internationale du tourisme durable pour le développement. Cf. http://media.unwto.org/fr/press-release/2015-12-10/les-nations-unies-proclament-2017-annee-internationale-du-tourisme-durable

temps durant lequel un bien est apte à satisfaire un besoin auquel il correspond, à la qualité de ce qui dure longtemps, de ce qui est stable, de ce qui est durable. Le thème de « durabilité de tourisme (DT) » ou de « tourisme durable (TD)» englobe une masse conséquente de connaissances théoriques et pratiques qui augmentent de jour en jour (Weaver, 2006). C'est un concept en évolution constante. On note d'ailleurs que le tourisme durable connaît de nombreuses variantes. Le tourisme durable peut prendre, par exemple, une dimension plus solidaire, communautaire ou écotouristique (Lück, Kirstges, & others, 2002). Nous étudierons en profondeur son contenu en liaison avec le courant des ressources et compétences du management stratégique.

Le Cambodge, pays dont fait l'objet notre étude, est un petit royaume d'Asie du Sud-est de 181 035 km² situé entre la Thaïlande à l'ouest, le Viêt-Nam à l'est et le Laos au nord (Chan Tani, 1995; Dohrs, 1991). Le Cambodge est célèbre pour son ancienne civilisation qui a bâti Angkor[2], l'une des plus vastes capitales de l'empire khmer qui domina une grande partie de la péninsule indochinoise, et même au-delà, entre les XIème et XIVème siècles (Ponchaud, 1998). Aujourd'hui ne subsistent, de cette cité jadis prospère, que les temples en pierre. Les habitations et autres bâtiments en bois ont disparu depuis des siècles. Malgré la disparition de la ville, le site archéologique dans lequel s'insèrent les vestiges religieux est cependant considéré comme l'un des plus importants d'Asie (Wager, 1995a; T. Winter, 2004; Tim Winter, 2007). Il attire des millions de touristes locaux, nationaux et internationaux par an qui y découvrent plus d'un millier de temples et autres édifices historiques dispersés sur un territoire de près de 400 km². Au regard de son histoire, ses qualités architecturales uniques et de sa monumentalité, c'est l'ensemble du site d'Angkor qui a été inscrit sur la liste du patrimoine mondial de l'humanité de l'Organisation des Nations unies pour l'éducation, la science et la culture (UNESCO) en 1992, mais aussi en tant que patrimoine en péril (Hauser-Schäublin, 2011).

À l'heure actuelle, Angkor et la ville de Siem Reap sont les seules enclaves touristiques du pays[3]. La majorité des cinq millions de visiteurs en 2015 qui se sont rendus au Cambodge ne connaissait que la province de Siem Reap. En effet, le site archéologique khmer est souvent leur seule référence et Siem Reap n'est alors qu'une

[2] D'après ThachToan (2015), « Angkor » n'est pas un mot khmer. Angkor est une déformation du mot khmer « nokor » qui veut dire pays, mot lui-même venant du sanscrit « nagara » qui signifie ville ou cité. Ce mot Angkor a été inventé par les journalistes français à l'occasion de l'exposition universelle de Paris de 1900 pour désigner un ensemble des monuments khmers situés dans le nord-ouest du pays.

[3] Dans une moindre mesure la station balnéaire de Sianoukville dans le sud du pays.

escale au cours d'un voyage en Thaïlande ou au Viêt-Nam par exemple. De l'étranger, le Royaume est surtout connu comme une destination culturelle axée presque uniquement sur la visite des temples anciens de Siem Reap. Même les cambodgiens et le gouvernement, lorsqu'ils évoquent le secteur du tourisme en pays Khmer, pensent le plus souvent aux vestiges archéologiques angkoriens et plus particulièrement au temple d'Angkor Wat qui correspond à l'un des sites le mieux conservé et qui de tout temps suscita l'admiration des étrangers à l'instar des explorateurs européens. Delaporte[4] dira au sujet d'Angkor Wat après son voyage réalisé en 1875 et sa mission accomplie en 1876 qu'il est « *…le seul dont on embrasse aujourd'hui l'ensemble d'un coup d'œil* » (Delaporte, 1880, p. 205). Il déclare également que *« la vue de ces ruines étranges me frappa […] d'un vif étonnement : je n'admirais pas moins la conception hardie et grandiose de ces monuments que l'harmonie parfaite de toutes leurs parties. »*.

Angkor Wat

Source: Delaporte, L. (1880). *Voyage au Cambodge: l'architecture khmer*. Paris, C. Delagrave.

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[4] Né en 1842, compagnon de route de Doudart de Lagrée de 1866 à 1868, lors de la première mission d'exploration du Mékong, le lieutenant de vaisseau Delaporte est directeur du Musée indochinois jusqu'à sa mort en 1925 après avoir été le chef de la Mission d'exploration des monuments khmers de 1876. (Cf. de Bernon, O. [1999]. Louis Delaporte, Voyage au Cambodge, l'architecture Khmer. *Aséanie*, 3[1], 153-154.)

Si le site archéologique et ses vestiges suscitent l'admiration des étrangers qui ne sont pas avares en superlatifs pour décrire le site, pour le khmer, Angkor est bien plus qu'un vestige monumental du passé. C'est avant tout un « *vecteur durable de diffusion d'une identité* » (Deperne, 2007, p. 76), un ciment identitaire dans lequel tout un peuple se reconnait. Bien plus qu'un vestige témoin d'une grandeur passée, Angkor trône au centre de l'espace culturel khmer et du *Srok khmer*[5] (Groslier, 1985). Le temple d'Angkor Wat ou du Bayon[6] ne représentent donc pas seulement un groupe de monuments, mais sont le cœur d'un territoire que l'on peut associer à un « géo symbole », c'est-à-dire un lieu, un itinéraire, une étendue qui, pour des raisons religieuses, politiques ou culturelles acquièrent une dimension symbolique jugée indispensable à leur existence et leur identité par certains peuples et groupes ethniques (Bonnemaison, 1981). Depuis que le Cambodge s'est de nouveau ouvert au monde après la parenthèse khmère rouge et la guerre civile, la « pierre » des temples d'Angkor tend à se transformer en « or » pour la nation. Dans un pays en développement comme le Cambodge, Angkor est devenu l'une des pierres angulaires de l'économie du pays. Grâce aux temples et les devises de ces millions de visiteurs, la ville de Siem Reap se développe, on y trouve plus facilement du travail et un salaire. Ainsi, plus encore qu'un symbole identitaire, Angkor tend à devenir un symbole économique.

L'industrie du tourisme est un facteur fondamental pour l'économie du pays : il faut savoir qu'au Cambodge, le tourisme est le troisième plus grand secteur économique après l'agriculture et le deuxième plus grand contributeur de revenus après l'industrie du vêtement (Chheang, 2008). Sa reconnaissance comme industrie intersectorielle, exigeant la participation de toutes les parties prenantes[7], permet au tourisme cambodgien de s'inscrire dans les dix secteurs principaux prioritaires de la troisième phase de stratégie rectangulaire[8] du Gouvernement royal du Cambodge dans le cinquième mandat (2013-

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[5] Le pays khmer.

[6] Le temple Bayon est l'un des plus célèbres temples du parc archéologique d'Angkor, surtout connu pour ses énigmatiques visages sculptés dominant l'édifice de leurs sourires à peine esquissés (Bruno, 2015).

[7]Les parties prenantes ou stakeholders : sont des individus ou groupes d'individus qui peuvent affecter ou être affectés par la réalisation de l'objet de l'organisation (Freeman, 1984).

[8] La « Stratégie Rectangulaire » définit le programme économique du Gouvernement royal, en s'appuyant sur les résultats de la seconde législature de l'Assemblée nationale lors de la mise en œuvre de la « Stratégie Triangulaire » du second mandat (1998-2003). La Stratégie Rectangulaire reprend des éléments clefs des Objectifs de développement du millionnaire, du Plan national de développement socio-économique 2001-2005 (SEDP2), de la Stratégie nationale de réduction de la pauvreté 2003-2005 (NPRS), et d'autres politiques, stratégies, plans et programmes de reformes. Ce programme détaillé

2018). Il joue un rôle important dans la stimulation du développement social et économique, la création d'emplois et, en conséquence, l'augmentation des revenus, l'amélioration de la vie quotidienne de la population et la réduction de la pauvreté (Cuyvers, Soeng, Plasmans, & Van Den Bulcke, 2011; Dohrs, 1991; Economic, Asia, & Pacific, 2003a; Michel, 2007; Steve, Frederick, & John, 2008). Le gouvernement du Cambodge reste absolument convaincu que le tourisme offre une opportunité exceptionnelle de développement économique et social : « *Nous apprenons à vivre, à faire, à s'adapter et à prospérer ensemble [...], c'est le tourisme.* » (Thong, 2012). Et, de plus en plus, c'est le tourisme durable qui semble s'inviter dans les discussions des hautes sphères de l'Etat.

En référence à la figure ci-dessous, le secteur de tourisme du Cambodge évolue rapidement depuis le retour à la stabilité politique du pays amorcée dans les années 1990, en particulier après la première élection nationale organisée par l'APRONUC[9] en 1993 et la mise en œuvre réussie de la politique gagnant-gagnant en 1998 afin de mettre complètement fin à la structure armée des Khmers rouges (Hun, 2015). Le nombre de touristes internationaux souhaitant découvrir le Cambodge et plus particulièrement le patrimoine Angkorien augmente de manière remarquable, soit environ 10% à 20% chaque année. En 2015, c'est presque cinq millions de touristes étrangers qui se sont rendus au Cambodge (Cf. figure 1).

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d'actions «économiques vise à améliorer et développer la capacité des institutions publiques, à renforcer la bonne gouvernance et à moderniser l'infrastructure économique nationale pour favoriser la croissance économique, générer des emplois pour tous, assurer l'équité sociale, améliorer l'efficacité du secteur public et protéger les ressources et le patrimoine culturel du pays (CDC, 2015).

[9] Autorité provisoire des Nations unies au Cambodge.
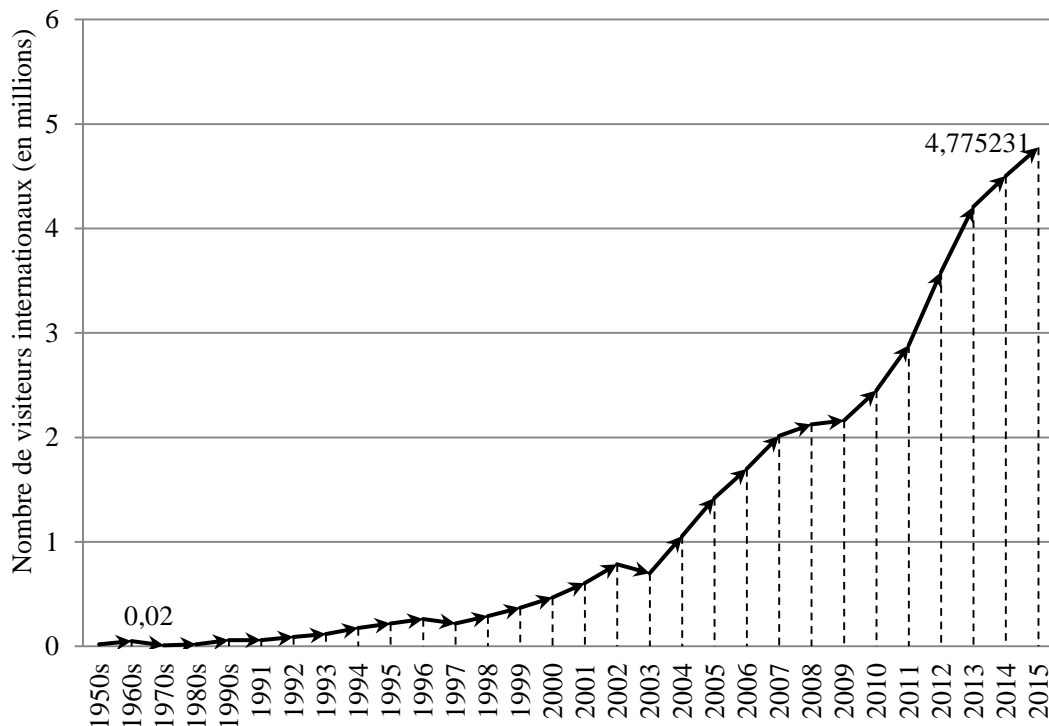
Figure 1 : Nombre d'arrivées de visiteurs internationaux au Cambodge à partir de 1950s – 2015.
(Source: Progrès du tourisme khmer, mars 1970; et Rapport annuel 2015 du Ministère du
Tourisme, Cambodge)

Le tourisme au Cambodge est aujourd'hui associé à l'un des six secteurs
économiques prioritaires et l'un des quatre principaux moteurs de croissance du pays
(RGC, 2014). Parce qu'il y a croissance, le gouvernement considère fièrement le tourisme
comme un secteur prioritaire, un « or vert » ou « économie verte », jouant un rôle
essentiel dans la contribution au développement socio-économique, la protection de
l'environnement et la conservation des ressources culturelles. Toutefois, ces ressources
n'auraient qu'une moindre valeur sans les compétences des acteurs en termes
d'aménagement (Leroux & Pupion, 2014, p. 39).

Comme dans de nombreux pays émergents, qui ont une expérience relativement
récente du tourisme, cette manne opportune a d'abord été traitée via une approche
économique à court terme avec la résolution de problèmes matériels tels que les
infrastructures routières et hôtelières, sans véritables choix politiques, sans stratégie à
moyen et long terme, sans anticipation suffisante des problèmes générés par le tourisme
(Berry & Ladkin, 1997; Cameron, Memon, Simmons, & Fairweather, 2001; Camus *et al.*,

2010; Economic *et al.*, 2003a; Godfrey, 1998; Maréchal & Quenault, 2005; Van der Yeught, 2007). Face à la crainte d'investisseurs étrangers dont la gestion serait négative pour le Cambodge, se pose le problème d'un « … *contrôle suffisant sur les questions qui touchent l'environnement, la société et l'économie locale au cours du temps.* » (EC & UNWTO, 2013, p. 83). Un autre aspect social pourrait précariser les autochtones si le coût de la vie augmentait face au fort pouvoir d'achat du tourisme et si les postes à pourvoir ne leur correspondaient pas au regard des critères imposés par les investisseurs. De plus, le problème environnemental ne doit pas exclure les risques de pollution, de détérioration des sites, etc. Comme l'explique Baddache (2011, pp. 44‑45), « *Le porteur de projet (État, collectivité, entreprise, individu) doit disposer d'une connaissance large des enjeux, de manière à prendre en compte dans sa réflexion tant les éléments les plus évidents que les signaux faibles, moins pertinents de prime abord, mais susceptibles d'avoir un réel impact à long terme.* »

Actuellement le ministère de tourisme tend à promouvoir un tourisme plus durable et la valorisation touristique de sites moins célèbres que les temples d'Angkor. On assiste à une éclosion de nombreux projets touristiques durables à Siem Reap et ailleurs, initiés par divers acteurs (État, collectivité, entreprise, individu) et visant à mieux intégrer les populations locales, réduire la pauvreté tout en protégeant les espaces naturels, culturels ou archéologiques visités (Carter *et al.*, 2013; Carter, Thok, O'Rourke, & Pearce, 2015; Cuyvers, Soeng, Plasmans, & Van Den Bulcke, 2011). En effet, le pays tout entier mérite d'être découvert, tant par ses paysages diversifiés, sa biodiversité, son patrimoine historique et archéologique et ses traditions. Bien au-delà des temples d'Angkor, le potentiel touristique du pays est considérable « *Ceux qui connaissent le vrai Cambodge croient qu'il a un potentiel et une occasion excellente de développer son tourisme.* » (P. Leung *et al.*, 1996). Mais que faut-il savoir de ce pays ? Et quelles sont ses véritables potentialités ? Étant une destination touristique de renommée internationale, le Cambodge ne possède pas seulement des sites archéologiques incomparables mais aussi le Tonlé Sap correspondant à la plus vaste zone lacustre en Asie-du Sud-est (Baromey, 2008; Bonheur & Lane, 2002), 440 km de littoral tropical de plages vierges, de très belles îles inhabitées, des forêts tropicales encore préservées ainsi qu'un style de vie et des traditions khmères, chams ou montagnardes encore authentiques (MOT, 2015). À l'intérieur du pays se dressent également des milliers de temples anciens localisés dans quatorze provinces, principalement au nord-ouest du pays à l'instar des temples de

Banteay Chhmar à Banteay Meanchey, du complexe des temples Sambor Preikuk à Kampong Thom, sans oublier les temples de Preah Vihear, Koh Ker, et Preah Khan à la province de Preah Vihear. Selon Winter (2007), de tels monuments historiques et de tels patrimoines culturels sont considérés comme des générateurs de valeur touristique dans une économie post-industrielle ; ils pourraient jouer un rôle moteur dans le développement économique du Royaume.
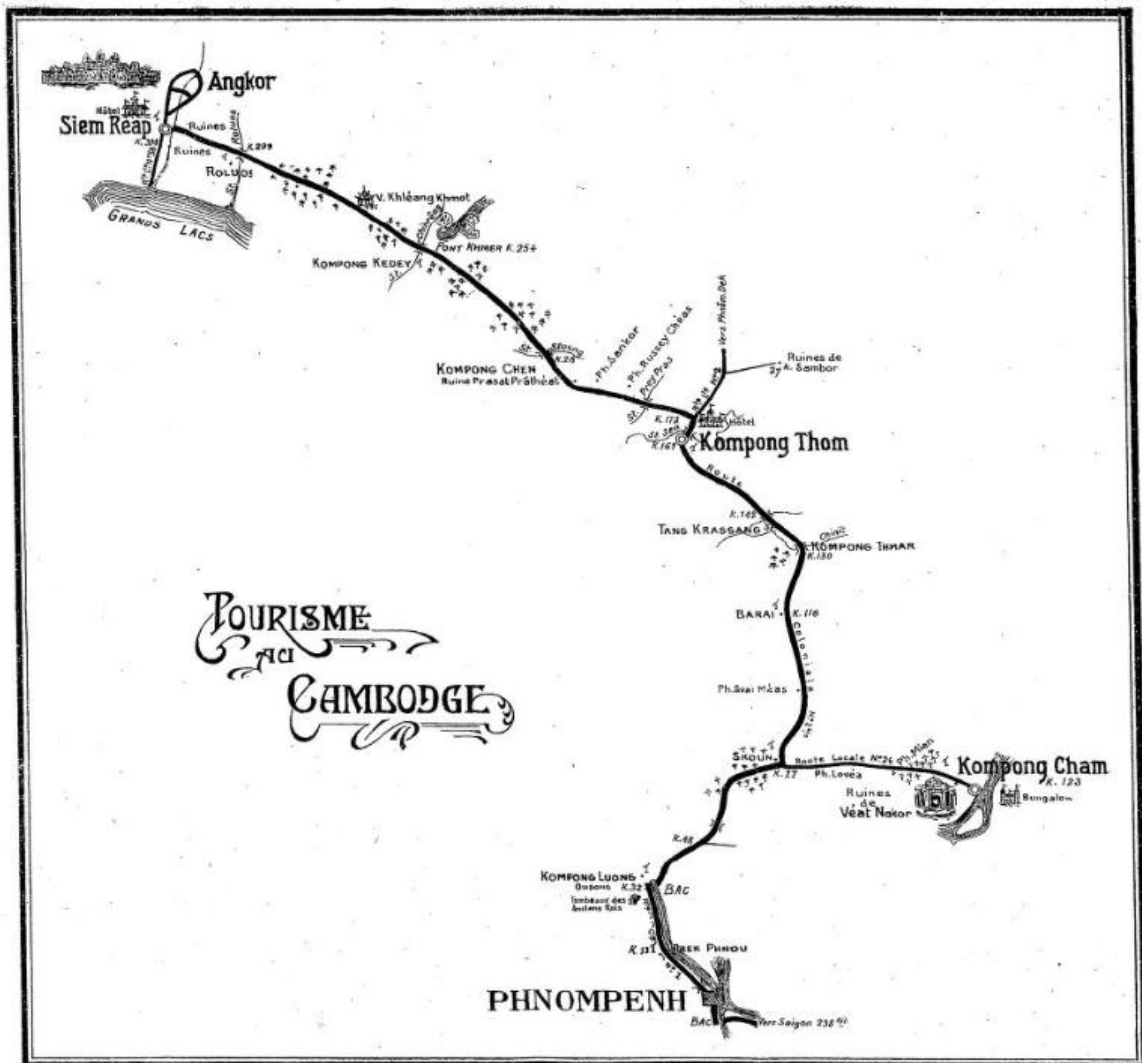
Source : Le Bo'kor et la Côte d'Opale : guide du tourisme dans le sud du Cambodge (Edition française). 1925.

Le pays a donc un potentiel indéniable pour devenir une destination phare du tourisme durable dans cette région du monde. Cependant, la mise en place d'un tourisme

réellement durable dans ces différentes destinations touristiques n'est pas toujours aisée, surtout dans un pays en développement comme le Cambodge. Une recherche menée récemment démontre que le secteur du tourisme public comme privé serait un facteur important pour l'économie locale mais qui n'atteint pas son potentiel en raison d'un certain nombre de lacunes structurelles et organisationnelles (Clergeau, Glasberg, & Violier, 2014; Frustier, 2009; Maréchal & Quenault, 2005).

Au regard de cette récente mise en valeur du tourisme durable sur l'ensemble du territoire cambodgien, notre thèse, intitulée « *STRATÉGIE POUR UN TOURISME DURABLE AU CAMBODGE : L'action des acteurs publics touristiques locaux au regard des Ressources et Compétences »,* vise à analyser et comprendre l'évolution dans la manière de construire un projet touristique durable au sein du royaume cambodgien. Cette recherche sera, nous l'espérons, utile pour montrer que le tourisme durable n'est pas une mode mais une nécessité et qu'il faut, à cet égard, sensibiliser fortement les Acteurs Publics Touristiques Locaux (APTL). En fait, non seulement les APTL, mais aussi tous les autres acteurs concernés de près ou de loin, doivent comprendre les impacts négatifs du tourisme et être encouragés à adopter des principes et pratiques de tourisme durable pour « construire une cohérence du "pays" en fédérant les acteurs locaux » (Frustier, 2009, p. 33).

I.   Problématique et question de recherche

Le développement du tourisme de masse vers une destination pose toujours la question de sa durabilité (Peeters, 2012; Pigram & Wahab, 1997; Saarinen, 2006). L'importance globale du tourisme génère le besoin de réponses à des problèmes tels que le développement économique, l'impact social, les conflits avec les parties prenantes, la dégradation environnementale et le contrôle politique (Phillimore & Goodson, 2004, p. 15).

Le tourisme joue un rôle crucial dans le développement socio-économique d'un espace, d'un territoire, d'une région (Besancenot, 2009; Frustier, 2009; Landel, Gagnol, & Oiry-Varacca, 2014; Lozato-Giotart, Leroux & Balfet, 2012). Il crée potentiellement de nombreux emplois, engendre plus de revenus et favorise le développement des

infrastructures. Le tourisme « *connaît une croissance régulière dans les économies nationales (développées ou non) tant en termes d'emplois, de croissance que de contribution à la balance commerciale* » (Fabry & Zeghni, 2012). Or, seul le tourisme durable améliore la qualité de vie des communautés locales et aide à la lutte contre la pauvreté. Comme l'explique Bassi (2002, p. 7), «*... la valeur de la qualité de vie, difficilement quantifiable mais fondamentale* » doit être prise en compte.

En tant que destination attractive, le Cambodge devrait être beaucoup plus attentif à la question de la durabilité où les acteurs publics touristiques locaux jouent un rôle majeur par la gestion des ressources et des compétences distinctives associées à une destination (Leroux & Pupion, 2014, p. 37). Construire un projet touristique durable n'est pas simple à mettre en place notamment s'il y a une insuffisance des ressources humaines dans le domaine du tourisme aux niveaux local et national, un usage irréfléchi du potentiel touristique et des fuites économiques élevées vers l'étranger. En l'absence de planification, il y a un risque, d'une part, de ne plus être en mesure d'assurer la pérennité des sites et, d'autre part, de dilapider le trésor territorial, voire de mettre en péril l'identité nationale.

En 2015, le Cambodge a reçu près de cinq millions[10] de touristes internationaux (Cf. fig. 1). En 2020, le ministère du Tourisme s'attend à ce que le nombre de visiteurs atteigne 7 ou 7,5 millions de visiteurs internationaux. Ce secteur pourrait générer jusque quatre milliards de dollars de recettes (Thong, 2016). L'augmentation du nombre touristes est souvent associée à des dépenses en devises[11] et, par conséquent, à de la croissance économique sur le plan local, régional et même national. Cependant un nombre trop important de visiteurs sur un territoire donné n'est pas toujours synonyme de durabilité touristique (Besancenot, 2009; Landel *et al.*, 2014; Laws, 1995). Le parcours pour mettre en place des projets touristiques durables sur un territoire accueillant plus de 5 millions de visiteurs par an s'avèrera complexe notamment vis-à-vis de l'environnement naturel ou même urbain. Siem Reap, par exemple, tend à devenir une petite métropole uniquement

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[10] En pratique, pour calculer le revenu annuel de l'industrie du tourisme, le gouvernement multiplie le nombre de touristes par la dépense moyenne d'un voyage : par exemple en 2015, les revenus de l'industrie touristique sont estimés à $ 3 milliards grâce à la multiplication de 4 775 231 touristes par la dépense moyenne d'environ 600 US$. Ainsi, le gouvernement envisage pour l'année 2020, une arrivée probable de 7 millions de visiteurs et un revenu plus de 4 milliards de dollars.

[11] Selon la figure 1, au Cambodge, on observe clairement que le nombre de touristes internationaux augmente ; en conséquence, le revenu du tourisme s'accroît également, mais la durée moyenne de séjour est presque la même, environ six jours et demi ; la dépense moyenne est d'environ 600 US$ (ministère du Tourisme, 2013).

focalisée sur l'industrie du tourisme (construction d'hôtels, rues dédiées aux bars et restaurants). Quant à certains villages flottants du lac Tonlé Sap, ils sont saturés et surexploités à des fins touristiques (Baromey, 2008; Scheidel, Giampietro, & Ramos-Martin, 2013). En effet, *lorsque la gestion et le développement du tourisme sont mal maîtrisés, les conséquences, notamment du point de vue environnemental, peuvent être déplorables et se traduire par la détérioration des ressources naturelles et du patrimoine culturel et social*[12]. » (Briane, 2002, p. 63).

En ce qui concerne les impacts négatifs, le gouvernement reconnaît déjà la nécessité d'une protection des ressources naturelles, d'une préservation culturelle, d'une prévention des maladies transmissibles, d'une lutte contre le trafic humain et la consommation de drogues. Malheureusement, « *Des fillettes vietnamiennes sont achetées ou enlevées dans le delta du Mékong et revendues pour 500 dollars « pièce » au Cambodge, où elles finiront dans des bordels sinistres.* » (Franck Michel, 2006, p. 101). Cet argent qui provient de la prostitution et de la drogue ne correspond pas à une éthique de développement durable ; comme l'expliquent Tremblay, Gaudreau, Lapointe, Lachapelle, *et al.* (2007, p. 38), « *La dimension économique du développement durable s'appuie de son côté sur des principes d'équilibre visant une gestion des ressources naturelles, humaines et financières qui puisse satisfaire les besoins de la population, sans engendrer des impacts négatifs pour les générations futures.* » C'est la raison pour laquelle la Banque asiatique de développement a exprimé le besoin d'éduquer les propriétaires, les exploitants et tous ceux qui sont impliqués de près ou de loin dans le domaine du tourisme (GMS, 2008, p. 8).

Dans ce contexte, être vigilant et maintenir la croissance s'imposent comme une préoccupation permanente. Selon l'idée de Leroux et Pupion (2014), la plupart des destinations touristiques privilégiées dans le monde sont issues des pays en développement qui, comme le Cambodge, enregistrent un nombre de touristes en constante progression. Les pays concernés, parfois dotés de sites touristiques fragiles, seront amenés à mieux gérer leur flux touristique croissant (Carter *et al.*, 2013; Vannarith Chheang, 2008; T. Winter, 2004). En 2015, près de cinq millions de touristes ont visité le Cambodge. C'est donc une tâche complexe que de canaliser cette affluence dans la

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[12] Jean Briane, « Tourisme durable dans les régions de montagne : la diversification de l'offre et le respect de l'environnement », *in* Council of Europe : *développement durable du tourisme et relation avec l'aménagement du territoire,* 2002.

mesure où le tourisme a une dimension humaine. Aujourd'hui, l'action des pouvoirs publics en particulier est-elle suffisante ?

Certes, le Cambodge dispose de nombreuses attractions connues, mais beaucoup d'autres mériteraient d'être exploitées. Le défi est, qu'une fois identifiée, ces sites soient accessibles aux touristes. Chaque destination n'est pas pleinement optimisée pour atteindre son potentiel répondant à la norme de développement du tourisme au moment de l'intégration régionale et de la concurrence mondiale. De plus, les visites ne sont pas réparties de façon équilibrée dans tout le pays (Chens, Sok, & Sok, 2008; V. Chheang, 2008; Gaughan, Binford, & Southworth, 2009a; Hauser-Schäublin, 2011); la majorité des visiteurs sont attirés seulement par Angkor Wat, il est donc important de proposer d'autres curiosités. Notons également que la sensibilisation publique au tourisme est limitée, elle peut même provoquer des dysfonctionnements dans cette industrie et favoriser une perte des valeurs socio-culturelles. La question se pose d'une « *inadaptation aux mœurs et aux coutumes des pays d'accueil* » (Lozato-Giotart, Leroux, & Balfet, 2012, p. 352). Cela s'explique en partie par le fait que l'administration et la gouvernance publique du tourisme, notamment au niveau local, semblent encore faibles. Leur implication est la condition *sine qua non* pour obtenir un maximum d'impacts positifs qui conduisent au tourisme durable, lesquels sont eux-mêmes le résultat d'« *une gouvernance territoriale participative* » (Leroux & Pupion, 2014).

Ces questions sont assurément au cœur de notre recherche qui se concentre sur des points pertinents, utiles et fondamentaux. Si la question de recherche n'est ni réfléchie, ni ciblée, alors elle n'est d'aucune utilité et le but n'est pas atteint, il faut au contraire une « *recherche de l'excellence* » (Lechien, 2009, p. 122). Aujourd'hui, le pays, face à l'impact grandissant de ce secteur, est confronté à la prise en compte nécessaire d'une réflexion globale et pluridisciplinaire quant aux dimensions multiples que le tourisme met en jeu. Sans une vision globale des difficultés, la recherche n'a pas de voie, de démarche, ni de raison d'être (Brunt, 1997; Phillimore & Goodson, 2004; Ritchie & Palmer, 2005). Toutefois, le souci d'être concret, pragmatique nous a conduits à centrer notre étude sur la question suivante :

Comment doivent agir les acteurs publics touristiques locaux au regard des ressources et compétences pour l'avenir du tourisme durable au Cambodge ?

Avec cette interrogation de base, dix questions supplémentaires ont été soulevées, afin de mieux définir le rôle que peuvent et doivent jouer les acteurs publics touristiques locaux (APTL) :

1. Qu'est-ce que le tourisme durable ?

2. Quel est le tourisme au Cambodge actuel ?

3. Quelle est la théorie de ressources et compétences ?

4. Quelles sont les ressources touristiques ?

5. Quelles sont les compétences des acteurs publics touristiques locaux du tourisme durable ?

6. Comment peut-on définir ces nouvelles compétences en management du tourisme durable ?

7. Comment les organisations publiques du tourisme peuvent-elles les acquérir, puis les exploiter au plan stratégique ?

8. Quel est le rôle des acteurs publics touristiques locaux ?

9. Quelles compétences peuvent être apportées et adaptées aux directeurs locaux du tourisme ?

10. Quel référentiel de métier peut-on proposer aux APTL ?

Jusqu'à présent, ces questions ont été traitées, essentiellement, dans des articles de revue. C'est la raison pour laquelle nous les avons développées afin de les poser aux APTL et connaître ainsi leur opinion sur la stratégie à développer à l'avenir en faveur du tourisme durable au Cambodge. Les APTL sont les directeurs des départements provinciaux du tourisme, qui sont nommés par le ministère du Tourisme. Les points étudiés sont essentiellement au nombre de trois : d'abord la sensibilisation à la notion de tourisme durable, ensuite les ressources et les compétences locales, enfin la vision ou la stratégie pour le tourisme durable et le rôle des directeurs eux-mêmes.

De façon générale, cibler l'objet d'étude sur le tourisme induit une complexité supplémentaire (Chaumet-Riffaud, 2005; Jarvis, Weeden, & Simcock, 2010; Merlin, 2006; Miller & Twining-Ward, 2005; Pigram & Wahab, 1997). Dans notre cas, cette étude

est limitée au tourisme durable au Cambodge et à ses enjeux au niveau local, et non national, régional ou international. En particulier, notre étude sur le tourisme durable au Cambodge est encore plus complexe d'après les « perceptions » des acteurs publics touristiques locaux puisqu'il s'agit d'une industrie multisectorielle. Citons comme exemple la division de chaque bureau ou département du tourisme qui recoupe d'autres institutions publiques.

Notre problématique semble être en phase avec les défis contemporains existants au sein des managements publics touristiques locaux ou sous-nationaux, en particulier dans un pays comme le Cambodge.

Cette recherche tend à définir une stratégie de durabilité du tourisme en s'appuyant, d'une part, sur le courant des « ressources et compétences » et, d'autre part, sur l'analyse de la pratique actuelle en la matière au Cambodge. Elle s'adresse donc aux directeurs et aux politiciens de tout niveau – tant au niveau national que sous-national – et en particulier au directeur territorial du tourisme ; elle représente un guide des principes et des pratiques du management public du tourisme.

II.   Objectifs de la recherche

L'objectif premier de cette recherche a été d'*appréhender les notions* de tourisme durable afin de mieux en cerner le principe et les pratiques dans le management public touristique local pour un pays émergent. Il existe un « guide à l'usage des décideurs vers un tourisme durable » à l'usage des pays développés et des nations en développement. C'est une publication, en date de 2005, de l'Organisation Mondiale du Tourisme et du Programme des Nations Unies pour l'Environnement, qui porte sur dix pays, mais sans le Cambodge. C'est la raison pour laquelle nous avons réalisé cette étude de cas sur ce pays qui, nous devons le reconnaître, est également liée à notre souci de mieux comprendre la relation entre les pouvoirs publics et le tourisme durable, notamment au niveau supranational.

Le deuxième but de notre recherche concerne davantage l'exploration *des stratégies* pour l'avenir du tourisme durable au Cambodge via l'engagement *les rôles* et *les barrières* des directeurs provinciaux du département du tourisme que nous avons

identifiés comme étant les APTL. Ces derniers sont susceptibles de devenir les principaux agents du tourisme durable. La part la plus importante de notre axe de travail sera de *comprendre la théorie des ressources et compétences,* en matière de management stratégique, appliquée dans l'organisation publique touristique locale. Les points de vue, les perceptions ou la compréhension personnelle de la notion de « tourisme durable » entre les APTL sont également pris en compte.

Enfin, cette recherche vise aussi à fournir des éléments pour optimiser les compétences complémentaires des APTL, en principes et pratiques, dans leur mission de développement territorial d'un tourisme durable.

Identifier les directeurs locaux

Le tourisme durable est un atout essentiel dans le développement et la conservation des attractions touristiques du Cambodge. Cette étude se justifie également pour mieux définir l'identité et le rôle des APTL. Avec cette connaissance, le gouvernement central sera en mesure d'examiner les stratégies principales à mettre en place pour améliorer les capacités en savoir-faire et en savoir-être des fonctionnaires locaux, surtout des directeurs publics touristiques dans l'exercice de leurs fonctions. Afin d'optimiser les chances de mettre en place des initiatives viables en termes de durabilité, les directeurs locaux du tourisme doivent être conscients de l'importance de leur rôle et des objectifs à réaliser afin qu'un projet touristique devienne réellement durable : « *Le potentiel du tourisme est pleinement de créer et de maintenir des emplois et de générer des revenus.* » (Godfrey, 1998, p. 12). Cependant en dehors de cet aspect économique il ne faut pas omettre l'aspect social et environnemental du développement durable. Les aspects culturels, identitaires et environnementaux sont étroitement imbriqués est essentiels lorsque on évoque la durabilité. Le potentiel touristique du territoire tels que son paysage, ses ressources naturelles et son patrimoine architectural reflète son identité locale (Leroux & Pupion, 2014; Rochette, 2015). Un projet touristique peut facilement produire de l'argent et favoriser l'emploi. Seulement, si ce projet favorise l'apparition de graves problèmes de pollution ou de destruction de la vie sociale, entraînant notamment une perte des traditions, alors le projet ne sera pas durable.

Le directeur du tourisme local (DTL) est donc une personne incontournable dans notre recherche, du fait de ses prises de décision en termes de développement durable. Véritable gestionnaire, c'est un intermédiaire entre les acteurs locaux du tourisme et les grands décideurs et organes étatiques à l'instar du ministère du tourisme du fait que le DTL est à la fois un décideur politique local et un agent influant au niveau national. C'est une personnalité qui favorise le devenir économique par sa connaissance en matière de coûts indésirables. D'où l'intérêt de « *maximiser les avantages économiques, socioculturels et environnementaux du tourisme dans une destination, tout en minimisant les coûts associés.* » (D. Weaver & Oppermann, 2000)

En plus d'explorer les stratégies du tourisme durable, le rôle des directeurs et la réflexion entre les directeurs eux-mêmes, l'objectif de cette étude est d'aider les gouverneurs des provinces, les dirigeants politiques, et en particulier le ministre du Tourisme, à créer un plan stratégique commun répondant aux besoins du tourisme durable actuel. Concernant l'aspect environnemental par exemple, d'après l'OCDE (1999, p. 35), « *des choix politiques qui soient à la fois efficaces et politiquement acceptables* » s'imposeront pour le développement et la préservation des destinations : le potentiel touristique du territoire tels que son paysage, ses ressources naturelles et son patrimoine architectural reflète son identité locale (Leroux & Pupion, 2014).

Cette thèse ne s'attache pas seulement à l'avis des directeurs et des seuls grands décideurs. L'étude que nous avons menée a eu également pour objectif d'analyser la perception ainsi que l'exécution pratique et réelle des acteurs publics touristiques locaux qui interviennent pour revitaliser et préserver durablement les destinations touristiques locales, améliorer le niveau de vie des résidents grâce aux retombées économiques du tourisme et promouvoir les valeurs socioculturelles dans leur diversité entre les populations autochtones et les touristes. Il faut « *…que l'ensemble de la population locale ait un « vécu » positif de l'activité touristique ou que, du moins, elle la tolère.* » (Frustier, 2009, p. 32). Le plus souvent c'est la participation au projet touristique en question qui forge ce vécu positif via par exemple l'obtention d'un emploi qui engendre un salaire qui lui-même peut améliorer les conditions de vie d'un ménage.

Chercher les indicateurs adaptés

Le tourisme et son développement durable correspondent à la thématique centrale de cette étude. Il est nécessaire lorsque que l'on évoque le tourisme durable d'avoir une vision sur le long terme. Certains projets privés comme publics en lien avec le développement touristique, entraînent l'autodestruction, l'altération de l'environnement et la perte des valeurs socio-culturelles. Cette recherche tend à définir la la durabilité du tourisme en s'appuyant sur le point de vue des théoriciens ainsi que sur l'analyse de la pratique actuelle de stratégies de tourisme durable au Cambodge. Cependant, une politique de développement durable ou de tourisme durable ne peut se concevoir sans l'application de normes et d'indicateurs, comme l'affirment Leroux et Pupion (2014, pp. 66-69). Ce sont des outils qui servent d'aide aux directeurs du tourisme à toutes les étapes : décision de planification, processus de suivi, zonage et estimation des capacités d'accueil de destination (DB Weaver, 2006, p. 8). Par exemple, dans la gestion du patrimoine culturel, la « *différence culturelle* » est un indicateur important du principe de rareté (Burns & Novelli, 2007, p. 115). C'est pourquoi cette étude tente d'analyser la pertinence de la notion d'indicateurs de tourisme durable, introduits par la publication de l'OMT, en faisant référence à la réalité de la stratégie du tourisme durable au Cambodge.

III.   Cadre conceptuel et théorique de la recherche

Les théories et concepts de cette recherche exploratoire décrivent la manière dont l'approche par les ressources et compétences peut être mobilisée afin de supporter l'activité de management stratégique de l'organisation publique touristique sous-nationale (Département provincial du tourisme), qui présente un lien fort avec notre problématique : la stratégie pour l'avenir du tourisme durable au niveau local au Cambodge. Le terme « stratégie » a été introduit par Suntzu au IIe siècle avant Jésus-Christ ; il signifiait « art de la guerre » (David Kryscynski, 2015). Ce terme et sa signification se sont propagés dans le monde entier. Des siècles plus tard on a vu l'émergence d'une discipline académique appelée « management stratégique » qui est un art de la direction des entreprises ou des organisations (Defert, 1982; Landel *et al.*, 2014; Rochette, 2012; Van der Yeught, 2007). Ce courant de réflexion a été utilisée principalement pour le renouvellement de méthodes d'analyse et de prises de décisions,

pour aider les dirigeants ou les décideurs d'organisation (publique, privée, associative) (Clergeau *et al.*, 2014; Hatchuel & Laufer, 2008; Lozato-Giotart, Leroux, & Balfet, 2012). Le management stratégique est étudié en sciences de gestion afin d'éclairer l'action conduite de façon collective par des groupes humains organisés (Peretti, 1987).

Les sciences de gestion[13] restent les plus jeunes des sciences sociales, du moins dans l'histoire universitaire (Hatchuel & Laufer, 2008; Rappin, 2008). Elles sont par essence interdisciplinaires et, bien que provenant des sciences économiques, elles n'ont cessé de se rapprocher très rapidement d'autres disciplines (Spindler, 2013, p. 132). Ces sciences constituent un corps autonome de connaissances au sein duquel s'intègrent plusieurs disciplines : c'est le cas, par exemple, de la gestion des ressources humaines qui consiste à recruter, gérer et fournir les compétences adaptées aux évolutions futures dans l'organisation (Leroux & Pupion, 2014, p. 75), de la théorie des organisations, de la théorie des parties prenantes, de la stratégie et surtout de l'approche des ressources et des compétences, etc. Il est certain que le succès d'une organisation dépend de ses ressources et des capacités qu'elle déploie afin de générer des compétences (Van Der Yeught, 2014, p. 17-19).

A.   La théorie des ressources et des compétences

La théorie du management par les ressources et les compétences a été initiée il y a plus d'un demi-siècle (Penrose, 1959)[14]. Cette théorie s'est véritablement développée au milieu des années 1980 (Leroux & Pupion, 2014; Prévot, Brulhart, & Guieu, 2010; Teixeira & Massukado-Nakatani, 2009a; Van der Yeught, 2007), avec la publication de Wernerfelt (1984)[15]. L'une des stratégies pour le développement de l'entreprise, dans le cadre de cette théorie, non encore stabilisée quant à ses fondements, progresse par des confrontations qui croisent des perceptions parfois contradictoires (Grandval & Soparnot, 2006). Ces derniers auteurs affirment que la théorie fait aujourd'hui l'objet de débats quant à son réel apport pour la science de gestion. Selon Y. Doz (1994), « *Les ressources et les compétences sont difficiles à identifier, à isoler et à mesurer parce qu'elles sont*

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[13] Le mot gestion vient du latin *gestio* qui veut dire « action de gérer ». La gestion est l'ensemble des connaissances permettant de conduire une entreprise.

[14] Cf. Penrose, E. (1959). *The theory of the growth of the firm*. New York: Sharpe.

[15] Cf. Wernerfelt, B. (1984). A resource-based view of the firm. *Strategic management journal*, 5(2), 171-180.

souvent tacites, inimitables, collectives, profondément ancrées, interactives et intégratives».

En fait, toutes les ressources et compétences de l'organisation n'ont assurément pas le même potentiel stratégique. Plus les ressources ou compétences détenues sont uniques, plus elles sont susceptibles de générer ou de fonder un avantage concurrentiel dans une organisation (Le Boterf, 2013; Corinne Van der Yeught, Bergery, & Frick, 2012). Cette approche sert à identifier l'avantage concurrentiel et la mobilisation des compétences clés ou des capacités stratégiques des organisations. Selon Aref (2011), les capacités stratégiques correspondent à l'ensemble des ressources et compétences qui sont la base d'une organisation pour survivre et prospérer.
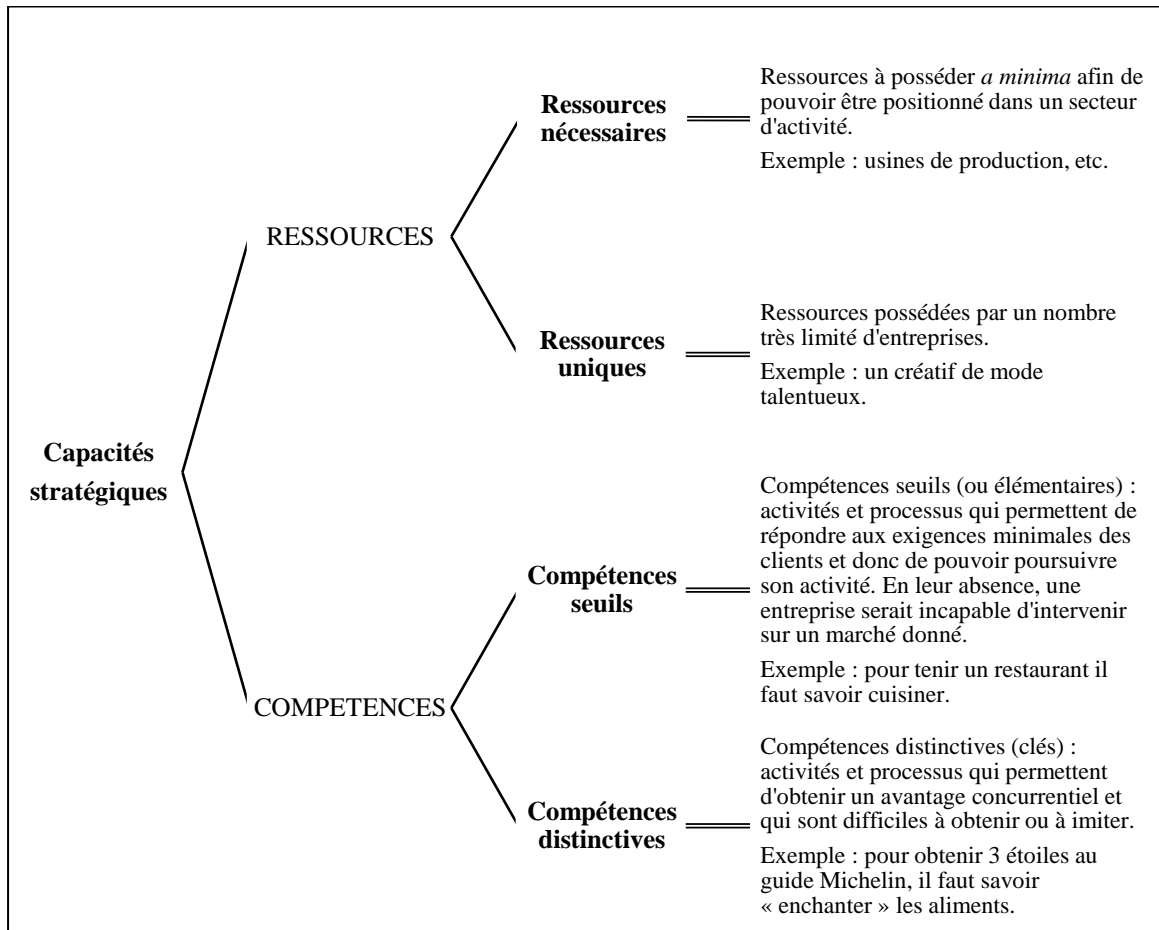
Figure 2 : Les capacités stratégiques sont l'ensemble des ressources et compétences.

(adapté de Defert, 1980; Rochette, 2012; Van der Yeught, 2007)

En ce qui concerne l'avantage concurrentiel d'une entreprise, il dépend de «compétences ». L'avantage concurrentiel durable repose sur la mobilisation des ressources spécifiques et sur l'activation des compétences distinctives (*Core competencies*) introduites par Prahalad et Hamel (1990, 1995). Il faut noter que l'organisation publique, tout comme l'entreprise privée exige des ressources uniques et des compétences distinctives afin d'améliorer la compétitivité et développer un avantage concurrentiel (Corinne Van der Yeught, 2007; Corinne Van der Yeught *et al.*, 2012). Pour la destination touristique, selon Van der Yeught (2007, pp. 130-131), l'avantage concurrentiel présente trois composantes: (1) L'avantage concurrentiel *classique* en réponse aux attentes des visiteurs et en complémentarité de la concurrence ; (2) L'avantage *élargi* en satisfaction des parties prenantes et en croissance de la légitimité de l'organisation ; et (3) La recherche de retombées *politiques* qui concerne aussi bien les élus soumis au jeu électoral que les entreprises privées souhaitant se rapprocher de l'opinion publique.

L'approche par les ressources et compétences peut donc nous aider à expliquer la façon dont les collectivités construisent et reconfigurent la stratégie la plus adaptée aux évolutions de la décentralisation, de la concurrence du fait de la mondialisation et de la compétence évolutive (Rochette, 2012). Comme l'explique Fabry (2009), « *avec la mondialisation, la demande touristique a connu de fortes mutations qui imposent aux destinations et aux territoires une sérieuse remise en cause* ».

1.   Le fondement théorique des ressources

L'origine de « *l'approche par les ressources date de 1984 avec l'article fondateur de Wernerfelt, mais des sources pourraient être plus anciennes encore si l'on faisait référence aux travaux de Penrose (1959)* » (Prévot, Brulhart, & Guieu, 2010, p. 88). Cette approche permet de « *comprendre la notion d'avantage compétitif* » (Rochette, 2012). Pour Van Der Yeught (2007) « *La notion de ressources fait référence dans la littérature à un contenu vaste et parfois imprécis recouvrant des réalités différentes selon les auteurs* ». Les ressources pour une entreprise sont les moyens communs (matériels et immatériels) pour créer de la valeur (Clergeau *et al.*, 2014; Fabbe-Costes, 2005). Ces moyens sont composés de ressources intangibles (réputation, image, légitimité, connaissance, etc.) et de ressources tangibles – physiques (ressources financières, usines

de production, salariés, etc.). D'autre part, Van Der Yeught (2007, p. 96) souligne que, d'après Barney (1991), les ressources peuvent s'énumérer en trois catégories : le *capital physique* (la technologie utilisée dans la firme, son implantation, ses équipements, sa localisation géographique et l'accès aux matières brutes), le *capital humain* (la formation, l'expérience, la capacité de jugement, le degré d'information et les points de vue individuels des cadres et des travailleurs). Citons également le *capital organisationnel* (les méthodes de *reporting*, la planification formelle et informelle, les systèmes de contrôle et de coordination ainsi que les relations informelles à l'intérieur de la firme et entre la firme et son environnement). Les ressources englobent les matériaux, l'énergie, les services, le personnel, les connaissances et autres actifs qui sont transformés pour produire des biens et dont le processus peut être consommé (Grant, 1991; Landel *et al.*, 2014; Prévot *et al.*, 2010). Nous pouvons en conclure que les catégories de ressources sont au nombre de six : ressources humaines, financières, organisationnelles, intangibles, tangibles ou physiques et technologiques (Leroux & Pupion, 2014).

Notre recherche est centrée sur les acteurs publics locaux. Les ressources humaines sont donc essentielles. Comme l'affirme Peretti (1987), « *Parler de ressources humaines, ce n'est pas considérer que les hommes sont des ressources, mais que les hommes ont des ressources.* » L'auteur considère que la mission du management des ressources humaines revient à développer et mobiliser les compétences des salariés, en ligne avec la stratégie de l'organisation. La valeur ajoutée dans l'organisation dépend de la gestion des ressources humaines (Farazmand, 2007; Khan, 2008; Peretti, 1987; M. Riley, 1996). L'homme est au cœur de la stratégie des entreprises qui bénéficient ainsi d'un avantage compétitif décisif (Peretti, 1987). Les ressources humaines sont l'ensemble des individus qui composent la main-d'œuvre d'une organisation, d'un secteur d'activité ou de l'économie (Khan, 2008; Peretti, 1987; Riley, 1996). Le « Capital humain» est parfois utilisé comme synonyme de ressources humaines bien que le capital humain se réfère généralement à une vision plus étroite (c'est-à-dire, à la connaissance des individus qui participent au développement d'une organisation) (Peretti, 1987). De même, d'autres termes sont parfois utilisés à l'instar de « main-d'œuvre», « talent », « travail » ou simplement « peuple ».

2. Le fondement théorique des compétences

La notion de compétence renvoie à une idée qui a d'abord été appliquée dans le champ pratique avant d'être étudiée en théorie (Aubret, Gilbert, & Pigeyre, 2005). Le concept de compétence présente différents contenus en sciences de gestion : « *Depuis les années 1980, le concept de compétence a progressivement investi le management, prenant une importance croissante en particulier dans les domaines de la gestion des ressources humaines (GRH) et du management stratégique (MS).* » (Corinne Van der Yeught *et al.*, 2012)

Selon Le Boterf (2013), les compétences se réfèrent toujours à des individus, d'ailleurs elles n'existent pas sans ceux qui les portent ; qui plus est, on peut reconnaître une personne à sa compétence à condition de comprendre pourquoi et comment elle agit. L'auteur explique qu'être compétent, c'est savoir exécuter une opération prescrite, savoir agir et interagir – gérer des situations complexes et évènementielles, prendre des initiatives, faire face à des évènements, coopérer. En effet, un but peut être atteint par essais et erreurs, par hasard, sans une formation scientifiquement adaptée au préalable. Les compétences sont les activités et processus au travers desquels une entreprise déploie ses ressources sous forme de combinaison pour atteindre un objectif : c'est la capacité à déployer des ressources (Aubret *et al.*, 2005; Grant, 1991; Rochette, 2012). Elles reflètent une capacité à réaliser une activité d'innovation ou de renouvellement. Autrement dit, les compétences sont la capacité d'un ensemble de ressources à réaliser une tâche ou une activité. Comme l'expliquent Leroux et Pupion (2014, p. 187), *les compétences correspondent aux capacités de l'organisation à démultiplier ses ressources en les combinant et incluent les processus organisationnels, l'information, les connaissances tacites difficiles à reproduire.*

Les compétences sont les capacités que l'on possède pour effectuer une tâche avec des résultats préétablis (Akatieva, Batalova, Merzlyakova, & Okonnikova, 2015; Aubret *et al.*, 2005; de Margerie & Le Loarne-Lemaire, 2009a; Rochette, 2012; Van Der Yeught, 2015). Les compétences sont soit générales soit spécifiques à un domaine. Par exemple, dans le domaine du travail, certaines compétences générales comprennent entre autres la gestion du temps, le travail d'équipe et le leadership, l'auto-motivation alors que les compétences spécifiques seraient utiles seulement pour un certain travail (Aubret *et*

al., 2005; Grant, 1991). Par ailleurs, l'organisation peut être appréhendée à travers deux types de compétences que l'on appelle « seuils » et « distinctives ».

- ✓ Les ***compétences seuils*** sont les éléments de l'ensemble minimal des connaissances, des savoir-faire et des savoir-être.

- ✓ Le concept de ***compétences distinctives*** « *Core competencies* », initié par Prahalad et Hamel (1990) peut se présenter sous de multiples formes : compétences fondamentales, foncières, centrales ou clés.

Ces termes ont été définis de différentes manières selon les perspectives d'appréhension de chaque auteur. Les idées des deux initiateurs précités peuvent se préciser de la manière suivante : « *Les compétences distinctives sont constituées par la communication, l'implication et un engagement profond dans le travail à travers les frontières de l'organisation. Elles impliquent plusieurs niveaux d'acteurs et toutes les fonctions* » Rajhi (2010, p. 19).

En ce qui concerne le tourisme durable, les compétences sont la capacité des acteurs à mobiliser différentes techniques et à assurer des dynamiques sur le plan du développement touristique. Comme le dit Fabry (2009, pp. 56-57), « *on ne peut concevoir de destination attractive sans acteurs du tourisme compétitifs. Ainsi, dans un contexte international hautement concurrentiel, il est légitime de réfléchir aux moyens dont les acteurs du tourisme pourraient se doter afin de renforcer leur compétitivité / attractivité. À l'évidence aucun d'entre eux (qu'ils soient issus des entreprises, ou des collectivités territoriales) ne peut y prétendre de façon isolée* ».

En somme, l'approche des ressources et compétences est un courant de base dans les théories des sciences de gestion (Hatchuel & Laufer, 2008; Loufrani-Fedida, 2011; Stafford & Sarrasin, 2005). En matière d'organisation locale du tourisme, exiger une capacité d'écoute, une culture générale, une connaissance des langues étrangères, le sens du contact, de l'accueil et de l'organisation… sont autant d'éléments indispensables pour travailler dans ce secteur d'activité (Frustier, 2009; Khan, 2008; Lozato-Giotart *et al.*, 2012; Marcotte & Bourdeau, 2015). Toutefois, ce n'est pas suffisant. Prenons un autre exemple, un directeur public touristique local se doit d'être capable de négocier et de faire preuve d'autonomie afin de veiller aux bonnes relations internes avec les autres services

de son entreprise. Il doit également faire preuve de fermeté et avoir un esprit de management ; en outre, pour bien communiquer, il doit savoir gérer les tensions et motiver son équipe (Frustier, 2009; Grenna, Hilbruner, Santi, Scuppa, & Vereczi, 2006; Tremblay *et al.*, 2007).

B.   La notion de tourisme durable

Nous commencerons par rappeler ce que signifie la notion de « tourisme durable » en se rapportant à la théorie du management stratégique avec une approche une approche en termes de ressources et compétences.

Selon l'Organisation mondiale du tourisme et le Programme des Nations unies pour l'environnement, le tourisme durable se réfère à : « *Un tourisme qui tient pleinement compte de ses impacts économiques, sociaux et environnementaux actuels et futurs, qui répond aux besoins des visiteurs, de l'industrie, de l'environnement et des communautés d'accueil.* » (OMT & PNUE, 2005, p. 12)

Le tourisme durable trouve son origine dans le « développement durable » (Liburd & Edwards, 2010; Pigram & Wahab, 1997; D. B. Weaver, 2006). Le développement durable est une expression récente résultant des préoccupations des générations actuelles pour les générations futures (Camus, Hikkerova, & Sahut, 2010). Il est défini dans le rapport Brundtland de 1987 de la commission mondiale des Nations unies sur l'environnement et le développement ; le terme de développement durable peut s'appliquer à toutes les formes de tourisme qui sont en harmonie avec leurs dimensions physiques, sociales et culturelles sur le long terme (Medlik, 2003). De plus, il faut avoir à l'idée que « *Le bien-être humain ne peut se concevoir sans une harmonisation pérenne entre contribution à un environnement de qualité, croissance économique créatrice de richesses et équité des populations qui en disposent.* » (Besancenot, 2009, p. 201). Comme le secrétaire général de l'ONU, Ban Ki-Monn, l'a déclaré en 2007: « *Nous tenons l'avenir dans nos mains, ensemble nous devons nous assurer que nos petits-enfants n'auront pas à se demander pourquoi nous n'avons pas réussi à faire la bonne chose, et ne pas les laisser en subir les conséquences.* » Ces propos sont vraiment significatifs. Nous devons penser à l'avenir, en particulier à la prochaine génération. Et comme le confirment Huron et Spindler : « *Nous ne connaissons pas l'avenir, mais nous savons*

qu'un détour théorique peut permettre de dégager des enseignements qui, on peut l'espérer, finiront par s'imposer. » (*in* Spindler & Durand, 2003, p. 399). Le tourisme durable a pour responsabilité de porter une attention particulière à la destination touristique de façon à améliorer le bien-être des résidents et à exercer un pouvoir attractif pour les visiteurs de demain (Baromey, 2008; Deperne, 2007; Hall & Richards, 2002; Commission australienne du tourisme du Sud, 2007).

Le tourisme durable est indispensable pour maintenir l'équilibre entre équité, économie, environnement, culture et traditions locales. Il est un objectif à atteindre, pas seulement pour le touriste mais aussi pour les habitants dans le respect et la compréhension de leur culture et civilisation réciproques, c'est « un bon moyen de consolidation d'une unité culturelle » (Deperne, 2007, p. 75). Ainsi Wolton (2003, p. 117) a développé cette idée que « *La technique et l'économie ont transformé le monde en un village, mais, en supprimant les distances physiques, elles ont rendu infiniment visibles les distances anthropologiques.* » Ce type de tourisme se doit de conserver les ressources culturelles et vise une plus grande implication de la population locale pour qu'elle bénéficie aussi des retombées économiques : « *Il doit faire respecter une certaine équité dans la répartition des ressources et des bénéfices, et dans la prise en compte des impacts.* » (Leroux & Pupion, 2014, p. 72). De surcroît, le tourisme durable exige l'amélioration du personnel et de la gestion pour être au niveau nécessaire à l'expansion de l'industrie touristique (Penrose, 2011).

La démarche vers un tourisme durable a forcément besoin de l'initiative directe et complète du gouvernement et de la participation totale des parties prenantes qui sont définies comme « *tout groupe ou tout individu qui peut affecter ou être affecté par la réalisation des objectifs d'une organisation*[16] » (Freeman, 1984, p. 48). Les différentes parties prenantes, qu'elles soient privées[17] ou publiques, semblent être des acteurs stratégiques pour un foyer réceptif touristique, gouverné dans une optique de gestion durable (Leroux & Pupion, 2014). Le rôle du gouvernement est de légiférer et, le cas échéant, de veiller à ce que la politique du tourisme soit bien coordonnée et harmonisée entre les divers partenaires au niveau ministériel, jusqu'à devenir à la fois le promoteur,

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[16] Clergeau, Glasberg, & Violier, *Management des entreprises du* tourisme, Paris : Dunod, 2014, p. 95.
[17] Selon Leroux et Pupion (2014, p. 42), les acteurs privés sont les associations et autres groupements de même nature.

l'incitateur, l'opérateur facilitant et le régulateur de l'industrie touristique (Gouvernement royal du Cambodge, 2009, p. 57).

Pour résumer, l'État est l'acteur clé dans la planification et le développement du tourisme qui s'appuie, d'une part, sur les données historique, géographique et politique et, d'autre part, sur les actions et les compétences des acteurs, donc sur les politiques locales qu'ils conduisent (Leroux & Pupion, 2014). L'administration centrale doit en conséquence maîtriser l'économie et la politique dans ce sens puisque « *...le tourisme a été considéré [...], comme un véritable animateur, un moteur de l'économie nationale [...]. L'impact touristique enfin, quelles que soient ses modalités, est très largement influencé par la politique de la puissance publique.* » (Durand, Gouirand, & Spindler, 1994, p. 11). Selon Delvaux et Schoenaers (2012, p. 121), l'efficacité de la coopération entre les différents acteurs du tourisme nécessite la compétence socio-professionnelle du directeur du tourisme public dans son engagement à l'élaboration des politiques du tourisme. La gestion du secteur public touristique n'est pas différente de celle des autres secteurs gouvernementaux : elle recouvre des politiques publiques en relation avec d'autres parties prenantes. Selon Clergeau *et al.*, (2014, pp. 95-96), on distingue deux catégories de parties prenantes : internes et externes.

✓ Les parties prenantes **internes** incluent les salariés, les managers-dirigeants, les actionnaires, les franchisés, les propriétaires non exploitants, et leurs représentants.

✓ Les parties prenantes **externes** comprennent les touristes, les fournisseurs, les sous-traitants, les distributeurs, les partenaires dans les réseaux[18], les créanciers, les banquiers, les habitants dans les destinations touristiques, ou les riverains du site, et notamment les autres pouvoirs publics liés, etc. Les parties prenantes externes regroupent « *les acteurs impactant une même destination: ceux notamment liés au transport, à l'hébergement ou à la restauration, aux activités de loisir ou culturelles, à la promotion, l'information ou l'accueil ... »*[19]

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[18] Cf. Van Der Yeught, C. (2016). Construire une chaîne de valeur «tourisme durable» sur un territoire: une approche par la Théorie de l'Acteur-Réseau. *Management & Avenir*, (2), pp. 162-163.

[19] Spindler J., « Développer le tourisme de mémoire », *Magazine de l'ingénierie territoriale,* N° 7, juillet/août 2015, p. 41.

L'industrie du tourisme est particulièrement dynamique et fortement utilisatrice de main-d'œuvre (Clergeau *et al.*, 2014, p. 310). Il faut cependant être conscient de la fragilité du tourisme qui peut être affecté par des changements liés aux aléas géopolitiques et aux politiques publiques définies par les perceptions des acteurs concernés. Selon Leroux & Pupion, (2014), les acteurs locaux, les parties prenantes, les groupes d'intérêts, les institutions (internes et externes)… affectent ou sont affectés par les actions, comportements et politiques de l'organisation[20].

Au sein de la sphère publique, on aime à dire : « *Le tourisme durable est pour tout le monde et tout le monde est pour le tourisme durable.* » « Tout le monde », ce sont non seulement les acteurs publics touristiques locaux (APTL), mais aussi ceux de l'industrie du tourisme, de l'organisation du secteur bénévole, des communautés d'accueil, sans oublier les touristes eux-mêmes (Swarbrooke, 1999, p. 85). Cependant, même si « tout le monde » est favorable au tourisme durable, ce sont les directeurs publics, et tout particulièrement locaux, car proches des problèmes, qui sont susceptibles de jouer un rôle central en la matière. L'acteur public local – qui doit être assimilé, comme au niveau national, à un manager[21] –, joue un rôle[22] essentiel dans la coopération avec d'autres acteurs qui animent la filière du tourisme et interviennent sur différents marchés touristiques (Leroux & Pupion, 2014, p. 5). Toutefois, en l'état, il est difficile de les identifier correctement tant le tourisme est multisectoriel et implique un très grand nombre d'organismes publics (Huron & Spindler, 2003; Jeffries, 2001; Mei, Arcodia, & Ruhanen, 2012). Grâce à ce rôle fédérateur, la politique touristique du gouvernement du Cambodge devrait être associée à une politique capable d'assurer le tourisme durable d'aujourd'hui et de demain. Comme le signale Besancenot (2009, p. 204), « *Le développement durable nécessite aussi un portage politique fort.* » En conséquence, même si chaque gouvernement est attentif et a pour objectif final un tourisme durable dans le cadre de sa politique touristique, les enjeux[23] qui en découlent doivent demeurer présents à l'esprit. Aussi est-il « *important de s'assurer que le développement du tourisme*

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[20] Mitroff (1983).

[21] Au sens de Peter Drucker (1999) lorsque celui-ci cherchait à différencier le « manager » du « gestionnaire » : « Gérer, c'est bien faire les choses, manager c'est faire les bonnes choses. », autrement dit, le « manager » doit effectuer les bons choix.

[22] Selon le dictionnaire Larousse (1980, p. 393, p. 811), le mot « rôle » signifie l'ensemble des droits et des obligations d'un individu dans un groupe social en rapport avec son statut juridique ou sa fonction dans ce groupe. Et la « fonction » signifie la profession, l'activité d'une personne dans la société, dans une entreprise.

[23] L'enjeu est défini comme « Tout ce qui peut être gagné ou perdu dans une entreprise. » (Dictionnaire Littré, 2006, p. 593).

et l'activité n'affectent pas négativement le bien-être et les moyens de subsistance des communautés où il est présent. » (EC & UNWTO, 2013, p. 118). Enfin, puisque notre recherche cerne le domaine du tourisme, nous souhaitons approfondir le contexte des ressources et compétences liées au tourisme durable.

C.   Tourisme durable, ressources et compétences

Jusqu'à présent, le tourisme a été relativement peu étudié en sciences de gestion (Van der Yeught, 2007, pp. 2-6). Trois raisons sont avancées : l'absence d'un secteur clairement délimité ; l'explosion du marché du tourisme en une multitude de petites et très petites entreprises ; la forte mixité « public-privé » dominante dans le tourisme et génératrice de complexité. Présentant l'ouvrage précité de Leroux et Pupion, Spindler (2014) écrivait : « *Enfin, pourrait-on dire, un ouvrage sur le management du tourisme rédigé à 100% par des enseignants-chercheurs français en sciences de gestion ! Il existe déjà des ouvrages portant ce titre, mais, le plus souvent, avec les regards croisés de plusieurs disciplines. S'ils ne manquent pas d'intérêt, loin de là, ils ont cependant contribué à donner l'impression que les sciences de gestion ne pouvaient pas s'affranchir d'autres savoirs pour appréhender le tourisme dans sa dimension managériale* ».

Le développement durable s'est accentué ces dernières années dans le secteur touristique en intégrant le respect environnemental, la responsabilité sociétale et le développement économique équitable avec la base des ressources et compétences. Intégrer le tourisme durable peut donc se traduire de plusieurs manières par la mise en place d'actions, le développement et la préservation (Butler, 1999; Godfrey, 1998; Jennifer & David, 2013). Ces actions peuvent concerner l'utilisation des ressources existantes et la gestion des ressources humaines.

Dans ce contexte, le tourisme durable tout comme les ressources et compétences ont été sérieusement prises en compte par les chercheurs en tourisme et en management grâce à l'approche fondée sur les ressources (*Resource-based View* ou RBV). Selon Rochette (2012, pp. 8-9), au milieu des années 1980, cette approche a apporté au management stratégique un cadre théorique abondamment mobilisé pour comprendre comment un avantage compétitif est obtenu et peut être maintenu dans le temps par l'entreprise.

Dans cette optique, Leroux et Pupion (2014, p. 38) affirment que les ressources d'une destination touristique englobent le milieu naturel (paysage, climat, flore, faune), l'environnement socioculturel (population locale, habitudes, architecture), les organisations (offices du tourisme, procédures et plans d'accueil), les humains (savoir-faire des salariés du tourisme), les infrastructures physiques (hébergements, restauration, routes, etc.) et les finances (capacité à lever des fonds pour l'investissement). Ainsi, on peut dire que les ressources touristiques sont des facteurs d'impact touristique. Ses ressources pourraient être distinguées en deux catégories : les ressources primaires et les ressources secondaires de la destination.

- ✓ Les ressources **primaires** comprennent les ressources :
    - o naturelles (climat, paysage, écosystèmes) ;
    - o culturelles (patrimoine, arts, traditions, archéologie, science, artisanat folklorique etc.);
    - o sociales (promoteurs touristiques potentiels avec des caractéristiques sociodémographiques, capacités, capital financier, connaissances, santé, système de sécurité des biens, intérêts de la communauté locale, environnement etc.).

- ✓ Les ressources **secondaires** comprennent le secteur :
    - o de l'hébergement (hôtel, motel, camping, maison d'hôtes, etc.);
    - o de la restauration (café, restaurants, bistro etc.);
    - o des organisations de voyages (agences, voyagistes, etc.);
    - o du transport (avion, bateau, train, bus, etc.);
    - o des loisirs (jeux de hasard, discothèque, etc.);
    - o de l'information (réseaux d'informations touristiques);
    - o des services, équipements et infrastructures de services.

On note qu'au moment de la mondialisation, *« La valorisation des patrimoines immatériels est aujourd'hui au centre de nombreuses politiques de développement*

touristique. » (Clergeau & Spindler, 2014, p. 11). L'identification et l'analyse scientifique des ressources touristiques sont des tâches importantes dans la planification du tourisme.
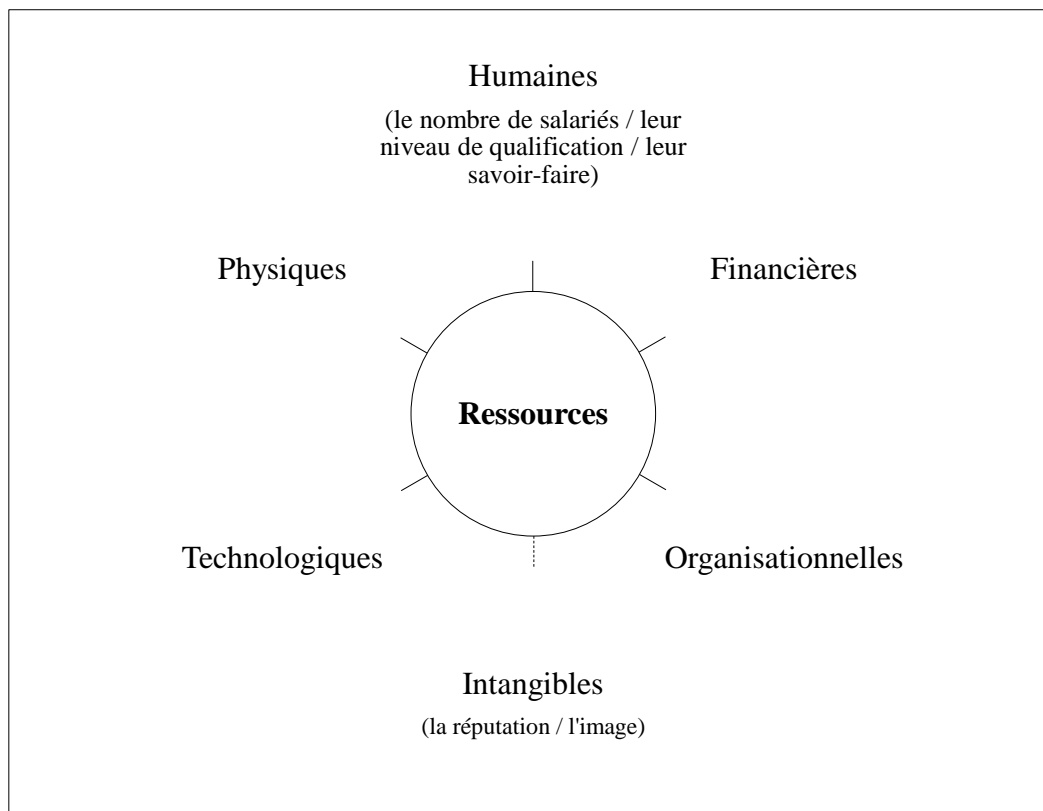
Figure 3 : Les six catégories des ressources d'une organisation ou d'une destination touristique (Source : adaptée de Grant, 1991; Leroux & Pupion, 2014).

Le contexte et la situation des ressources humaines en tourisme s'avèrent primordiaux dans la démarche du développement du tourisme durable (Farazmand, 2007; M. Riley, 1996). L'évolution de l'environnement du tourisme génère des enjeux auxquels les ressources humaines – propriétaires, gestionnaires et employés – sont confrontées. Mais quand les ressources humaines deviennent elles-mêmes l'objet d'un enjeu majeur, c'est toute l'industrie qui est interpellée !

En effet, « *Réaliser un inventaire mondial des ressources touristiques actuellement existantes sur la planète peut paraître une tâche ambitieuse.* » (Defert, 1980). En 1982, ce même auteur a fait un essai de regroupement des ressources touristiques à partir des éléments d'attraction qui motivent le déplacement du voyageur

indépendamment des facteurs qui pouvaient influencer son propre esprit. Il explique que toutes les ressources disponibles, quelle que soit leur situation dans le monde, peuvent se regrouper en quatre ensembles intitulés Lithôme (les monuments), Phytôme (la Nature), Hydrôme (l'attirance de l'eau) et Anthropôme (les activités humaines). Identifier et valoriser les ressources permettent de réfléchir à la question de savoir comment développer le tourisme de manière durable tout en s'appuyant sur le savoir-faire local pour contribuer au renforcement de l'identité du territoire.

Par ailleurs, la richesse des ressources d'une destination auraient une moindre valeur si les acteurs clés manquaient de compétences en termes d'aménagement, particulièrement pour un tourisme durable (Leroux & Pupion, 2014, p. 186).

Quant aux *ressources financières*, il ne peut exister d'entreprise viable, ni de gestion efficiente et pérenne sans financement. Apportées principalement par les actionnaires, les ressources financières permettent la constitution et le fonctionnement de l'entreprise, l'achat de ses facteurs et le financement de sa production (Edgell, Allen, Smith, & Swanson, 2008; Shah, McHarry, & Gardiner, 2002; D. Weaver & Oppermann, 2000). Grâce à leur argent, les actionnaires investissent, montent des projets et espèrent générer des profits. En contrepartie de leur capital investi, les actionnaires cherchent à obtenir des retours sur les investissements positifs et des dividendes élevés. Dans leur choix d'investissement, ils préfèrent les entreprises rentables et sûres, celles qui leur offrent à la fois la meilleure sécurité et les meilleurs rendements possibles (Christou, 2005; Frochot & Legohérel, 2010). Outre les actionnaires, les entreprises peuvent rechercher leurs financements auprès des institutions et des marchés financiers que sont les banques, les sociétés de leasing, les organismes de placement financiers, les bourses de valeurs mobilières. La disponibilité des ressources financières permet à l'entreprise d'investir, d'honorer ses engagements et de payer ses fournisseurs et ses employés (Alipour & Kilic, 2005; Batley & Larbi, 2004; Cameron *et al.*, 2001). Elle garantit ainsi sa solvabilité et assied sa fiabilité auprès de ses différents partenaires et surtout auprès de ses créanciers. Les grandes entreprises bénéficient généralement d'une meilleure assise financière que les petites et moyennes entreprises (PME) (Chens, Sok, & Sok, 2008; Vannarith Chheang, 2008). Pour ces dernières, l'accès aux ressources reste plus difficile, ce qui limite parfois leurs perspectives d'investissement et de croissance. Ainsi, pour garantir la pérennité d'une organisation, il faut mettre en place une stratégie financière

claire et solide (Jacques Fialaire, 2008; Leroux & Pupion, 2014; Lozato-Giotart *et al.*, 2012).

Au regard les *ressources organisationnelles*, Grant (1991) propose une classification des ressources en six catégories : les ressources financières, physiques, humaines et technologiques, la réputation et les ressources organisationnelles. Elles représentent tous les moyens placés à la disposition de l'organisation et nécessaires (Teixeira & Massukado-Nakatani, 2009).

En ce qui concerne les *ressources intangibles*, elles sont imitables et ne procurent pas vraiment d'avantages durables. Les ressources intangibles sont distinctives, spécifiques et constituent le capital immatériel de l'entreprise.

Les *ressources technologiques* ne sont pas seulement les techniques et les différents outils et machines acquis pour produire des biens et des services[24], elles comprennent également l'ensemble des équipements ainsi que toutes les techniques, expertises, méthodes, approches et routines de travail utilisées dans l'entreprise (de Margerie & Le Loarne-Lemaire, 2009b; Denicolai, Cioccarelli, & Zucchella, 2010; Loufrani-Fedida, 2011; Pyke, Hartwell, Blake, & Hemingway, 2016). En effet, outre les instruments et la machinerie, les ressources technologiques traduisent le tout productif de l'organisation, l'ensemble des savoir-faire et des pratiques (parfois brevetés) ayant cours dans le processus d'organisation et de production. Elles traduisent le mode organisationnel et opératoire construit par les employés à l'occasion de leurs échanges et de la production au quotidien. Comme « *Le tourisme a connu des bouleversements majeurs au cours des vingt dernières années : c'est un secteur emblématique de l'impact des technologies de l'information et de la communication sur nos économies et nos vies quotidiennes.* » (Clergeau & Spindler, 2015, p. 117). Face aux changements techniques, parfois majeurs, les entreprises sont constamment sollicitées à revoir et, si nécessaire, à renouveler leurs outils, appareils et modes de production. Ne pas tenir compte des nombreux progrès et changements techniques réalisés, des nouvelles approches pour s'organiser et produire, des outils et techniques de l'information, des méthodes de communication et de négociation, serait fatal pour l'entreprise et sa pérennité (Grenna *et al.*, 2006; Marcotte & Bourdeau, 2015; Tremblay *et al.*, 2007). Renouveler ses ressources

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[24] Selon Valentini et Castéran (2016, p. 145), « Un service se caractérise principalement par quatre caractéristiques principales que sont l'intangibilité, l'inséparabilité, la périssabilité, et l'hétérogénéité. »

technologiques pour améliorer son rendement et pouvoir produire plus efficacement, plus proprement et de manière plus écologique est aujourd'hui un impératif économique et social majeur.

En ce qui concerne les *ressources physiques : c*e qui est matériel, appartient ou est relatif à la matière (Baum, 2015; Tesone, 2004; Wernerfelt, 2010). Ainsi, les ressources matérielles sont des moyens physiques et concrets qui aident à atteindre un but fixé. Le concept est habituel dans le cadre des entreprises et des gouvernements. Par exemple : « *Nous avons de grands professionnels dans cet hôpital, mais il nous manque des ressources matérielles.* », « *La société a fait un investissement assez important pour rénover les ressources matérielles.* », « *Si les ressources matérielles ne sont pas suffisantes, il faut savoir aiguiser son savoir-faire et redoubler d'efforts.* ». Dans les activités quotidiennes d'une entreprise, plusieurs types de ressources doivent être mentionnés. Les ressources matérielles sont les biens tangibles: les matières-premières, les installations, les machines et le terrain.

Il ne faut pas oublier les *ressources techniques* (comme les brevets ou les systèmes), les ressources financières (argent en caisse, crédits) et les ressources humaines (les personnes qui travaillent au sein d'une organisation) qui sont également essentielles pour le bon fonctionnement d'une entreprise. Le succès de cette dernière, quelle que soit sa dimension, dépend de la bonne gestion de l'ensemble desdites ressources (Altintas, 2015; Defert, 1980; Peretti, 1987). Il s'avère difficile qu'une entreprise disposant de bonnes ressources matérielles réussisse si ses ressources humaines laissent à désirer ou *vice-versa*. D'une manière générale, la meilleure façon de favoriser les ressources matérielles, c'est d'investir afin de les rénover et de les mettre à jour. En revanche, en ce qui concerne les ressources humaines, leur gestion est plus complexe et engage de nombreuses variables.

IV.   Collectes des données et méthodes d'analyse

Cette recherche a eu recours à une méthode qualitative qui a été développée ces dernières années, dans le domaine du tourisme (Coghlan et Filo, 2013, p. 124). Selon Riley and Love (2000), la recherche qualitative sur le tourisme a été largement utilisée.

Elle a pour objectif de collecter des données auprès d'individus et d'étudier leurs perceptions, aspirations, croyances et comportements (Yin, 2011, p. 235). Dans cette logique, il nous a semblé opportun d'interroger les directeurs publics touristiques locaux quant à leur action de la stratégie pour l'avenir du tourisme durable. Cette démarche vise autant à recueillir des informations particulières qu'à situer d'emblée ces acteurs clés en fonction d'une réflexion et d'une future action à mener. Il est évident que la méthode qualitative représente la meilleure méthodologie étant généralement définie comme l'étude des méthodes destinées à élaborer des connaissances (Gavard-Perret, Gotteland, Haon, & Jolibert, 2012, p. 13).

Parmi les procédés utilisés, la méthode d'enquête fait appel à l'entretien en profondeur pour collecter des données primaires (Guion, Diehl, & McDonald, 2011; Phillimore & Goodson, 2004; Ritchie & Palmer, 2005; Schostak, 2005; Stumpf, Sandstrom, & Swanger, 2016; Vitouladiti, 2014), avec pour moyens des questions semi-directives. Dans l'entretien semi-directif, l'intervieweur a une liste de thèmes ou de domaines à couvrir où sont peut-être incluses quelques questions standardisées. L'entrevue approfondie est une technique de recherche qualitative qui consiste à mener des entretiens individuels développés avec un petit nombre de sujets, à explorer leurs points de vue sur une idée particulière ou une situation (Boyce et Neale, 2006, p. 3). Les questions ouvertes sont largement répandues pour susciter la réflexion des acteurs publics touristiques locaux. Selon Guion, Diehl, et McDonald (2011), l'entrevue en profondeur est une technique qualitative utilisée pour collecter des données utiles destinées, pour de multiples raisons, à exploiter l'évaluation des besoins, l'identification des problèmes, le programme affiné et la planification stratégique. D'autre part, les trois auteurs cités ci-dessus ajoutent que l'entrevue en profondeur et les entretiens qualitatifs sont d'excellents outils à utiliser dans la planification et l'évaluation des programmes de vulgarisation car leur stratégie de méthode ouverte, axée sur les découvertes, permet à l'intervieweur d'étudier largement les sentiments d'un sujet.

Pour répondre à la question de recherche : *Comment doivent agir les acteurs publics touristiques locaux au regard des ressources et compétences pour l'avenir du tourisme durable au Cambodge ?*, la totalité des vingt-cinq directeurs du département du tourisme en province, en ville, et dans la capitale du Cambodge a été sélectionnée pour une entrevue en profondeur avec dix questions principales et dix autres questions. Ces

directeurs sont des responsables du tourisme au niveau sous-national ou local des secteurs publics. En ce qui concerne les questions d'entrevue, une liste a été établie pour cette étude (Cf. Kothari, 2004; Stumpf *et al.*, 2016). L'interview a été fondée sur cette liste de questions qui se compose de deux parties – la première contient dix questions qualitatives, et la seconde comporte dix autres questions quantitatives. La question qualitative est une interview en profondeur à travers une conversation téléphonique enregistrée et des vidéos réalisées par l'intermédiaire de l'application mobile Actionvoip et du logiciel Windows Movie-Maker. La question quantitative est un questionnaire en ligne rempli par l'auteur en utilisant Google Docs. Chaque entretien dure un peu moins d'une heure (environ 55 minutes).

Les données secondaires, et aussi primaires, ont été obtenues grâce à des organismes publics comme le ministère du Tourisme et les autres ministères concernés, le conseil pour le développement du Cambodge, les collectivités locales, les départements provinciaux du tourisme, les offices d'information du tourisme[25] et les organisations internationales comme l'OMT, l'UNESCO, le PNUD[26], la banque mondiale, et la BAD[27], etc. Ces sources secondaires sont importantes pour une meilleure compréhension et pour leur contenu d'informations officielles sur le terrain. De plus, les revues de littératures académiques sur le tourisme durable, le management public, le management stratégique et surtout l'approche par les ressources et compétences ont été menées systématiquement à partir, notamment, des revues en ligne (*Science Direct*, *Cairn.info*, *Research Gate*, Google et Google Scholar, etc.). Les informations collectées ont été ensuite résumées par grands thèmes et sous-thèmes (Raquel & Lluís, 2016; Vitouladiti, 2014). Les données résultant de la totalité des vingt-cinq entretiens avec les directeurs locaux du tourisme ont été enregistrées, transcrites, et décodées. Comme mentionné ci-dessus, les données primaires de cette étude ont été obtenues grâce à l'interview en profondeur, et donc dans l'approche qualitative qui est la plus appropriée. Ces données ont été ensuite analysées afin de décrypter leur contenu. La transcription a été traitée et classée à l'aide du logiciel informatique NVivo.10 pour découvrir les catégories principales relatives aux questions

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[25] En France, les offices de tourisme sont des organismes qui ont été créés, dès 1875, au niveau des communes, ils ont pour mission « l'accueil, l'information, et la promotion du tourisme » auprès des visiteurs et des excursionnistes (Leroux & Pupion, 2014, p. 31).

[26] Programme des Nations unies pour le développement.

[27] Banque asiatique de développement.

de recherche. Les données ont ensuite été classées en différentes catégories, sous-catégories, et interprétées.

L'analyse du contenu a permis de déterminer et d'évaluer les stratégies pour l'avenir du tourisme durable ainsi que le rôle des acteurs publics touristiques locaux (APTL); elle a d'autre part cerné les perspectives de tourisme durable envisagées ou différées. En outre, la technique qualitative manuelle a également servi à maximiser les résultats et à obtenir une recherche plus claire et représentative (Jonker & Pennink, 2010; Ritchie & Palmer, 2005; Vitouladiti, 2014). Une analyse descriptive a également été employée pour analyser les caractéristiques éducatives des directeurs publics locaux et des fonctionnaires locaux du tourisme. Enfin, les résultats ont mis en évidence les thèmes prédominants qui émergent des diverses perceptions pertinentes des APTL tout en s'appuyant sur les citations des recherches précédentes.

Il est souhaitable que cette recherche ait un impact positif auprès des politiciens et auprès des APTL pour mettre en place une politique et un management stratégique dans l'optique d'un tourisme durable sur le territoire dont ils ont la responsabilité. L'objectif est que leur territoire soit valorisé (Leroux & Pupion, 2014, p. 20). Ce dernier est constitué de nombreuses ressources tangibles et intangibles, également composé d'une multitude d'acteurs qui s'approprient le sens et les atouts, comme l'identifie Rochette (2012). Ainsi, cette étude devrait permettre au ministre du tourisme de comprendre les défis du gouvernement du tourisme local pour la gestion interne et la coopération externe entres les directeurs du tourisme eux-mêmes, les autres autorités publiques concernées et les parties prenantes associées pour maintenir les ressources touristiques sur le mode d'un développement plus durable (Lanquar & Cazes, 1982; Lazzeri & Emmanuelle, 2008; Pigram & Wahab, 1997; Tesone, 2004).

En résumé, la recherche a été effectuée avec trois méthodes de collecte de données : les données existantes, la consultation des bulletins et des documents officiels, et l'entretien en profondeur avec le directeur du tourisme public local – il s'agit de la donnée primaire. L'entrevue en profondeur a duré plus de deux mois avec les vingt-cinq directeurs locaux du département du tourisme. Dans ces périodes, il a fallu faire face à de nombreuses attentes liées à l'indisponibilité des directeurs qui étaient engagés en politique. Après avoir été occupés par l'élection nationale du cinquième mandat, la

plupart des directeurs ont œuvré dans des activités humanitaires face à l'inondation de la plus grande partie du Cambodge.

V.   Résultats et discussions de la recherche

Dans une première approche, nous aborderons l'idée que se font les directeurs publics touristiques locaux d'une stratégie d'avenir du tourisme durable, puis nous analyserons les ressources et compétences à travers cinq thèmes principaux.

Les entretiens font apparaître de façon tout à fait évidente une vision partagée, homogène du tourisme durable (Boyce & Neale, 2006; Guion *et al.*, 2011; Phillimore & Goodson, 2004; Schostak, 2005; Yin, 2011). Tous les directeurs, ou presque, abordent le concept de tourisme durable dans ses différentes dimensions : économiques, sociales, environnementales et culturelles. L'expression « tourisme durable » fait partie du code de vocabulaire commun : il est utilisé dans les lois, les circulaires ministérielles, les réunions de travail, les discussions entre directeurs. Il constitue véritablement un référentiel commun partagé ayant fait l'objet de nombreuses publications connues dans le monde du travail du tourisme (Bramwell, 2015; Butler, 1999; Martin, 2007). Mais si le concept de tourisme durable est clair et correspond à une vision commune (au cas où elle ne le serait pas, la vision stratégique doit être modifiée afin d'opter pour une politique de développement durable universel), il ressort de la discussion que l'économique l'emporte très vite dans tous ses aspects et, de ce fait, la « vision à court terme » prévaut (V. Chheang, 2008; Mathieson & Wall, 1982; François Vellas, 1985; Zaoual, Hakmi, Ferreira, Roussel, & others, 2008). En effet, comme l'estiment Leroux et Pupion (2014, p. 72), une stratégie de développement durable touristique doit respecter un équilibre entre les trois piliers environnementaux, économiques et sociaux. Les notions de « stratégie » semblent lointaines et parfois illusoires au regard des moyens disponibles (Fraczkiewicz-Wronka & Szymaniec, 2012). Les acteurs sont dans l'action, les moyens sont limités et, par la force des choses, ils sont contraints au pragmatisme du court terme quand bien même ils peuvent avoir le sentiment de l'insuffisance de leur action.

De fait, les entretiens menés de façon ouverte se centrent très vite sur les enjeux actuels qui semblent des préalables à toute action de qualité. Les directeurs évoquent leurs

préoccupations concernant les moyens d'action, à la question sur les « enjeux », tous parlent de leurs difficultés à trouver des « moyens d'action » en termes de « ressources et compétences ». En fait, leur analyse à ce sujet est unanime ; se doter de moyens est bel et bien un enjeu primordial. Ils constituent la base indispensable à la construction d'un tourisme durable.

Après avoir décrit comment les directeurs publics locaux perçoivent les ressources et compétences vers un tourisme durable, cinq thèmes principaux se dégagent de la recherche :

1. Compétences et qualifications professionnelles du tourisme.

2. Structure hiérarchique et méthodes de travail.

3. Loi, règlements et circulaires institutionnelles du tourisme.

4. Soutien financier et facilitation institutionnelle.

5. Sensibilisation et participation du public au tourisme.
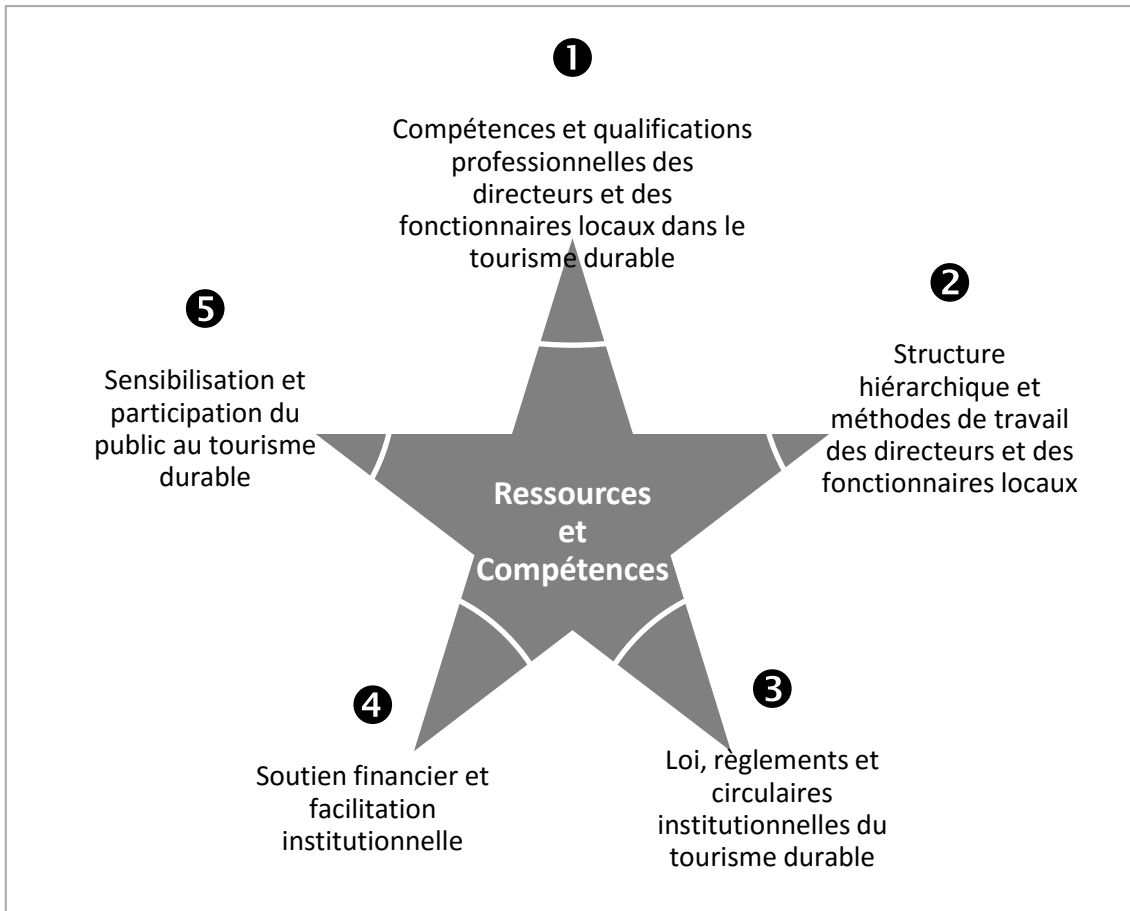
Figure 4 : Les perceptions et les moyens d'action des acteurs publics touristiques locaux au regard des ressources et compétences pour l'avenir du tourisme durable au Cambodge.

(Source : auteur)

Ces cinq moyens d'action à mettre en œuvre pour développer le tourisme durable au Cambodge sont à compléter par les cinq actions d'un tourisme plus durable présentées par l'Organisation mondiale du tourisme et le Programme des Nations unies pour l'environnement, à savoir :

1) La gestion de la croissance dynamique.

2) Les changements climatiques.

3) La lutte contre la pauvreté.

4) L'appui à la conservation.

5) Santé, sûreté et sécurité (OMT & PNUE, 2005, pp. 12-14).

Les changements climatiques demeurent le défi majeur de notre temps : ils impactent considérablement l'agriculture, la sécurité alimentaire et l'accès à l'eau. « *Sortir de cette impasse est de notre responsabilité en tant que dirigeants.* », affirme le Roi Sihamoni (2015) à l'ouverture solennelle de la COP21 à Paris. Selon le ministère du Tourisme au Cambodge (2013), les défis se subdivisent ainsi : participation active des secteurs publics à tous les niveaux dans le processus de conservation et de développement, difficulté d'obtention des fonds nécessaires pour développer des produits, problématique d'intégration et de globalisation des stratégies et plans de développement du tourisme au niveau de la communauté, manque d'émulation et de coopération entre les acteurs publics touristiques locaux, faiblesse des évaluations et de leur suivi d'impact, et surtout, au Cambodge, absence de ressources financières.

Dans cette optique, pour aborder clairement la mise en place d'une stratégie, les directeurs ont proposé les moyens suivants :

A. Améliorer les compétences et les qualifications professionnelles des directeurs et des fonctionnaires locaux dans le tourisme durable

Les compétences centrales et qualifications professionnelles des directeurs et des fonctionnaires locaux[28] sont au cœur des enjeux des cinq thèmes principaux pour le tourisme durable. Comme nous l'avons vu, de telles priorités existent partout dans les institutions publiques au Cambodge (Hill & Menon, 2013, 2014), plus précisément dans le secteur du tourisme (Carter *et al.*, 2013; Leiper, 1998). Ces enjeux se retrouvent à tout niveau. Au niveau local, en fonction des acteurs publics touristiques locaux, ces enjeux comptent à tout stade hiérarchique depuis les employés de chaque bureau technique au sein des départements provinciaux du tourisme, jusqu'à l'équipe de management du département. Au niveau national, il ressort que les fonctionnaires en charge du management et de la politique sont trop nombreux.

Le résultat montre que peu de directeurs du tourisme local ont un diplôme de tourisme d'un niveau d'études supérieures, la majorité d'entre eux ont suivi d'autres

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[28] Ils sont des fonctionnaires titulaires et des flottants du département provincial du tourisme, sous la direction directement de directeur.

formations qui ne concernent pas le tourisme. Pour correspondre au profil de cette discipline, on peut penser à Pline le Jeune (vers 61-114) selon lequel « *Il vaut mieux exceller en une chose que d'être médiocre en plusieurs.* » La recherche a également mis à jour un manque de quantité et de qualité des fonctionnaires locaux, en particulier dans la section du personnel technique tandis que les responsables politiques sont en trop grand nombre, surtout au niveau central. Le gouvernement du Cambodge est considéré comme un gouvernement dont la tête est trop importante par rapport à son corps. Par exemple, dans le quatrième mandat du gouvernement, on comptait jusqu'à huit secrétaires d'État, neuf sous-secrétaires d'État et d'innombrables conseillers du ministre ou du ministère qui occupaient un rang égal au vice-directeur général, directeur général, sous-secrétaire d'État, secrétaire d'État, etc. Le cinquième mandat englobe jusqu'à cinq secrétaires d'État et neuf sous-secrétaires d'État. Ces nombreux acteurs politiques ne sont pas nécessaires ; ils représentent toutefois un coût non négligeable pour les finances publiques. Dans ces conditions, il serait préférable de créer une nouvelle institution publique à l'image du Conseil de promotion du tourisme qui existe en France[29].

En ce qui concerne l'étude du tourisme, actuellement, au Cambodge, l'enseignement supérieur n'est pas assez ciblé et la formation professionnelle n'est pas une réponse adaptée au marché de l'emploi dans l'industrie du tourisme. Ainsi, comme l'expriment Hoerner et Perrot (2003, p. 305)[30], « *Le caractère nébuleux des emplois et métiers du tourisme explique la difficulté à voir clair dans les systèmes de formation mis en place depuis plus d'un siècle.* ». Il existe des écarts entres les besoins des employeurs du secteur touristique et l'offre de personnel qualifié, y compris les centres de formations privées, les écoles professionnelles et les universités. À l'heure actuelle, il n'existe pas de plan national pour les normes de personnel, ni de programme de formation, ni de contrôles des programmes de formation des instructeurs. Selon le ministère du Tourisme, la nécessité de développer le capital humain est le point de départ de tout développement. Rien n'est possible sans des gens formés et qualifiés : « *Développer, promouvoir, ou*

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[29] Le Conseil de promotion du tourisme (CPT) a comme mission de proposer une stratégie pour le tourisme français à l'horizon 2020, dans la dynamique initiée par les assises du tourisme, conclues en juin 2014. Au cours de l'année écoulée depuis les Assises du tourisme, ce conseil a auditionné un panel de 250 professionnels du secteur du tourisme et représentants des pouvoirs publics, afin d'établir une stratégie à l'horizon 2020. Le CPT est un organisme consultatif créé par le décret n° 86-201 du 11 février 1986, qui est placé auprès du ministre et qui est composé d'environ 300 membres (Chaumet-Riffaud, 2005, p. 55).

[30] Jean-Michel Hoerner et Serge Perrot, « Quelles formations pour le tourisme ? », *in* Jacques Spindler et Huguette Durand, *Le tourisme au XXIᵉ siècle,* L'Harmattan, 2003.

animer une région ou un site touristique ou culturel, c'est un métier. Et comme tous les métiers, cela s'apprend, cela évolue. » (Lechien, 2009, p. 130). Par ailleurs, « *En matière de prospective des métiers, il est important que le secteur du tourisme communique davantage sur les métiers du tourisme car certains sont mal perçus en raison de leur bas niveau de salaire.* » (Leroux & Pupion, 2014, p. 86). Les ressources humaines sont chargées d'offrir :

✓ des conditions d'emploi compétitives et des opportunités de carrière pour assurer le recrutement adéquat de tous les niveaux de personnel ;

✓ des opportunités d'éducation et de formation pour toutes les professions et les spécialisations au niveau national (MOT, 2012).

Au niveau local, il ne faut pas hésiter à « *Former, changer d'état d'esprit, faire connaître, expliquer, se concerter, discuter, synthétiser les idées générales, profiter de l'apport des connaissances, faire en quelque sorte un examen de conscience général et individuel, se mieux connaître et s'apprécier par la qualité d'un travail, apprendre à gérer en commun, transmettre et concevoir l'information…, en un mot communiquer grâce à un outil de choix : le séminaire.* », comme le conseille Dupuy (2005, p. 49).

Au Cambodge, la terrible période des Khmers rouges, de 1975 à 1979, suivie par l'occupation des troupes vietnamiennes jusqu'en 1989, a conduit à une perte quasi-totale du capital financier et intellectuel (Gaughan *et al.*, 2009, p. 213). Si l'on se réfère à Thach Toan (2014, p. 171), « *Une armée vietnamienne forte de 200 000 hommes contrôlait le pays.* », c'est l'époque de la vietnamisation du Cambodge (Bui & Fouquoire-Brillet, 1986, p. 149). Même si cette histoire appartient au passé, elle engendre assurément des manques liés aux ressources humaines actuelles. Elles sont pourtant les valeurs de base pour le développement d'un tourisme durable, offrant des avantages à la communauté d'accueil et aux touristes. Ces ressources contribueraient positivement au secteur du tourisme alors que les effets négatifs seraient minimisés ou éliminés (Godfrey, 1998; Tesone, 2004; D. B. Weaver, 2006). De même, l'Organisation mondiale du tourisme et le Programme des Nations unies pour l'environnement (2005), souligne que les ressources humaines sont des facteurs de base exigeants pour la prévoyance, l'engagement et la

planification afin d'assurer une gestion adaptée aux besoins du présent sans compromettre les générations futures.

Selon les directeurs, le capital humain, s'il est pléthorique au niveau politique, est limité autant sur le plan quantitatif que sur le plan qualitatif au sein du département du tourisme : environ dix employés seulement dont la plupart exercent uniquement au niveau de la province, mais ils sont rarement présents au niveau du district. En réalité, il y a cinq ou six bureaux techniques dans chaque département du tourisme, mais il n'y a que deux ou trois fonctionnaires dans chaque bureau et la majorité de ces personnels n'est pas dotée d'une qualification ou d'une compétence professionnelle adéquate. Dans certains bureaux, il n'y a que le chef et le sous-chef sans autre personnel ! De plus, beaucoup sont trop âgés pour vouloir mettre en œuvre le travail tandis que les nouveaux employés diplômés ont moins d'expérience.

Or, on sait que les employés de l'organisation du tourisme sont les acteurs clés de la qualité de ce service (Clergeau *et al.*, 2014, p. 320). Aussi afin de professionnaliser ces acteurs, un capital humain spécialisé est nécessaire dans la planification du tourisme (Devine & Devine, 2011; Edgell *et al.*, 2008; C. M. Hall, 2008) ; actuellement, on se heurte à un manque d'experts compétents pour planifier l'obtention d'un soutien financier. Presque tous les acteurs publics touristiques locaux suggèrent la formation sur la planification du tourisme pour eux-mêmes et pour leur personnel subordonné. L'un des répondants a même montré que, paradoxalement, certains départements du tourisme local ont un nombre de fonctionnaires inférieur au nombre de bureaux !

Il faut savoir que le directeur du tourisme local joue également un rôle en tant que décideur pour examiner l'ensemble des tenants et des aboutissants de la politique du tourisme ainsi que leur combinaison, il se doit «... *d'organiser l'administration du tourisme, de développer des campagnes de promotion, de normaliser, de légiférer, d'inciter financièrement et fiscalement [...], autant d'actions correspondant à ce que l'on peut appeler les instruments des politiques du tourisme.* » (Durand *et al.*, 1994, p. 13). Ce choix démontre souvent un parti pris idéologique ou politique qui favorise certains types de moyens sur les autres. Idéalement, les décideurs doivent évaluer les points forts et les faiblesses des instruments spécifiques ainsi que l'effet de l'idéologie, les valeurs sociales, l'éthique, la politique et l'économie de ces évaluations (William Theobald FF, 2012, p. 364).

Pour résumer la question des qualifications et des compétences professionnelles des APTL du tourisme dans le tourisme durable, la plupart des répondants ont conclu que la plus grande attention doit être accordée aux directeurs publics.

En conséquence, le directeur du tourisme public joue un rôle primordial pour réfléchir sur les coûts et les avantages associés au sein d'une destination touristique. Les directeurs touristiques doivent identifier les questions prioritaires en consultant les principaux groupes d'intervenants ; ils doivent faire émerger les indicateurs les plus pertinents pour ces questions, les clarifier et, si possible, mettre en œuvre la disponibilité des données et le coût pour les obtenir (Organisation mondiale du tourisme et Programme des Nations unies pour l'environnement, 2005, p. 178). En plus, sur le plan managérial, les directeurs doivent apprendre à se comporter au sein d'un groupe de cultures différentes afin d'en tirer tous les bénéfices et pour assurer une excellente culture d'équipe – c'est une source d'innovation et de connaissances (Leroux & Pupion, 2014).

B. Réorganiser la structure hiérarchique et faciliter les méthodes de travail des directeurs et fonctionnaires locaux

La structure hiérarchique et les méthodes de travail des directeurs et des fonctionnaires locaux ont été analysées grâce aux évaluations des différents directeurs du tourisme local par d'autres directeurs du tourisme local. Certains des responsables locaux du tourisme ont hésité à exprimer leur opinion : en effet, leurs recommandations ou suggestions ont eu des retombées sur eux-mêmes, du fait de leur implication.

Les bonnes méthodes de travail des directeurs et des fonctionnaires locaux sont un grand défi et influent directement sur le tourisme durable, notamment la « *valorisation [...] des travailleurs* » (Zaoual *et al.*, 2008, p. 165). C'est ainsi qu'une piste non négligeable, « le télétravail » doit être encouragé en tant que « *moyens de télécommunication pour réduire les déplacements* » (Van Duysen & Jumel, 2008, p. 165). Ces acteurs doivent maintenir un haut niveau de satisfaction de la part des touristes et des communautés locales plutôt que de leurs hauts dirigeants. Ces mêmes acteurs doivent témoigner d'une expérience significative auprès des touristes, promouvoir la sensibilisation sur les questions de développement durable et la pratique du tourisme durable parmi les touristes et les communautés locales elles-mêmes. La clé pour la

réalisation du tourisme durable se trouve dans une planification minutieuse, la mise en œuvre systématique des plans ainsi que dans la gestion continue et efficace. Elle est donc la référence pour préserver la culture, les ressources touristiques et environnementales naturelles, illustrée par les propos de Hoerner & Perrot (2003, p. 314): « *L'enjeu global de la formation est de fournir au tourisme les ressources humaines dont il a besoin pour bien assumer : sa fonction économique (il est au premier rang mondial) ; sa fonction sociale (il est le premier créateur d'emplois) ; sa fonction culturelle et humaine.* » Ce système a pour but de maintenir l'unicité et le patrimoine du Cambodge, et d'engager toutes les parties prenantes pour la résolution des problèmes du tourisme. Cela devrait inclure une approche globale qui prend en compte l'aspect environnemental, socioculturel et économique, institutionnel et financier ainsi que les relations interactives lors de la formulation des politiques, des stratégies, des programmes ou des projets. Idéalement, les plans locaux doivent être intégrés dans les plans politiques touristiques nationaux et régionaux. Il est d'ailleurs implicite : à ce jour, le plus grand soutien pour une approche plus « durable» vient des communautés qui sont les premiers contacts en situation pour faciliter et réaliser une approche de la gestion la plus adaptée (Godfrey, 1998, p. 223).

Parmi les différents rôles d'un gouvernement, notamment dans le secteur du tourisme, on note d'une part, une coordination entre le gouvernement, le secteur privé et les organisations à but non lucratif et, d'autre part, la création d'une politique, d'une planification, d'une législation et d'une réglementation du tourisme – le nombre de jours de vacances payés, les politiques sur les passeports et les visas, le développement de l'infrastructure touristique, les activités touristiques – à savoir un parc national et d'État, des sites historiques, des compagnies aériennes appartenant à l'État, la stimulation et le contrôle du développement du tourisme, le marketing et la recherche du tourisme, sans oublier la formation du tourisme et de l'éducation (OMT, 2010).

De façon plus générale, le Cambodge, comme d'autres pays, a trois raisons principales de développer le tourisme : les raisons économiques, environnementales et les raisons pour renforcer l'image nationale dans le monde. Soulignons que « *La culture est une variable qui influence très fortement la formation de l'image.* » (Frochot & Legohérel, 2010, p. 256). Selon le ministère du Tourisme du Cambodge, le directeur du tourisme public est un fonctionnaire expert administratif, lui-même nommé par le ministère du Tourisme pour être en charge de la gestion, de l'exécution et du contrôle du

secteur du tourisme municipal/provincial. En référence à la loi du tourisme au Cambodge, aux avis juridiques et aux résultats de cette recherche, le rôle des directeurs du tourisme public peut se synthétiser en deux options principales : la gestion et la coopération. La gestion est une tâche interne, à savoir la planification, l'organisation, le leadership et le contrôle. La coopération est une tâche externe, à savoir la liaison, la coordination, la négociation et l'intervention.

La recherche débouche donc sur deux rôles principaux à donner au directeur du tourisme public local en matière de tourisme durable :

1) Il doit être considéré comme un « manager » pour ce qui est de la gestion interne.

2) Il doit être, également, considéré comme un « ambassadeur », pour son rôle de coopérant externe.

Toutefois, pour parvenir à un tourisme durable, le manager doit avoir une autre fonction qui nécessite une exigence de formation personnelle. Ses qualités au regard de la gestion et de la coopération sont fortement dépendantes de ses capacités personnelles et professionnelles.

Ainsi, pour assurer un tourisme durable, les directeurs ne peuvent échapper à un perfectionnement agissant fortement sur leurs deux rôles principaux (la gestion interne et de la coopération externe). La durabilité du tourisme doit s'inscrire comme « *un ancrage du concept dans les politiques locales* » (Fialaire, 2008, p. 13). S'appuyant sur des résultats, la qualification personnelle est vraiment nécessaire pour résoudre les enjeux actuels des directeurs locaux du tourisme.

Le rôle interne est la tâche principale des acteurs publics touristiques locaux. Ce rôle, mentionné dans le chapitre de revue de la littérature, repose sur la théorie de la gestion en général. Une gestion stratégique, en tant que discipline d'enseignement dans les années 1960 (Van Der Yeught, 2007), est principalement influente sur l'image des destinations touristiques, en particulier en réponse aux concours des « villes propres[31] » du Royaume du Cambodge où l'industrie du tourisme est incontestablement en progrès.

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[31] L'idée de « villes propres » est une initiative originale pour encourager le tourisme à profiter de l'environnement: le Cambodge organise des concours entre ses villes pour les inciter à plus de propreté. Les objectifs : santé publique améliorée, planification urbaine modernisée et gestion des déchets perfectionnée (*Cf.* L'esprit voyageur en Asie du sud-est [en ligne] <http://asiedusudest.forumactif.com/>).

Comme le remarque Agnati (2002, p. 82) : « *Il faut une attention constante au bon fonctionnement de la ville pour ses habitants. Il n'est pas possible qu'une ville déséquilibrée, difficile à vivre pour ses résidents, puisse devenir, ou même juste paraître, une bonne destination pour les visiteurs*[32]. » Les directeurs du tourisme public doivent avoir une connaissance approfondie de la gestion dans la mesure où ils travaillent en collaboration étroite avec les personnels subordonnés dans la prise de conscience des tâches de chaque bureau technique, comme l'évoquent Leroux & Pupion (2014) : « *Des connaissances en gestion permettant d'assurer la satisfaction des visiteurs et un développement durable d'une destination ou d'une activité de loisir* ». La recherche fait ressortir que le rôle principal des APTL est de comprendre le mode de gestion, en particulier les quatre compétences de base de la gestion que sont la planification, l'organisation, le leadership et le contrôle (Clergeau *et al.*, 2014; N. Evans, Stonehouse, & Campbell, 2003; Farazmand, 2007; Lozato-Giotart & Balfet, 2007; Schwaninger, 1986). Parfois, il arrive que les directeurs locaux du tourisme jouent un rôle de gouvernement local qui coordonne tous les secteurs concernés : les secteurs privés, les secteurs quasi-publics et les secteurs publics en échangeant et transférant des connaissances et des compétences entre acteurs (Van Der Yeught, 2014). Détenant les tenants et les aboutissants, ces directeurs ont beaucoup influencé le tourisme durable en tant qu'acteurs qui gèrent directement tous les éléments.

En effet, le succès ou l'échec du rôle de la gestion interne du directeur dépendent largement de la conduite de l'action politique et administrative du pays. Le concept de méthode de travail renvoie également à des structures organisationnelles efficaces pour planifier, développer, commercialiser, coordonner et gérer le tourisme. Ces structures et leurs applications doivent être adaptées aux besoins particuliers locaux, à l'idéologie politique et à l'ampleur du développement du tourisme.

En outre, l'un des répondants a noté que le rôle interne est également confronté à de nombreux défis qui ouvrent une réflexion car la quantité du personnel est une chose mais une autre plus importante est sa qualité. Certains membres du personnel se posent des questions concernant le tourisme durable, en particulier au sujet de leurs responsabilités pour le développement du bureau du tourisme dans lequel ils évoluent. Par

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[32] Adriano Agnati, « Tourisme durable dans les villes et mise en valeur du patrimoine culturel : nouvelles orientations, *in* Council of Europe : *Développement durable du tourisme et relation avec l'aménagement du territoire*, 2002.

exemple, l'un des directeurs affirme qu'il y a des salariés parfois désemparés face à leurs tâches.

De même que le rôle d'ambassadeur est de protéger les populations et de promouvoir l'intérêt national, le rôle des acteurs publics touristiques locaux (APTL) est de protéger les touristes tout en gérant l'intérêt des communautés hôtes. Le rôle externe des APTL est de coordonner, coopérer et parfois d'intervenir auprès des parties prenantes. Ce sont des acteurs, à titre individuel ou collectif (groupe ou organisation), activement ou passivement concernés par une décision ou un projet dont les intérêts peuvent être affectés positivement ou négativement à la suite de son exécution (ou de sa non-exécution). Le tourisme durable a, en effet, besoin d'une coopération étroite entre le directeur du tourisme local et les autres partenaires. Les acteurs de l'industrie du tourisme sont très nombreux ; ils partagent tous une responsabilité commune envers la durabilité (DB Weaver, 2006, p. 7). Les acteurs du tourisme durable se réfèrent à six organismes principaux, à savoir le secteur public, l'industrie du tourisme, des organisations non gouvernementales, les touristes, la communauté d'accueil et les médias. Parmi eux, le secteur public joue habituellement un rôle de premier plan pour faire participer tous les autres intervenants.

En conséquence, les directeurs du tourisme public ont une place prépondérante dans la réalisation du tourisme durable car les APTL considèrent que le rôle d'ambassadeur est de relier tous les associés concernés pour obtenir les effets positifs du tourisme. En tant que multi-secteur, l'industrie du tourisme exige une collaboration entre les parties prenantes (Durand *et al.*, 1994; Fabry, 2009; Grunfeld, 1999; Huron & Spindler, 2003); le directeur du tourisme public doit donc avoir une connaissance et une compréhension globale de chaque acteur du tourisme durable et une capacité à assurer la régulation entre ces acteurs. Pour cela, « *Des mécanismes de régulation sont indispensables afin de mieux gérer les actions des acteurs.* » affirment Leroux et Pupion (2014).

Le rôle externe de directeur du tourisme local ne se limite pas au niveau local ou national, il s'étend aussi à l'international, en particulier pour les directeurs du tourisme situés le long de la frontière du Cambodge dont « ... *la frontière peut être envisagée en tant que facteur de séparation, comme ligne de démarcation entre les systèmes politico-institutionnels différents. Dans ce cas, l'effet de frontière se manifeste dans les trois*

fonctions : la fonction légale, la fonction de contrôle, et la fonction fiscale[33]. » (Ratti, 2002, pp. 113-114). S'appuyant sur la tendance actuelle, les pays voisins sont les premiers marchés de touristes du Cambodge. Par exemple, ces dernières années, le nombre de Vietnamiens est arrivé en tête et, dans le même temps, le nombre de Thaïlandais et de Laotiens a aussi augmenté régulièrement. La coopération internationale avec les gouvernements qui propulsent des touristes est primordiale, particulièrement au sujet de la facilitation des affaires du tourisme international. En outre, le tourisme est un outil important pour la diversification et la régénération économique, la réduction de la pauvreté et l'intégration socio-économique. Ainsi, le gouvernement cambodgien devrait faire beaucoup d'efforts pour créer des « facteurs d'attraction » pour le pays, surtout pour faciliter le climat d'investissement touristique, par exemple par l'amélioration de ses institutions publiques (Rochette, 2012, 2015), de ses systèmes d'infrastructures et de ses juridictions, par l'élimination des obstacles administratifs, etc. En plus de stimuler le transfert de technologies dans le pays, cela ne peut entraîner que des effets positifs dynamiques sur les entrées d'investissement direct étranger (IDE) et sur la croissance économique (Cuyvers, Soeng, Plasmans, et Van Den Bulcke, 2011, p. 232).

La collaboration entre le secteur public, privé et la société civile est considérée comme un facteur d'accélération de développement du tourisme au Cambodge. Dans ce contexte, d'après Leroux et Pupion (2014, p. 49) : « *Le management d'une destination touristique nécessite impérativement des partenariats publics et/ou privés pour concevoir, animer, et gérer les destinations au mieux afin de satisfaire les demandes des touristes.* ». Le secteur privé joue un rôle important en offrant des services touristiques tandis que les organisations non-gouvernementales (ONG) soutiennent le tourisme durable et la réduction de la pauvreté au Cambodge (Chheang, 2008). En fait, la relation entre les secteurs publics et privés est associée au pouvoir, à la coopération, à la suggestion, à l'objectif individuel et à l'objectif commun. Le gouvernement royal du Cambodge accorde une place essentielle au secteur privé comme moteur principal pour les investissements et la croissance dans le pays (Gouvernement royal du Cambodge, 2009, p. 43). Il a récemment démontré sa volonté politique d'établir des partenariats avec les secteurs non gouvernementaux et a mis en place un processus plus ouvert à la rédaction d'une nouvelle loi ONG/OIS afin de consolider les idées d'évolution. Les partenariats

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[33] RémigioRatti, « Régions frontières, tourisme et aménagement du territoire », *in* Council of Europe Publishing : *Développement durable du tourisme et relations avec l'aménagement du territoire*, 2002.

sont considérés comme une action stratégique et une priorité essentielle pour le développement et l'encouragement des structures et des mécanismes de prestation. De ce point de vue, chaque partenariat doit être mieux adapté à la réalisation des aspects divers de l'activité touristique ; il est considéré comme le moyen le plus efficace pour le développement du tourisme durable : réduction de la pauvreté et conservation du patrimoine au Cambodge devant rester présentes à l'esprit de tous.

Pour résumer, le nombre de touristes qui a augmenté ne signifie pas que c'est un développement positif. Selon certains observateurs, la croissance a mis le gouvernement cambodgien dans une position difficile, l'obligeant à réfléchir à l'équilibre du potentiel sur différents points : l'obtention de bénéfices, la nécessité de la préservation et de la restauration des sites, l'étude de cette croissance et de ce potentiel (MOT, 2013). Le Cambodge doit prendre immédiatement des mesures pour formuler des politiques et des stratégies de développement visant à équilibrer les moyens de subsides locaux durables avec la croissance et les avantages du tourisme (politique 2006-2015). Cette réussite a pu être obtenue grâce à la centralisation des cinq stratégies clés que sont le développement de produits, le marketing, la coopération, la gestion et le développement des ressources humaines (ministère du Tourisme, 2012 ; Clergeau *et al.*, 2014).

C. Légiférer et appliquer la loi, les règlements et les circulaires institutionnelles du tourisme durable

La loi, les règlements et les circulaires institutionnelles du tourisme sont l'un des défis les plus importants à remplir, en particulier en ce qui concerne l'application de la loi. En effet, la loi sur le tourisme a été récemment adoptée et certains règlements ou circulaires institutionnelles ont été émis après rendu opérationnel le secteur du tourisme. Certains directeurs du tourisme ont noté que, de ce fait, il est très compliqué d'appliquer l'application de la loi.

À l'évidence, la loi, les règlements et les circulaires institutionnelles du tourisme sont absolument nécessaires au ministère du Tourisme pour diriger et gouverner efficacement ce secteur. Le ministère du Tourisme est responsable principalement de la réglementation des éléments centraux de l'industrie du tourisme. Il est également habilité à aider à la constitution et à la rédaction des statuts des associations touristiques (Durand

et al., 1994; Elliot, 1997; Nunkoo & Smith, 2013; François Vellas, 1985). Il joue un rôle central en matière de surveillance et de réglementation des entreprises et activités touristiques. En particulier, par la délivrance de licences, il établit un système de classification et de définition de normes minimales. Outre le fait qu'il constitue une structure de direction, il contribue à améliorer et à maintenir la qualité des services touristiques dans le Royaume du Cambodge. Le ministère du Tourisme a également autorité pour contrôler, faire appliquer les lois et envoyer des inspecteurs[34] effectuer leur travail dans différents endroits. Il intervient auprès des locaux pour s'informer, constater les équipements utilisés ou soupçonnés d'être utilisés pour une entreprise de tourisme (Laws, Richins, Agrusa, et Scott, 2011).

En somme, bien qu'il y ait un droit du tourisme pour aider à orienter le développement du tourisme durable, un certain nombre d'obstacles se dressent dans son application. La loi, les règlements et les circulaires institutionnelles du tourisme doivent tenir compte des avantages équilibrés des parties prenantes, en y incluant le public, le semi-public et le privé. La loi, les règlements ainsi que les circulaires institutionnelles concernant le tourisme doivent être proposés par le gouvernement, le secteur privé, les ONGs/OIs, principalement par des politiciens.

D. Soutenir financièrement et faciliter le fonctionnement des institutions

Le soutien financier et la facilitation institutionnelle s'inscrivent également comme des défis importants. En parallèle avec le capital humain, la finance est une machine à faire fonctionner tout le système (de Margerie & Le Loarne-Lemaire, 2009a; Defert, 1982; Omrane, 2013) ; la faiblesse du soutien financier et de facilitation institutionnelle présentent un grand désavantage pour les fonctionnaires. Un manque de ressources financières et une insuffisance qualitative et quantitative des ressources humaines professionnelles accentuent l'inadéquation actuelle à un tourisme durable. Pour illustrer ce propos, il faut savoir qu'un employé qui travaille officiellement quarante heures par semaine n'aura pas un salaire suffisant pour répondre à ses besoins de base. Être un employé du secteur public au Cambodge, aujourd'hui, n'offre pas une

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[34] En France, il existe une organisation administrative au niveau national « l'Inspection générale du tourisme » qui est à la disposition du ministre et placée sous son autorité directe ; cette institution est chargée de missions d'inspection, d'audit et de contrôle des services, établissements publics ou organismes relevant du ministère ou bénéficiant de ses subventions ainsi que de toutes missions d'études et d'information concernant le tourisme (Chaumet-Riffaud, 2005, p. 44).

rémunération suffisante pour vivre décemment, même lorsqu'il vit seul. On parle par ailleurs de « *développer le bien-être au travail et de s'impliquer dans le développement professionnel des collaborateurs* » (Clergeau *et al.*, 2014, p. 318-319) !

En général, un gouvernement a sept rôles dans le tourisme : la coordination, la planification, la législation et la réglementation, l'esprit d'entreprise, la stimulation, le tourisme social et la protection de l'intérêt (Pender & Sharpley, 2004, p. 196). L'organisation publique joue un rôle majeur dans l'industrie du tourisme; sans son aide ou son intervention, le tourisme ne pourrait survivre. L'administration a le pouvoir sur la stabilité politique, la sécurité, la législation et le financement nécessaire au tourisme.[35] C'est seulement le gouvernement qui peut négocier et conclure des accords avec d'autres pays sur des questions telles que les procédures d'immigration ou le survol et l'atterrissage sur le territoire national. En outre, c'est le gouvernement qui fournit les services essentiels et les infrastructures de base (Baum & Szivas, 2008; Vannarith Chheang, 2008a; Durand *et al.*, 1994; Edgell *et al.*, 2008; Jeffries, 2001). Il peut également contrôler l'industrie liée au tourisme et son activité afin de s'assurer que les normes de sécurité sont maintenues dans l'intérêt de tous. Pour garantir ce succès, le gouvernement dépend fortement de la qualité de sa gestion du secteur public.

En revanche, les gouvernements locaux sont responsables de la préparation des déclarations de politique et du développement des managements stratégiques, à savoir contrôler le développement au sein du système de planification locale, fournir des services d'information touristique et entreprendre une activité de commercialisation limitée en particulier dans le pays lui-même (Godfrey, 1998). Les gouvernements locaux commencent à évaluer le potentiel du tourisme qui peut contribuer à améliorer leurs communautés, ou leur nuire ; dans cette optique d'essor économique, les principes et les implications politiques des idées durables devraient être intégrées pour devenir la philosophie conventionnelle.

Dans cette perspective, le soutien financier et la facilitation institutionnelle, y compris l'attention des dirigeants politiques seraient assurément une contribution efficace au développement du tourisme durable au Cambodge pour équilibrer les avantages et les coûts de l'environnement, du domaine socio-culturel et de l'économie en ce XXIe siècle

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[35] Cf. Spindler, J. (2005). Le financement des politiques locales du tourisme. *Annuaire des collectivités locales*, 25(1), 55-64.

considéré comme une époque de voyages et de tourisme, bref d'ouverture au monde, avec pour corollaire son instabilité et sa fragilité humaine.

E. Sensibiliser et faire participer le public au tourisme durable

La sensibilisation et la participation du public au tourisme sont le dernier grand défi du tourisme durable au Cambodge. Différents niveaux d'approches doivent être pris en compte ; en effet, un manque d'informations peut conduire à des attentes irréalistes ou à des impacts négatifs aboutissant à une autodestruction. Une prise de conscience et l'engagement de la population locale dans le tourisme sont essentiels pour la communauté si elle tient à obtenir des avantages maximaux et des coûts minimaux.

Par exemple, suite à notre entretien, l'un des directeurs locaux a souligné que le critère de « propreté en public » est essentiel au sein de la communauté. Il a affirmé que l'éducation du public à la culture propre ou écologique, encore nécessaire au Cambodge, s'applique d'ailleurs à n'importe quelle destination. Les touristes ainsi que les résidents locaux sont encore relativement peu au courant de l'intérêt public ; la notion de « tourisme durable pour tous et tous pour un tourisme durable » n'est pas encore intégrée.

Il semble donc qu'un programme d'éducation et de formation ainsi qu'une campagne de sensibilisation devraient être transmis par le biais d'informations aux communautés locales sur des points comme la gestion des ordures ménagères et des déchets solides, la pollution etc. Ce programme a « *... besoin de services plus compétitifs* » (Frustier, 2009, p. 31). Il faut expliquer les impacts positifs et négatifs du tourisme sur l'environnement, la socio-culture et l'économie. Il faut « *renforcer les échanges de bonnes pratiques entre les professionnels du secteur, [...] favoriser la circulation de l'information entre les agents d'accueil.* » (Lechien, 2009, p. 132) afin d'échanger des expériences et des bonnes pratiques, de partager la connaissance et les points de vue sur l'actualité du tourisme et du territoire. En ce sens, nous devons inciter les communautés locales de proximité et les managements touristiques locaux à s'unir dans le développement et la préservation du tourisme. Cela suppose que l'investissement local et international soit fortement encouragé. En conséquence, la stratégie de zonage d'investissement doit être prise en compte pour une distribution équitable du développement géoéconomique des destinations touristiques : il est souhaitable que « *Les*

pouvoirs publics concentrent leurs efforts sur la promotion et la publicité ainsi que sur la planification générale des zones touristiques. » (Durand *et al.*, 1994, p. 106)

En résumé des résultats et discussions de la recherche, le tourisme durable ou le tourisme encore plus durable dépend des acteurs publics touristiques locaux. Grâce aux éléments de réponse comme les résultats, la discussion et les perspectives de cette recherche, il existe deux rôles principaux mis en évidence : la gestion interne et la coopération externe. La recherche a également exploré les cinq enjeux principaux des APTL du tourisme qui sont des barrières au tourisme durable. Ces obstacles nécessitent la participation active, la compréhension mutuelle et le respect entres tous les acteurs interdépendants pour une efficacité à tous les niveaux – local, national, régional et mondial. La coopération se pose comme une des modalités excellentes pour aider au développement et au management du tourisme durable, toujours dans le but d'assurer la durabilité et la beauté permanente des sites touristiques historiques, culturels et naturels. Comme l'affirme Deperne (2007, p. 126), « … volet éthique,[…][et] prise de conscience incontestable des dégradations de la planète » viennent illustrer cette perspective.

Conclusions et voies de recherche

L'étude *STRATÉGIE POUR UN TOURISME DURABLE AU CAMBODGE : L'action des acteurs publics touristiques locaux au regard des ressources et compétences* donne lieu aux conclusions suivantes. En ce qui concerne la perception du tourisme durable, on constate que les directeurs publics ont la même approche ou définition. Mais, en matière de stratégies, les moyens manquent dans tous les domaines pour développer un tourisme durable ; or, seules des stratégies de développement touristiques adoptées par un grand nombre de parties prenantes peuvent assurer le développement touristique durable d'un pays (Leroux & Pupion, 2014).

De façon plus précise, les contraintes se résument aux cinq enjeux qui sont liés aux ressources humaines, aux méthodes de travail, au cadre juridique, à l'appui institutionnel et financier, et à la sensibilisation publique dans le secteur touristique du Cambodge, comme un système social complexe (Camus *et al.*, 2010, p. 253). Ces insuffisances ont entraîné une exploitation peu réfléchie des potentiels de ressources touristiques et ont provoqué des fuites économiques élevées à l'étranger. Donc, « *afin de se développer par le tourisme, un territoire doit être en mesure de bénéficier des effets de cette activité, tout en en limitant les fuites* » (Fabry & Zeghni, 2012). Sans planification pensée à long terme, certaines attractions ne sont plus en mesure d'assurer leur durabilité, menant à la dévastation de trésors touristiques, à l'altération des valeurs socio-culturelles et d'identité nationale; ce mécanisme évolutif pourrait conduire à un développement incontrôlé contribuant à dégrader rapidement la communauté locale et l'environnement comme le remarque à juste titre Baudin (2009, p. 22) : « *Considérant le développement économique comme incompatible avec la protection de l'environnement, le rapport prône l'idée d'une croissance zéro* ». Comme le ministère du Tourisme l'a souligné, s'il n'est pas correctement géré, le développement du tourisme permettra d'enrichir une petite minorité tout en excluant la majorité de la population du pays.

Dans ces conditions, les directeurs provinciaux chargés du tourisme, en tant que représentants du ministère, jouent un rôle déterminant dans le tourisme durable et

influencent directement à la fois le pouvoir politique et la prise de décision locale et même nationale ; leur fonction « *... concerne l'application, dans tous les aspects de leurs pratiques, d'une philosophie de gestion respectueuse de l'impact de leurs décisions sur leurs ressources humaines et sur les différentes communautés concernées par leurs activités.* » (Tremblay *et al.*, 2007, p. 39). Leur rôle s'applique à la gestion interne et la coopération externe qui sont fortement dépendantes de la qualification personnelle des individus ; cette dernière sera amplifiée par « *l'adaptation des systèmes d'enseignement et de formation à l'évolution des besoins de qualifications* » (OCDE, 2005, p. 114). Cependant, si les directeurs locaux sont aujourd'hui confinés dans un rôle plutôt de gestionnaires, avec de faibles moyens, nous estimons qu'ils pourraient devenir de véritables directeurs locaux susceptibles de faire travailler ensemble les acteurs dans le cadre d'une politique claire. En outre, pour mener à bien une politique de tourisme durable, il est important de respecter l'ensemble des parties prenantes et de prendre en compte leurs intérêts, tout en créant de la valeur (Leroux & Pupion, 2014).

Nous espérons donc que les recommandations suivantes seront un outil essentiel pour le gouvernement royal du Cambodge, pour le ministère du Tourisme en général et pour les directeurs publics locaux en particulier.

Premièrement, au niveau local, plusieurs recommandations sont mises en avant pour les acteurs publics touristiques locaux du tourisme. Leur prise de conscience personnelle contribuera directement à un niveau élevé de la participation de la communauté d'accueil dans le développement du tourisme pour assurer la viabilité du projet, la protection des potentiels touristiques et son industrie. La participation de tous les citoyens concernés correspondrait à cette démarche. Les décisions de planification devraient également être prises au niveau local. En cela, Leroux et Pupion (2014, p. 72) affirment que « *La pratique d'un tourisme durable nécessite d'impliquer les membres des communautés locales ainsi que les parties prenantes dans sa planification* ». Leur participation à des initiatives du tourisme, notamment *les initiatives d'une gouvernance supranationale* (Orange & Vatteville, 2009), doit être encouragée avec pour objectif de renforcer les économies locales. Cela nécessitera une formation, une éducation et une sensibilisation du public ainsi que des initiatives pour mesurer les progrès dans la réalisation du développement durable du tourisme au niveau local. Comme disent Camus *et al.*, « *Le développement durable est d'une telle complexité qu'il nécessite un*

apprentissage et donc une transmission des savoirs » (2010, p. 265). Une formation pédagogique et professionnelle du tourisme, notamment sur place, est également nécessaire pour veiller à l'équité des bénéfices pour la population locale de l'industrie du tourisme. De façon plus générale, pour assurer le développement de l'avenir du tourisme au Cambodge, il est essentiel que les résidents locaux soient intégrés dans tous les plans de développement et de conservation, que leur bien-être social et économique soit pris en compte et respecté. Dans cet esprit, les effets à long terme sur la culture et l'environnement devraient toujours être un facteur prédominant lors de la prise de décisions sur l'investissement touristique.

Deuxièmement, au niveau national, le ministère du Tourisme doit travailler en étroite collaboration avec les autres ministères concernés ainsi qu'avec les autorités provinciales et municipales. Parallèlement, ces trois instances doivent coopérer rigoureusement avec le secteur privé dans un objectif d'amélioration de la qualité des services touristiques. Des partenariats avec des entreprises privées permettraient la mise en œuvre d'un plan d'action relatif au développement afin de renforcer la qualité des services et, notamment, de partager la gouvernance des acteurs publics touristiques locaux avec les autres acteurs locaux (Leroux & Pupion, 2014). En conséquence, le ministère du Tourisme doit agir comme un organisme de base en termes de politiques, techniques, supports, et associer tous les ministères et autres institutions publiques, les autorités concernées, le secteur privé, les partenaires au développement, les organisations non-gouvernementales nationales et internationales tendant à un objectif commun d'un tourisme prospère et durable du Cambodge. C'est là une force positive du changement pour le pays, en particulier pour le développement d'un tourisme durable. Chaque secteur a un rôle interdépendant et inter-complémentaire : le secteur privé fournit des services de tourisme, l'organisation non gouvernementale soutient le tourisme durable tandis que les secteurs publics assurent une coordination pour mettre en accord tourisme durable et réduction de la pauvreté. La coordination suppose des compétences d'animation, de mobilisation, d'arbitrage et de gestion des conflits (Fabbe-Costes, 2005). Cependant, il est clair que le succès ou l'échec de l'avenir du tourisme durable au Cambodge sont entre les mains du secteur public car le gouvernement a en général le pouvoir de faire coopérer les parties prenantes, en mobilisant tous les niveaux de la société, ce qui est bien résumé par l'expression « *penser globalement et agir localement* » (Jumel & Van Duysen, 2008, p. 17).

Par ailleurs, si l'on se réfère au gouvernement royal du Cambodge, l'État doit encourager les investissements locaux avec une ambiance attractive et des facilités dans l'industrie du tourisme et, pour ce faire, des subventions ou des prêts devraient être octroyées à l'individu privé pour lui permettre d'investir dans des activités liées au tourisme. Parallèlement, le gouvernement doit développer les infrastructures nécessaires et les équipements sociaux tels que les routes, les réseaux d'eau et d'électricité, et spécialement la stabilité sociale (Chili & Xulu, 2015; Economic et al., 2003b; Jeffries, 2001; Steve et al., 2008). Le gouvernement doit aussi renforcer la coopération des parties prenantes dans le développement du tourisme et la préservation du patrimoine pour améliorer la protection de l'environnement, des ressources naturelles et du patrimoine culturel. En effet, « *Les patrimoines culturels et naturels constituent des actifs fondamentaux pour le développement touristique durable d'un territoire.* » (Leroux & Pupion, 2014, p. 57). Comme preuves, ces idées « *... ont mis en lumière le rôle du tourisme comme facteur de préservation du patrimoine naturel, culturel et humain, et facteur de paix et de rapprochement des peuples* » (Hoerner & Perrot, 2003, p. 316). Le gouvernement devrait déconcentrer un pouvoir de décisions et d'actions autonomes aux directeurs locaux pour développer une politique publique locale en mobilisant leurs ressources, leur expertise et leurs capacités (Leroux & Pupion, 2014). Au moment de la mondialisation, la gouvernance efficace est un système qui limite les risques d'appropriation de la valeur par les dirigeants et de non maximisation de la valeur actionnariale (Meier & Schier, 2008, p. 181). Leroux et Pupion (2014, p. 50-52) l'expliquent en arguant que si l'ensemble des acteurs veut exercer une gouvernance efficace et assurer la durabilité, il faut nécessairement des compromis afin de gommer les principaux points de désaccord, avec un référentiel de valeurs communes à tous les acteurs. Le choix des partenariats pour la commercialisation et le développement des ressources humaines est influent, car « *L'industrie touristique est une industrie à forte intensité de main-d'œuvre, et la qualité de service est intrinsèquement indépendante de la gestion des ressources humaines.* » (Clergeau *et al.*, 2014, p. 332). En ce qui concerne la communauté locale, le gouvernement, par son soutien politique, devrait faire une réforme réelle, applicable et remarquable avec la participation de toutes les parties prenantes. Cette réforme aiderait les communautés d'accueil à gérer leurs attractions locales conformément à la tradition, la culture et la vie quotidienne. Cependant, comme l'expliquent Lozato-Giotart, Leroux, et Balfet (2012, p. 336), « *Les impacts culturels semblent moins déstructurant lorsqu'il s'agit de populations d'accueil dont le mode de*

vie est semblable à celui des touristes. ». De plus, le gouvernement et les parties prenantes devraient unir toutes les perspectives communes telles que le marketing du tourisme et le développement de produits. Cette coopération est conforme aux principes du développement du tourisme durable. Le gouvernement devrait donc qualifier la compétence des fonctionnaires en termes de communication (interne et externe) et de négociation pour être en mesure de convaincre les autres parties prenantes pour coopérer au nom des intérêts locaux, en menant « *une organisation représentative des intérêts de la population locale* » (Baddache, 2011, p. 161). En effet, la communication peut servir à mettre en valeur des moyens de protection et à sensibiliser les touristes sur la fragilité et l'authenticité de la destination(Marcotte & Bourdeau, 2015).

Cette optique est soumise aux modalités des acteurs publics touristiques locaux, du ministère du Tourisme et du gouvernement royal du Cambodge lequel fournit un cadre unificateur, les mêmes objectifs, buts et valeurs. En effet, les sources de création de ces derniers, « *la co-llaboration, la co-production, la co-conception, la co-opération* » est une approche très moderne considérable (Clergeau & Spindler, 2016, p. 139). Le développement du tourisme durable exige un équilibre des besoins et des intérêts de tous les participants car « *La mobilisation de l'ensemble de la population, y compris les non-professionnels du tourisme, est la première composante de l'image « vécue ».* » (Frustier, 2009, p. 32). Le message de l'intérêt commun et la compréhension d'un tourisme durable doivent être communiqués aux touristes, à la communauté locale et aux autres intervenants : « *Le développement durable dans le tourisme semble s'agrandir au regard, d'une part, de la mobilisation politique et médiatique, et d'autre part, d'une sensibilisation accrue des touristes eux-mêmes.* » (Camus *et al.*, 2010, p. 256). Dans ce cas, Torrent souligne que, pour assurer des opérations économiques viables à long terme, les avantages socio-économiques doivent être fournis à toutes les parties prenantes : ils seront équitablement répartis, notamment dans des emplois stables engendrant des revenus, dans des retombées économiques pour les services sociaux au sein des communautés d'accueils ; tous ces aspects positifs seraient une contribution de lutte contre la pauvreté (Rigall-I-Torrent, 2008). Mais, à l'inverse, selon Leroux et Pupion (2014), « *Les communautés d'accueil ne doivent pas être entièrement dépendantes du tourisme et, dans cette optique, le tourisme doit être considéré comme un complément à leurs activités* ».

Pour que cela soit réalisable, une fois ces critères retenus, il importe que le gouvernement et le ministère du Tourisme renforcent les pouvoirs et les responsabilités centrales des acteurs publics touristiques locaux. Cette mesure est une contribution pour promouvoir l'image du pays dans une dynamique interactive, dans le respect et la compréhension des touristes et des Cambodgiens, d'où découleraient harmonie et croissance économique. En effet, « *Les touristes, en fonction de leur nationalité, pourront avoir des images différentes des produits touristiques, différences liées à l'histoire, aux traditions et aux valeurs de chaque culture.* » (Frochot & Legohérel, 2010, p. 256). S'ajoute à cela la perspective de véhiculer une image positive du tourisme au Cambodge. Enfin, en tant que pays émergeant du tourisme (Carter *et al.*, 2015; Hill & Menon, 2014; Preuil, 2014), s'il veut ou s'il peut s'en donner les moyens, le Cambodge peut éventuellement prétendre concourir un jour au titre de destination touristique parmi les plus prisées du monde.

Finalement, cette étude contribue modestement à la réflexion sur les stratégies contemporaines du tourisme durable au Cambodge. Elle suggère une relation efficace entre le directeur du tourisme local et les six acteurs du tourisme durable, en particulier pour son rôle face aux médias. Cette étude met en évidence quelque un des principaux rôles de l'acteur public local du tourisme est celui de coordinateur ou d'ambassadeur local ; une étude des relations publiques et des barrières éventuelles aux prises de décisions de l'acteur public local du tourisme exige donc une attention toute particulière. Cette étude ne couvrant que le niveau local, une réflexion au niveau national, ou régional, voire international, pourrait être envisagée dans le cadre d'une voie de recherche ultérieure.

Chapter ❶

GENERAL INTRODUCTION

☞ *The primary purpose of this introductory chapter is to examine the background of Cambodia's tourism, which is done in section 1.1. This general overview leads to the problem of research statement (1.2) as it is relevant to local challenges towards sustainable tourism. Meanwhile, section 1.3 provides the purpose of the study, 1.4 lists the research questions, 1.5 importance of the study, 1.6 the limitations of the study, and 1.7 provides an outline of the dissertation.*

General Introduction	Background
	Problem of research
	Purpose of the study
	Research questions
	Importance of the study
	Limitation of the study
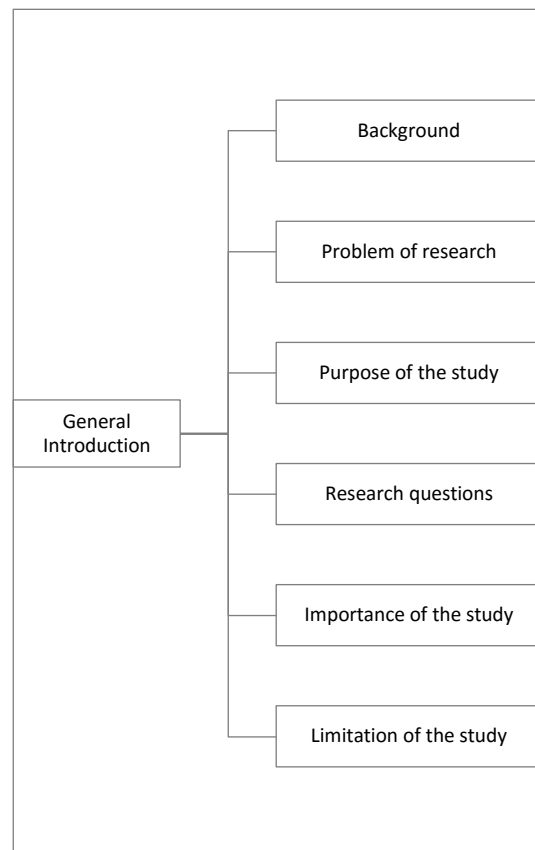
1.1. BACKGROUND

Currently, the perception[36] of "tourism benefit" is spread everywhere (Durand *et al.*, 1994; Mathieson & Wall, 1982; Matias, Neto, & Nijkamp, 2007; Nunkoo & Smith, 2013; François Vellas, 1985), and is spoken about by everyone whether a simple citizen, economist, or politician. Tourism specialists tend to focus on "its sustainability" (Liburd & Edwards, 2010; Miller & Twining-Ward, 2005; D. B. Weaver, 2006). The term "sustainable" is now popular, and is used for any sector or any activity, such as sustainable energy, sustainable agriculture, sustainable economy, sustainable living, sustainable development, sustainable competitive advantage, and especially sustainable tourism (hereinafter referred to as "ST"). For instance, the suggestion of "*sustainable tourism is for everybody and everybody for sustainable tourism*" (Chheang, 2008; Thong, 2013) is widely raised, particularly among the public tourism leaders in Cambodia. Indeed, everyone must refer to ST actors or stakeholders that consist of (1) the public sector, (2) the tourism industry, (3) the voluntary sector organization, (4) the host community, (5) the media, and (6) the tourist (Swarbrooke, 1999, p. 85). Even though everyone is for ST or even is ready for ST, public sectors are the core actors in ST (Baum & Szivas, 2008; Godfrey, 1998; Jeffries, 2001; Nunkoo & Smith, 2013) and are therefore especially important to understand. The public sectors or actors in tourism are difficult to define because tourism is multi-sectoral, which involves public bodies ranking from national to local levels. At the local level, the public tourism director, as a representative of the public tourism sector, plays a very important role in cooperating with other tourism actors or stakeholders (T. T. De Lopez, 2003; Waligo, Clarke, & Hawkins, 2013). However, an effective cooperation of the public tourism director requires social and professional capacity to participate effectively in policymaking and through that capacity identify 'their' legitimated knowledge (Delvaux & Schoenaers, 2012, p. 121).

Once well known as a Khmer Empire governing many parts of Southeast Asia (Delaporte, 1880), the Kingdom of Cambodia was historically considered to be a "golden territory" (Tully, 2005). Nowadays, the country is trying to promote her national slogan as the "world of treasure" or the "kingdom of wonder" (Susan M., 2008). This slogan is

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[36] Perception is the interpretation one gives through his awareness. It is a way of understanding and gaining insight. Perceptions vary from person to person. Different people perceive different things about the same situation. It's a mental impression.

based on the large number of cultural heritage monuments and historic buildings, particularly the ancient temples that are evident and currently seen not only within the country herself but also her neighboring countries such as Thailand, Laos, and Vietnam. Just inside Cambodia alone, there are more than 1080 ancient temples that were built between the 5th to 12th century in 14 provinces (MOT, 2013), though mainly in the northwestern Cambodia. These include, among others, the *Angkor temple complex* in Siem Reap province, the *Banteay Chhmar temple* in Banteay Meanchey province, the *Sambor Preikuk temple complex* in Kampong Thom[37] province; and the *Preah Vihear temple*, *Koh Ker temple*, and *Preah Khan temple* in Preah Vihear province. These temples attract thousands of domestic and international tourists annually, especially the Angkor Wat temple (Candelaria, 2005; Wager, 1995a; Tim Winter, 2007), which is a World Heritage Site, registered in 1992 in the World Heritage[38] list for humanity of United Nations for Educational, Scientific and Cultural Organization (UNESCO). Angkor Wat temple is one of the most famous cultural tourist destinations and the largest living religious monument in the world and is also the number one Travelers' Choice Landmark in the world (TripAdvisor, 2015; MOT, 2015).

According to Lee Han-woo (2006, p. 16), one envoy from China reported many golden towers in Angkor and reported its brilliant civilization. Cambodia offers the heritage of temples as a main tourist destination nationwide and some may say heritage tourism internationally. The study of heritage tourism has continued to shift towards ideas of multi-vocality and the social actualization of place in recent years (Tim Winter, Meethan, Anderson, Miles, & others, 2006). "Temple Tourism", which is based on the destination that country offers, is a term I prefer over heritage. However, the word temple could be confused with the current temple in a pagoda, so it is much better if the term "Prasat Tourism" is used for the Cambodian version of temple heritage tourism because in the Khmer language the word temple can be translated as Prasat (ancient temple) or Vihear (current temple).

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[37] Kampong Thom province is strategically situated on National Highway 6 which is 168km north of Phnom-Penh and 147km Southeast of Siem Reap. The two cities dominate the economy, which acts as an important gateway for international tourism (Tim Winter, 2015). Policy makers should study this province, i.e. the national route from Kampong Thom crossing Tonlé Sap to Kampong Chhnang, because it is a naturally potential location, a centre of national tourism attracting the tourist traffic bound between the two main cities, the central point of the nation, and possibly the centre of the ASEAN.

[38] As stated in the convention in 1972, heritage is divided into two categories namely cultural heritage and natural heritage (source: UNESCO website).

Based on these abundant religious monuments, Nick Ray, Greg Bloom, and Daniel Robinson wrote in their Cambodia tourism book "Cambodia Lonely Planet", that Cambodia is the temple capital of Asia (Ray, 2010, p. 7). Some of these temples were selected as the top ten temples (TTT), which are the most country's potential attractions, namely:

1. Angkor Wat : the mother of all temples
2. Banteay Chhmar : the forgotten fortress of the northwest
3. Banteay Srei : the jewel in the crown of Angkorian art
4. Bayon : with its 216 enigmatic faces
5. Beng Mealea : Angkor-sized but swallowed by jungle
6. Kbal Spean : the River of a Thousand Lingas
7. Koh Ker : a usurper capital of huge proportions
8. Prasat Preah Vihear : king of the mountain temples
9. Sambor Prei Kuk : the first temple city in the region.
10. Ta Prohm : left as explorers first saw it – nature run riot

In fact, since each of these ten temples has its own unique qualities, selection was quite complicated. For instance, if we look at the Preah Khan Kampong Svay, the onlé Bati temple, the Phnom Chiso temple, the Wat Nokor temple, they are all special, which makes it hard to deny in the TTT. However, most of these cultural monuments need to be studied and registered for world heritage lists, to be preserved with sustainable development, which will have a positive effect on the local community's standard of living. These cultural heritage monuments and historic buildings are considered to be value generators in a post-industrial economy and serve as an economic driver (Tim Winter, 2007).

Actually, besides the internationally reputed Prasat-inspired tourist destinations that are considered to be one of the biggest and incomparable ancient archaeological sites in Asia (Wager, 1995), Cambodia is also home to 440 kilometers of tropical coastline with its virgin beaches and 60 beautiful and uninhabited islands (MOT, 2013). Furthermore, the authentic life style of the Khmer people (Hang, 2003; Ray, 2010; Tully,

2005) adds greater interest. With these unique destinations, Cambodia is proud to be a "kingdom of wonder" or a "world of wonder" attracting tourists both local and international for decades.

Examining a brief history and evolution of Cambodian tourism[39] is worthwhile at this point. Tourism is about travelling and exploring (Medlik, 2003; Russell, 2007). In fact, Cambodia received travelers first from India (as mentioned both in the Khmer folklores and history of the first century), later from China (e.g. the Chinese envoy mentioned above), and then Western Europe, such as Portugal[40], Spain, and France. The first western foreigners to arrive in Cambodia was in the late 1500s (Leclère, 1914).

In the late 1500s, the European religious movement spreads over the word, for instance a variety of missionaries and freebooters from Portugal and later Spain made their presence in Cambodia. The Portuguese missionaries managed to convert the Cambodian King to Christianity. As a result, a small community of Portuguese-Khmers remained in Phnom Penh in an area of what is now part of Russei Keo district. Although many of these had converted to Christianity, they took on local habits and assimilated to such an extent that they became virtually indistinguishable from any other inhabitants (Tully, 2005). However, it was destroyed during the Khmer Rouge regime.

In 1863, because the Mekong is a primary water gateway that provides an alternative route to Chinese markets, France started a formal involvement in Cambodia, leading to the establishment of the French protectorate and colony lasting almost a century (1863 to 1953). During the colonial period, Cambodia as a tourist destination experienced notable growth. The French scholars were interested in the ruins of the ancient Khmer city and temples (Sorn, 1995), especially at the Angkor complex in Siem Reap province. Since then, the French Far Eastern School (Ecole Française d'Extrême-Orient)[41] along with Cambodian workers started to restore and refurbish the ruins of those ancient monuments. The restoration efforts aimed to promote Cambodia's tourism with a

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[39] Cambodia's tourism has notably grown since the early 1900s, especially during the French colonisation when foreigners had more opportunity to discover this golden land, it being an exotic country with its inspired resources, especially when Angkor Wat had been returned to Cambodia and the movement of tourism development in France. After the colonial period, Cambodia actively integrated herself to the world of tourism market, becoming an early member of the UNESCO and UNWTO, respectively.

[40] Dès l'année 1570 les ruines khmers furent visitées par les voyageurs portugais (Cf. L. Delaporte, *Voyage au Cambodge*, Paris : Librairie Ch. Delagrave, 1880, p. 9.).

[41] Cf. de Bernon, O. (1992). Le retour de l'École au Cambodge: l'implantation du FEMC. *Bulletin de l'Ecole française d'Extrême-Orient*, 79(1), 243-246.

hope for economic growth, not only for Cambodia alone but the entirety of French occupied Indochina.

While recognizing the wider relationship between tourism and particular political and cultural identities and how it contributes to the development of "colonial tourism" within Indochina, the French government focused on the creation of a modern tourist infrastructure in the colonies with reliable transportation, accommodations, and sites that "ought to be seen" in the interwar period (Demay, 2007; Lemaire, 2010). In the meantime, Indochina's local governments, tourist-oriented organizations and the private sectors also realized the potential of tourism to help fuel the economic value of the colonies and generate profits (Lemaire, 2010). In fact, the ideas of this sub-regional development is due to Thailand returning the control of three provinces in northwestern Cambodia on 23 March 1907 (i.e. Battambang, Sisophon, and Siem Reap). With the return of Angkor to Cambodia, the first tourists arrived in the same year (Wager, 1995). The Indochina Tourism Office (Bureau de Tourisme en Indochine) was first established by the hotel industry and the shipping companies in the 1920s (Demay, 2007). With its head office in Saigon (located in the Continental Palace Hotel) and branches in Hanoi, Haiphong, Hué, Touraine, and Phnom Penh, and Singapore, the Tourism Bureau offered aid and information to tourists and published brochures as well as a tourist oriented journal entitled, *Éxtrême Asie: Revue Indochinoise illustrée* (Furlough, 2005). In *1931*, a French company named French Touring Club (Touring Club de France) formed a special group dedicated to colonial tourism. The club called for the "belle adventure of colonial tourism" and initiated a series of highly-publicized group tours to the colonies that were intended "to serve the colonial idea. In *1932*, the club sponsored a lengthy and costly Imperial Grand Tour[42] to Indochina lasting for three months. The itinerary consisted of visits to Tonkin, travel south on the Route Mandarin with stops that included Saigon, and then to Phnom-Penh, and Angkor. The club described Indochina as the region "par excellence" of exotic tourism and that group travel to «our great colony in the Far East» was the only way to understand and appreciate the different mentality. Reports of the tour validated French colonialism as seen through «our European eyes», and praised French technological and modernizing work in Indochina in the form of road building, railroads,

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[42] This group tour was led by General Andlauer (the President of the TCF's colonial tourism committee and the former supreme military commander of French troops in Indochina) and TCF President Edmond Chaix.

urban development, and the well-developed system of hotels and tourist lodgings. On this imperial grand tour, these group[43] tourists reiterated their identification with, and support of, the empire through meetings with numerous French administrators, colonists, and military officers, including the French Governor-General of Indochina. They also met with King Monivong of Cambodia and praised the magnificent royal palace (Furlough, 2005).

Pre-Modern Tourism	Early Modern Tourism 1500		Modern Mass Tourism 1950			*Global Tourism* *Cambodia Tourism*
0	1500s	1860s	1950s	1970s	1992	1993
	Arrival of Chinese and Westerners from Portugal and later Spain to Cambodia,	Arrival of French colonies and protectorates in Cambodia	Early arrival of foreign tourists	Year zero of foreign tourist arrival	Arrival of UN Peace keepers - UNTAC	Re-arrival of foreign tourists to Cambodia

Figure 1 : The global evolution and growth of tourism; and the brief history and evolution of Cambodia's tourism

(Source: Weaver and Oppermann, 2000, pp. 55-69; and author)

In the *1950s*, there were a significant number of tourists coming from all over the globe to visit Cambodia, so *tourism* had become one of the economic activities in the country. This growth was more or less due to the attention of the government, for example an officially opened Angkor archaeological park, the first national park in Southeast Asia, in 1925. Also, the capital of Cambodia, "Phnom Penh" was once known as the "Pearl of Asia" and was the commercial, political, cultural and tourism hub in 1920 while the Cambodian people liked spending their weekend in National Parks (Wager, 1995). As a Modern State, Sihanouk's campaign for independence enabled him to sharpen his political skills and increased his ambitions (Thach, 2014). In 1955, he abdicated the

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[43] Writing in 1996, Nickerson described that there are five common reasons that people take group tours : (1) Travelers believe that it is important to receive a quality vacation for the money, and group tours are perceived as having this value. (2) A group tour has security in numbers. (3) Because all the arrangements are made for the traveler, it is a convenient way to travel. (4) Group travel is educational and provides a way to learn about people and places. (5) Group travel is an opportunity to meet new people and make lasting friendships (Nickerson, 1996, p. 118).

throne in favor of his father to pursue a full-time political career, free of the constitutional constraints of the monarchy. In a move aimed at dismantling Cambodia's fledgling political parties, Sihanouk inaugurated a national political movement known as the Sangkum Reastr Niyum (People's Socialist Community), whose members were not permitted to belong to any other political group. The Sangkum won all the seats in the national elections of 1955, benefiting from Sihanouk's popularity and from police brutality at many polling stations. Sihanouk served as prime minister of Cambodia until 1960, when his father died and he was named head of state. Sihanouk remained widely popular among the people but was brutal to his opponents (Thach, 2014). In the late 1950s the Cold War (a period of tension between the United States and its allies and the Union of Soviet Socialist Republics (USSR) and its allies) intensified in Asia. In this climate, foreign powers, including the United States, the USSR, and China, courted Sihanouk. Cambodia's importance to these countries stemmed from events in neighboring Vietnam, where tension had begun to mount between a Communist regime in the north and a pro-Western regime in the south. The USSR supported the Vietnamese Communists, while the United States opposed them, and China wanted to contain Vietnam for security reasons. Each of the foreign powers hoped that Cambodian support would bolster its position in the region. Sihanouk pursued a policy of neutrality that drew substantial economic aid from the competing countries.

In the *1960s*, Cambodia had a significant numbers of visitors. The country was one of the most famous and fastest growing tourist destinations in Southeast Asia, with annual tourist arrivals of 50,000 to 70,000 (Vannarith Chheang, 2009). The amount of visitors increased steadily from 21,180 in 1963 to 46,706 in 1969 (Son & Suong, 1995). It was perceived to be a wonderland for Western tourists. During this Golden Age of the Cambodian tourism industry, Phnom Penh, with its distinctive cultures, customs, and heritage – along with the legendary temples near Siem Reap and especially, the Angkor Wat – were considered the county's major tourist attractions (Leung, Lam, & Wong, 1996). In the early 1960s, Cambodian tourism was favorably growing during the People's Socialist Community regime (Sangkum Reastr Niyum regime). This was before the Khmer Rouge Regime (the Kingdom of the Dead). Unfortunately, in the late 1960s and the early 1970s, Cambodia was presented with a political crisis, which led to a decrease in tourism. In 1965, however, Sihanouk broke off diplomatic relations with the United States. At the same time, he allowed North Vietnamese Communists, then fighting the

Vietnam War against the United States and the South Vietnamese in southern Vietnam, to set up bases on Cambodian soil. As warfare intensified in Vietnam, domestic opposition to Sihanouk from both radical and conservative elements increased. The Cambodian Communist organization, known as the Workers Party of Kampuchea (later renamed the Communist Party of Kampuchea, or CPK), had gone underground after failing to win any concessions at the Geneva Accords, but now they took up arms once again. As the economy became unstable, Cambodia became difficult to govern single-handedly. By the late 1960s Cambodia had become increasingly familiar with the challenges and opportunities presented by tourism. In need of economic and military aid, Sihanouk renewed diplomatic relations with the United States. Shortly thereafter, in 1969, U.S. president Richard Nixon authorized a bombing campaign against Cambodia in an effort to destroy Vietnamese Communist sanctuaries there (Tully, 2005).

In the *1970s*, Son and Suong (1995) show in their study that prior to the disturbances of the *1970s* and 1980s, regional tourist destinations were developed in Kirirom, Sihanoukville, Bokor and Battambang. Since the *mid-1970s*, no records concerning tourism were kept. The destruction of human and natural resources starting from 1979 onwards did not allow the revival of tourism until the end of the *1980s*.

In the *1980s* and particularly during the Pol Pot regime and the political blockage in the 1980s, Cambodian tourism was horribly plagued regarding infrastructure, technical equipment and human resources for this sector. However, Cambodian tourism revived and was promoted in 1988 during a very difficult circumstance that resulted from the long-lasting war (Sok An, 2001).

In the *1990s*, the number of tourists visiting Cambodia grew from 20,000 in 1989 to 60,000 in 1991 and nearly 90,000 in 1992 in the run-up to UN supervised elections in 1993 (Wager, 1995). Tim Winter said in the opening page of the Introduction to the 1992 "Cambodia Lonely Planet" book, this excerpt provides some indication of what a visitor to Cambodia might find (Tim Winter, 2007, p. 1). These few lines also reveal why the publisher of what has become the bible of contemporary travel waited until that time to publish a guide dedicated to the country. Indeed, in many respects, the publication of this first edition marked the beginning of Cambodia's return as a major destination of international tourism; a turbulent journey which would bring numerous contradictions, paradoxes and dilemmas. Since 1993, when an institutional government was restored

after a quarter century of war, Cambodia's social and economic conditions have improved greatly; "in 1993 Cambodia held free elections and a new constitution was ratified, which restored the monarchy and signaled the start of a new market-based economic era, including the rise of tourism" (Carter *et al.*, 2015). A feature of the new economic era was the tourism sector; an increasing flow of visitors has been accompanied by a miniboom in hotel construction. This sector has grown rapidly since the country's political stability in the *1990s*, especially after the first national election organized by United Nations Transitional Authority in Cambodia (UNTAC)[44] in 1993 and the successful implementation of a win-win policy in 1997. But, there is a drop in terms of the number of international tourists in 1997 due to the political instability in the aftermath of the armed conflict or coup d'état among the two political parties – Cambodian People Party and FUNCINPEC Party, as well as due to the Asian financial crisis.

There was a notable decrease in 2003 because of the Severe Acute Respiratory Syndrome (SARs) epidemic and the tsunami that spread across the region, damaging the tourism industry in Cambodia (UNDP, 2006). However, for the first time the number of tourists increased steadily up to over one million shortly thereafter in 2004, which is a result of ASEAN Tourism Forum (AFT) which was hosted by the Royal Government of Cambodia in Phnom Penh in 2002. The ATF was launched in 1981 with an objective to bring together the public and private sectors of ASEAN to discuss and plan programmes to attract visitors to the region through coordinated promotional campaigns. From this, it is obvious that despite being an emergent state, the tourism of Cambodia had grown quite rapidly and from a very small base. But in 2009, the number of tourists had slowly increased because of the global economic crisis. One of the notable figure is that the number of tourist has been increasing up to more than two million inbound each year since 2007.

In the 2010s*,* numbers of international tourists quickly reached over three million tourists since 2012. For instance, in *2010*, Cambodia achieved a tourism growth of 16% annually with international tourist arrivals of around 2.5 million, ranking 61st in the world. Internal tourists were around 7 million, with further increases of 7% compared with the previous year, contributing more than 10% to the GDP and creating more than

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[44] On March 16, 1992, the UN Transitional Authority in Cambodia (UNTAC) arrived in Cambodia to begin implementation of the UN Settlement Plan. UNTAC grew into a 22,000-strong civilian and military peacekeeping force to conduct free and fair elections for a constituent assembly.

300,000 jobs (Ministry of Tourism, 2015). This illustrates that Cambodia not only enjoys peace, political stability, security, and safety, but also has well-developed infrastructure linkages, good resorts, good services and a stable economic environment (Hun, 2012). Remarkably, in 2011 Cambodia received 2,881,862 international tourists, 3,584,307 in 2012, 4,210,165 in 2013, 4,502,775 in 2014, and 4,775,231 million in 2015, each year showing a significant growth trend, as shown in Figure 2.
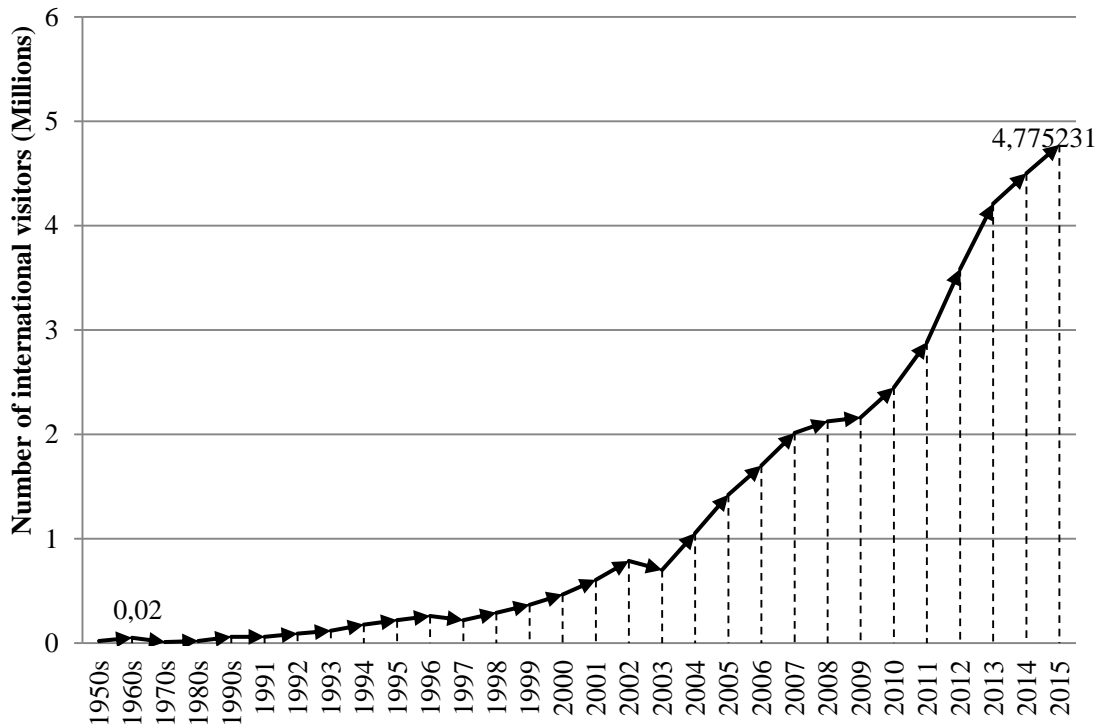
Figure 2 : Number of international visitor arrivals to Cambodia from 1950s – 2015

Year	International tourist arrivals	Change (%)	Average Length of Stay (days)	Tourism Receipts (million US$)	Cambodian Outbound Tourist	1st Ranking by National	Numbers of 1st ranking tourists	Numbers of 2nd Ranking by National	Numbers of 3rd Ranking by National
1950s	20,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1960s	50,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1963	21,180	N/A	N/A	N/A	N/A	France	5 842	USA	China
1964	22,284	5.21	N/A	N/A	N/A	France	5 505	USA	China
1965	22,604	1.43	N/A	N/A	N/A	France	4 479	USA	China
1966	24,783	9.64	N/A	N/A	N/A	France	4 932	USA	China
1967	28,081	16.25	N/A	N/A	N/A	USA	7 018	France	Japan
1968	35,488	23.22	N/A	N/A	N/A	USA	9 988	France	Japan
1969	46,706	31.61	N/A	N/A	N/A	USA	15 116	France	Japan
1970s	10,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1980s	20,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1990	60,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1991	60,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1992	90,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1993	118,183	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1994	176,617	49.40	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1995	219,680	24.40	8.00	100	N/A	N/A	N/A	N/A	N/A
1996	260,489	18.60	7.50	118	N/A	N/A	N/A	N/A	N/A
1997	218,843	-16.00	6.40	103	N/A	N/A	N/A	N/A	N/A
1998	286,524	30.90	5.20	166	N/A	N/A	N/A	N/A	N/A
1999	367,743	28.30	5.50	190	N/A	USA	N/A	N/A	N/A
2000	466,365	26.80	5.50	228	N/A	USA	N/A	N/A	N/A
2001	604,919	29.70	5.50	304	N/A	USA	N/A	N/A	N/A
2002	786,524	30.00	5.80	379	N/A	Japan	N/A	N/A	N/A
2003	701,014	-10.90	5.50	347	N/A	Japan	N/A	N/A	N/A
2004	1,055,202	50.50	6.30	578	N/A	South Korea	N/A	N/A	N/A
2005	1,421,615	34.70	6.30	832	N/A	South Korea	N/A	N/A	N/A
2006	1,700,041	19.60	6.50	1,049	N/A	South Korea	N/A	N/A	N/A
2007	2,015,128	18.50	6.50	1,400	N/A	South Korea	329,909	Japan	USA
2008	2,125,465	5.50	6.65	1,595	N/A	South Korea	266,525	Vietnam	Japan
2009	2,161,577	1.70	6.45	1,561	N/A	Vietnam	316,202	South Korea	USA
2010	2,508,289	16.00	6.45	1,786	N/A	Vietnam	466,695	South Korea	China
2011	2,881,862	14.90	6.50	1,912	709,616	Vietnam	614,090	South Korea	China
2012	3,584,307	24.40	6.30	2,210	792,398	Vietnam	763,136	South Korea	China
2013	4,210,165	17.50	6.75	2,547	871,646	Vietnam	854,104	China	South Korea
2014	4,502,775	7.00	6.50	2,736	955,909	Vietnam	905,801	China	Laos
2015	4,775,231	6.10	6.80	3,012	1,194,018	Vietnam	987,792	China	Lao
2020	7 millions?								

Table 1 : Annual International Tourist Arrivals from 1950s – 2015

Source : Progress of Khmer Tourism, Department of Tourism, Phnom Penh, Cambodia,

March 1970; and Ministry of Tourism, Annual Report, 2015

It's also noted that the foreign tourists visiting are mostly Asian travelers, as shown in the list below. Within these two last decades, we found that the top ten foreign tourist arrivals by nationality to Cambodia vary each year and include countries such as Vietnam, Korea, Japan, USA, China, UK, France, Taiwan, Australia, Germany, Malaysia, Singapore.

Rank	2006 Country	Tourist	2007 Country	Tourist	2008 Country	Tourist	2009 Country	Tourist	2010 Country	Tourist	2011 Country	Tourist	2012 Country	Tourist	2013 Country	Tourist	2014 Country	Tourist	2015 Country	Tourist
1	South Korea	285,353	South Korea	329,909	South Korea	266,525	Vietnam	316,202	Vietnam	466,695	Vietnam	614,090	Vietnam	763,136	Vietnam	854,104	Vietnam	905,801	Vietnam	87,792
2	Japan	158,353	Japan	161,973	Vietnam	209,516	South Korea	197,725	South Korea	289,702	South Korea	342,810	South Korea	411,491	China	463,123	China	560,335	China	94,712
3	United States	123,847	United States	137,539	Japan	163,806	United States	148,482	China	177,636	China	247,197	China	333,894	South Korea	435,009	Laos	460,191	Laos	05,359
4	Taiwan	85,139	Vietnam	125,442	United States	145,079	Japan	146,286	Japan	151,795	Japan	161,804	Laos	254,022	Laos	414,531	South Korea	424,424	South Korea	95,259
5	China	80,540	China	118,417	China	129,626	China	128,210	United States	146,005	United States	153,953	Thailand	201,422	Thailand	221,259	Thailand	279,457	Thailand	49,908
6	Vietnam	77,524	Taiwan	118,180	Thailand	109,020	United Kingdom	106,837	France	113,285	Laos	128,525	Japan	179,327	Japan	206,932	Japan	215,788	United States	17,510
7	Malaysia	77,028	Thailand	101,590	United Kingdom	98,093	France	105,437	United Kingdom	103,067	France	117,408	United States	173,076	United States	184,964	United States	191,366	Japan	93,330
8	Thailand	76,953	France	90,168	France	97,517	Thailand	102,018	Thailand	96,277	Thailand	116,758	France	121,175	Australia	132,028	Malaysia	144,437	United Kingdom	54,265
9	United Kingdom	73,767	United Kingdom	84,103	Australia	84,957	Laos	94,181	Australia	93,598	Australia	105,010	Australia	117,729	Russia	131,675	France	141,052	Malaysia	49,389
10	France	71,978	Malaysia	84,039	Taiwan	83,000	Australia	84,581	Taiwan	91,229	United Kingdom	104,052	Malaysia	116,764	France	131,486	Australia	134,167	France	45,724

Table 2 : The last 10 years of the top ten tourist arrival to Cambodia (2006-2015)

Vietnam   South Korea   China   Laos   Thailand   Japan   United States
France   Australia   Malaysia   United Kingdom   Russia   Taiwan

(Source : Ministry of Tourism, Cambodia)

In sum, the tourism sector of Cambodia has grown rapidly since the country's political stability since the 1990s, especially after the first national election organized by UNTAC in 1993 and the successful implementation of a win-win policy in 1997 to completely end the Khmer Rouge structure in 1998. Tourism is now one of the six priority Cambodian economic sectors and one of the country's four major drivers of growth. Cambodia became a member of the World Tourism Organization (WTO) in 1975 (UNWTO, 2013) and has been a member to the United Nations Educational, Scientific and Cultural Organization (UNESCO) since July 03, 1951 (UNESCO, 2013). So it is proven

that Cambodia takes tourism and culture into consideration for a long time. Tourism plays a pivotal role in Cambodian socio-economic development, which potentially creates more jobs, generates more income, improves more physical infrastructure, and especially upholds the standards of people's living of local communities and poverty alleviation, all in conformity with the rectangular strategy of the Royal Government of Cambodia (Thong, 2013). Because of this, the numbers of tourists continues to increase, resulting remarkably in about an additional 10% to 20% of international tourist arrivals each year. Therefore, the study of *STRATEGY TOWARDS SUSTAINABLE TOURISM IN CAMBODIA: the action of Local Tourism State Actors in terms of Resources and Competences* is very timely and relevant.

In 2020, Cambodia's Tourism Ministry expects to receive seven million international tourists and eight to ten million domestic tourists, bringing annual revenue estimated at US $5,000 million and creating 800,000 jobs within the tourism sector (Carter *et al.*, 2013). However, these figures mean very little to tourism marketers and are not useful in constructing marketing strategies unless the visitors are segmented in some way (Ian, Peter, & Phou, 2008, p. 81). So the idea is that what should be done next in order to respond to the demand with proper supply supply within this industry to ensure its sustainable development. According to MoT (2012), Cambodia will require 70,000 rooms by 2020 and will face many processing issues of the tourism sector because it is a fragile industry that is easily affected by internal and external factors.

In regards to national tourism (domestic and outbound Cambodian tourists), it has recently increased. For instance, in 2015 there were more than one million Cambodian travelers abroad, mainly to countries in Southeast Asia such as Malaysia, Singapore, Thailand.

	Outbound tourism		Change (%)
	2014	2015	2015/2014
Cambodian Outbound Tourists	955,909	1,194,018	24.9
International Tourists Departure	4,211,424	4,225,619	0.3

Table 3 : Outbound tourism in January - December 2015

(Source: Statistics and Tourism Information Department, MOT, 2016)

Domestic tourists should be given more attention because it clearly seems that the current government pays much attention to the inbound tourist rather than domestic tourists. Sometimes, domestic tourists were ignored and given unfriendly service by the host community in comparison to the foreign tourists. If we look at the news and attention of the government, the subject of tourism was raised or appreciated only in term of numbers, but not much is said about the logical strategies that are implied in regard to a particular destination. This is seen in, for example, the strategies to increase direct revenue through the number of visitors and length of stay. For instance, one of the most important source of revenue (aside from domestic or foreign inbound tourism), Visiting Friends and Relatives (VFR) is noticeable, particularly the Cambodian people who live overseas and come to visit their motherland, which is mainly influenced to the host country's economy. As H.E. Sok An pointed out at a conference in 2003, the average Cambodian tourist expense during one trip is about $8,000 USD, whether for a pleasure trip or celebrated ceremonies or for helping family or other relatives. If this kind of foreign currency would flow as a result of further increases in tourism, the positive effects to Cambodia's economy and the reduction of poverty nationwide would be significant.

	Province	International tourist			Province	International tourist
1	Siem Reap	1305258		13	Takeo	11480
2	Phnom Penh	1203033		14	Preah Vihear	11249
3	Kg Som	133532		15	Kep	8922
4	Pailin	62571		16	Steung Treng	7799
5	Battambang	40562		17	Kandal	7667
6	Kg Cham	27487		18	Koh Kong	4686
7	Rattanak Kiri	17961		19	Mondul Kiri	3918
8	Kampot	16490		20	Kg Chhnang	3308
9	Kg Thom	16165		21	Pursat	2920
10	Kg Speu	14341		22	Prey Veng	2343
11	Kratie	13400		23	Uddar Mean Chey	972
12	Banteay Meanchey	12530		24	Svay Rieng	850

Table 4 : Tourist arrival shared by provinces in 2010

Source : MOT 2013
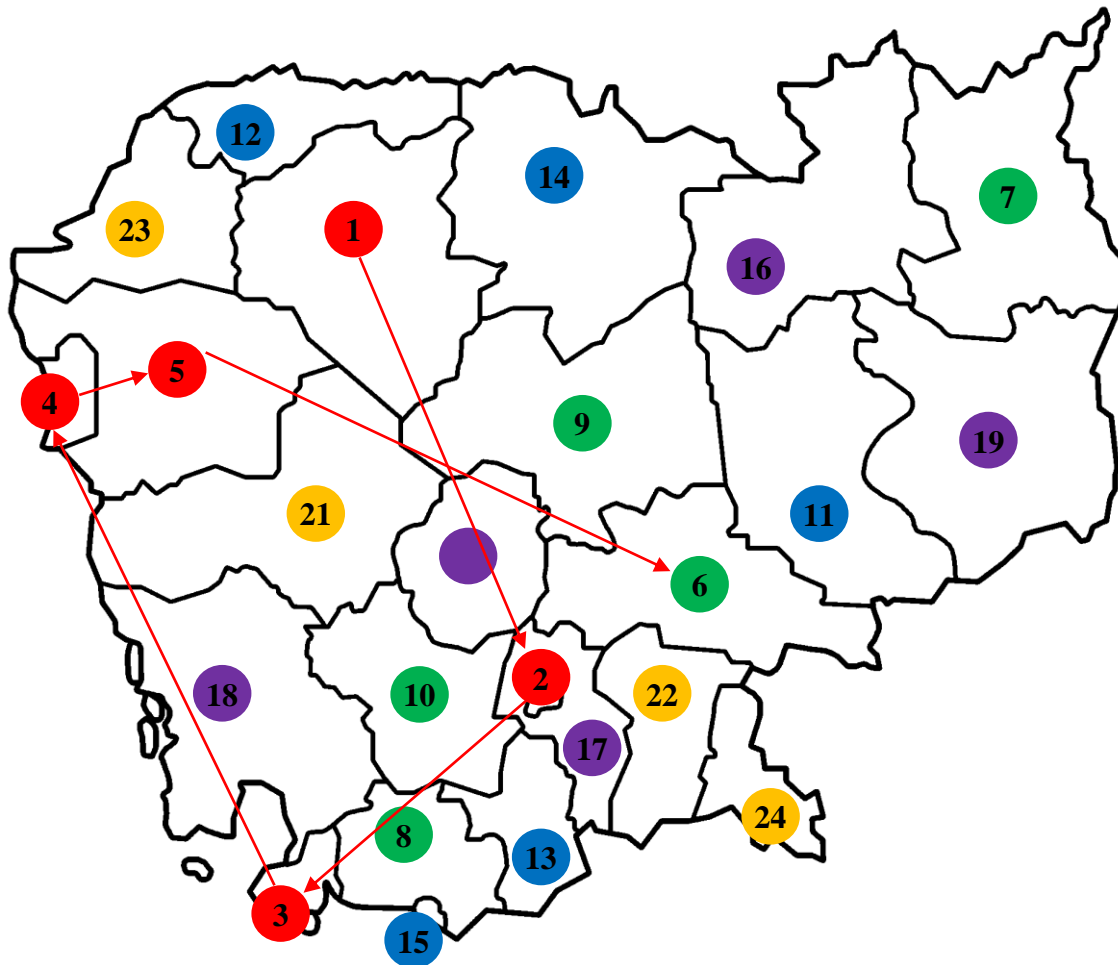
Illustration 1 : The Top Tourist Destination in Cambodia in 2010 by province

(Source : Ministry of Tourism, 2013)

Because inbound tourism arrivals to Cambodia continue to increase, well trained tourism management professionals and tourism services are required. If the tourism industry is carefully developed with respect to regulations and sensitivities, it will provide a range of economic, social, cultural, and environmental benefits to Cambodia and its people. Growing inbound tourism levels requires high levels of investment to enhance the supply capacity in physical infrastructure, transportation, hotels, restaurants, recreational facilities, telecommunications, energy and water, and human capital and ICT technologies to manage and efficiently transact higher levels of tourism activity (Clements, Suon, Wilkie, & Milner-Gulland, 2014; T. De Lopez & others, 2007; Devine & Devine, 2011). In most developing countries, domestic resources are limited and thus foreign investment is often critically needed to build tourism supply capacity. The tourism sector also draws heavily on natural resources for supplies, as well as cultural and environmental resources

as sources of amenities that are essential features of many tourist destinations. Unmanaged sprawling tourism can significantly degrade these resources[45]. Proper capacity planning, zoning, environmental regulations and cultural preservation initiatives will thus become increasingly important as the sector matures.

	Inbound tourism			share (%)	change (%)
	2014	2015	2014	2015	2015*/14
Air	**2,273,493**	**2,476,001**	**50.5**	**51.9**	**8.9**
Phnom Penh Int'l Airport (PNH)	917,800	1,061,034	20.4	22.2	15.6
Siem Reap Int'l Airport (REP)	1,355,693	1,414,967	30.1	29.6	4.4
Land and Water ways	**2,229,282**	**2,299,230**	**49.5**	**48.1**	**3.1**
Land	2,132,332	2,151,138	47.4	45.0	0.9
Waterway	96,950	148,092	2.2	3.1	52.8
Total	**4,502,775**	**4,775,231**	**100.0**	**100.0**	**6.1**

Figure 3 : International tourist arrivals in January - December 2015

(Source: Statistics and Tourism Information Department, MOT, 2016)

Cambodia, like the rest of the world, is affected by tourism demand or push factors that include economic, social, demographic, technological, and political factors (D. Weaver & Oppermann, 2000, p. 69-82). Tourism is fundamentally dependent on the freedom of people to travel on both domestic and international voyages. The ministry of tourism acknowledges that a positive increase of the inbound international tourists results from peace, political stability and public security, infrastructure development, quality tourism products and services, an open-sky policy, visa on arrival and E-visa options, overseas Cambodian K-visa, and the facilitation of travel and transportation (MOT, 2012).

Today many of Cambodia's tourist destinations, especially the cultural tourism sites located mostly in the northwest part of the country, receive a huge influx of visitors, especially during peak periods (November to February). This might cause severe management difficulties and the deterioration visitor experience and general site conditions. Successful management of congested tourism attractions goes much beyond the sites themselves; it is dependent on the effective coordination between a range of

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[45] Resources analysis is based on: valuable, rare, in-imitable, and non-substitutable.

actors involved, such as site managers, tour operators, transportation companies, information managers and local authorities at different levels. Cambodia has recently promoted and gathered the common voice of all stakeholders from the public and private sector, local communities, researchers and development partners for sustainable and responsible tourism development (Thong, 2011).

Serving as a promoter for peace, communication and commerce throughout the world, tourism helps to build an appreciation for individual cultures and traditions. Camus *et al.*, stated that tourism helps to "preserve local traditions and authenticity while promoting the development of populations" (2010, p. 257). Besides promoting international friendship and cooperation and conservation of cultural and natural resources, tourism is a very sensitive sector and it is easily affected by internal and external shocks, whether political, economic, socio-cultural or environmental. This sector therefore needs to be well managed and carefully developed in a sustainable manner in response to the *Global Code of Ethics for Tourism*[46]. This needs to be done with a view to maximize the positive economic, social and cultural effects of tourism and fully reap its benefits, while minimizing its negative social and environmental impacts (Malloy & Fennell, 1998; UNWTO & UN General Assembly, 2001).

Cambodia entered the World Tourism Organization (WTO) or the United Nations World Tourism Organization (UNWTO) in 1975 (UNWTO, 2009) and was recognized again in 1993. The WTO is an international leading organization in tourism and travel. This organization serves the world arena on tourism policy and the utilization of resources to promote tourism awareness. There is concerted effort and good collaboration within the UNWTO membership and for the contribution of all member states to support global tourism development in a sustainable and responsible manner (Ministry of Tourism, 2015). Through the tourism sector, this organization aims at encouraging economic growth, creating jobs, protecting the environment, preserving world tourism for heritage and strengthening peace and understanding amongst all nations. As one of the WTO members, Cambodia gains full support from the WTO. Cambodia's active participation in various affairs with the other members leads to increased experience and know-how from the successful members in tourism development (Sok An, 2001).

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[46] Cf. Appendix F
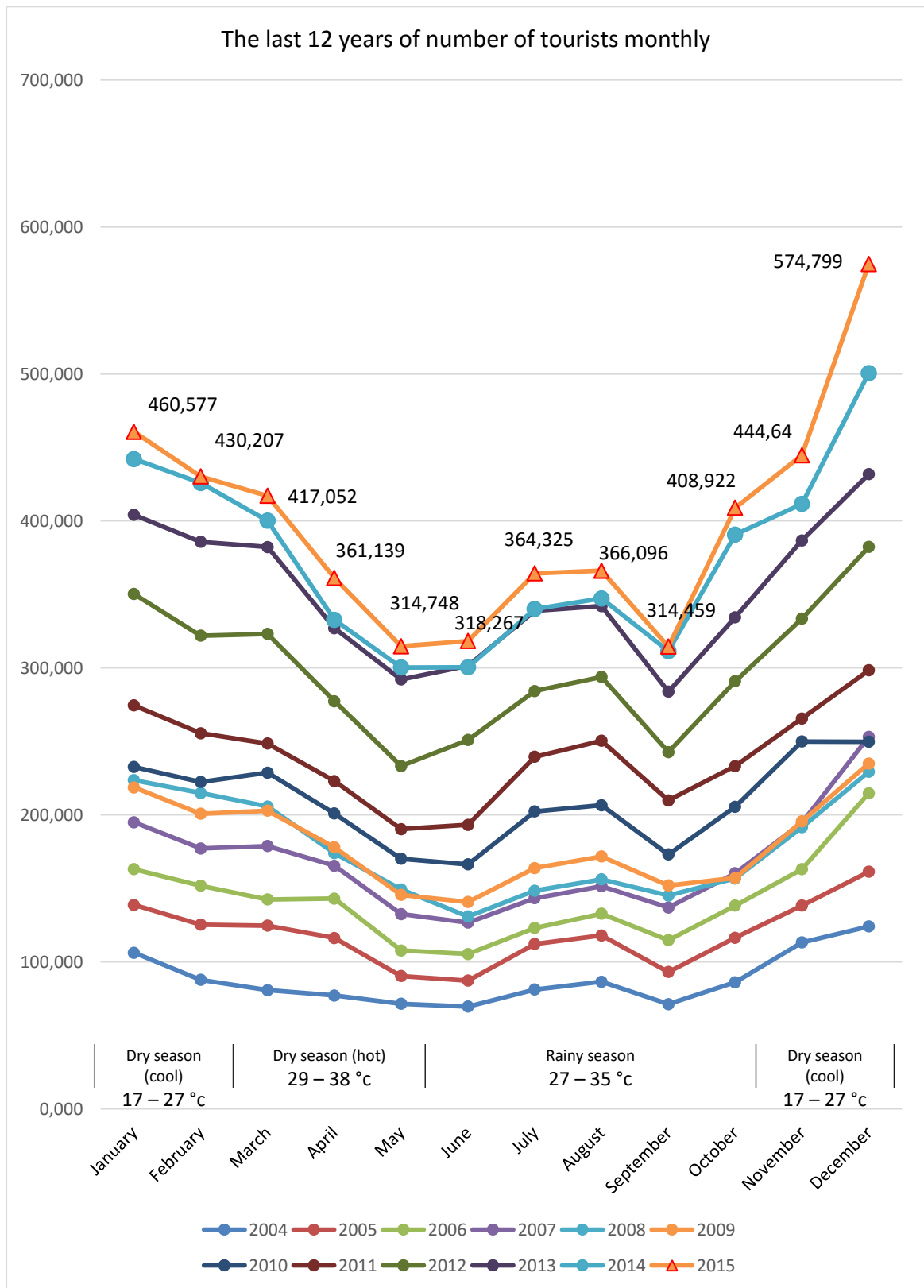
Figure 4 : Monthly international tourist arrival from 2004 - 2015,

(Updated from Ministry of Tourism, Cambodia)

Cambodia has a tropical climate that is warm and humid. In the monsoon season, abundant rain allows for the cultivation of a wide variety of crops and the year-round tropical climate makes Cambodia ideal for the tourism industry. Visitors do need not fear natural disasters such as erupting volcanoes or earthquakes, and the country is not directly affected by tropical storms. Cambodia can be visited throughout the year. Cambodia's tropical climate is under the climatic conditions of monsoons and includes two very distinct seasons: a dry reason from November to April and a rainy season from May to October (Office National du Tourisme – Cambodge, 1956, p. 47). However, the Dry Season is divided into two sub-seasons, cool and hot. Based on the figure above, the high season of Cambodia tourism is around the end and the early of the year. Besides these four months of November to February, the other two months of July and August, the number of tourists is also relatively high. So it can be described that the Cambodia has a six-month high season and six-month low season. But among the two seasons, the number of tourists does not change significantly and therefore Cambodia is considered to be one of the few countries that visitors can enjoy all the year round.

In regards to the background and evolution of **public tourism as an institution**, in the 1920s, the Cambodian tourism office was formed in Phnom Penh under the Office of Tourism in Indochina (Bureau de Tourisme en Indochine) in order to offer aid and information to tourists. It published brochures as well as the tourist oriented journal in Indochina. The government-general of Indochina did not decree an official tourism office until 1935 (Furlough, 2005). The current national tourism authority was initially created in August 1988 at the secretariat level and is entitled "General Direction of Tourism" (Son & Suong, 1995), and then advanced to the ministerial level in 1996 to become the Ministry of Tourism. Its main roles are to ensure integrated tourism development in Cambodia and to promote tourist activities inside and outside the country. During this period, some provincial and municipal tourism offices were created in order to assist local authorities and facilitate regional, provincial and municipal tourism activities. Those offices depend technically and financially on the General Direction of Tourism. The main provincial and municipal offices such as Phnom Penh Tourism, was created in 1983; Angkor Tourism, was created in 1986. Kompong Som/Sihanouk ville Tourism, Kep Tourism, and eleven other tourism offices exist in the provinces, but have little activity. Finally, the **Ministry of Tourism** of the Kingdom of Cambodia was officially established under the Royal

Krom No. NS/RKM/0196/15, dated on 24 January 1996. In fact, Cambodia used to have a national tourism authority but later on this public body was eliminated due to political matters of the two parties – Cambodian People Party and FUNCINPEC party.

Due to current policy, Cambodia is ready to cooperate with all stakeholders to raise the equitable benefit sharing and simultaneously to promote the success of sustainable tourism, contributing to the poverty reduction and the cultural, natural and environmental preservation and conservation. for instance, Cambodia encourages tourists to plant the trees (1 tourist, 1 tree), which not only contributes directly to the conservation of natural resources and to respond to climate change but also helps to attract repeat tourists (MOT, 2012). Actually, Cambodia has recently implemented a competitive movement inside the country that is called "Clean City, Clean Resort, Good Service" which is based on the Clean City Standard[47], aimed at promoting Cambodia as a Green Destination. As a result based on the national clean city contest for 2014, Battambang province was selected as the cleanest city of Cambodia (MOT, 2014).

According to Ministry of Tourism, with the national policy positioned as "culture and nature-based tourism" along with the tourism law, Cambodia continues to develop its strategic plans (2012-2020), which are aimed at ensuring sustainable, responsible and inclusive growth by focusing on product development and investment, marketing and promotion, connectivity and facilitation of tourist travel and transportation, security system and impact management, law, regulations and institutional mechanism, and human resources development. Human development was initially defined as "a process of enlarging people's choices" particularly, enabling them to choose "to live a long and healthy life, to be educated and to have access to resources needed for a decent standard of living" (Samnang, s. d.).

By 2020, seven million international visitors, and as many as 10 million domestic tourists each year is expected, thus, public tourism service and management needs to be improved in order to meet regional and international tourism standards and growths.

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[47] The Clean City Standard resulted from a joint work of the Ministry of Tourism in collaboration with "Acting for Life" Organization, and Toulouse University of France. The Clean City Standard consists of 07 basic indicators divided into a total of 33 detailed indicators and being defined as the 77 criterion-based assessments.

1.2.   STATEMENT OF THE PROBLEM

A reflection of the background (1.1.) and the figure 2, it is clearly shown that Cambodia has had significant tourism growth over the last three decades. This growth more or less has many positive impacts to the country's economy and image. Maintaining growth should be a concern. Tourism growth never happens by chance; as said by Álvaro Matias, Peter Nijkamp, and Paulo Neto (2007, p. 136), "… well-functioning and highly competitive destinations do not exist by chance but are the result of a well–planned environment where appropriate forms of development are encouraged and facilitated". Hence, there must be a leading actor playing a directing role to facilitate this growth. For instance, in 2015, almost five million international tourists travelled to Cambodia. Ensuring success with so many tourists is not an easy job because tourism is a people-based industry, a people commodity, working with people and for people – the tourists. Therefore, sustainable tourism, which is based on a principle actor, particularly the local action of the public tourism director shall be questioned.

In fact, tourism growth is also due to its opportunity and potentials. Those who know the real Cambodia believe that Cambodia has an excellent opportunity and potential for tourism development (P. Leung *et al.*, 1996). This is a really inspired statement which is leading towards a universally common value of this research. But who would know this country, what potentials, and which opportunity that the authors refer to? If all are right, the country's sustainable tourism becomes an important concern, then. Simply, when it comes to the tourism sector of Cambodia, maybe the tourists, Cambodian people, as well as the government point to the cultural monuments – Angkor Wat temple. The treasures of Angkor Wat, the culture of the Khmer people, and the general ambiance of Cambodia made the country an attractive destination (MOT, 2010). Since Cambodia opened to the world after its dark ages and civil war, the temples of Angkor have gone from stone to gold for the nation. Such a wonderful destination, Cambodia should pay much more attention to the issue of sustainability of those resources, particularly the sustainable tourism nationwide[48] in which the role of public tourism actors – the local manager plays even much more essential and challenged.

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[48] Actually, visitation is not distributed equally across the country as the majority of the visitors are attracted to Angkor Wat.

Following the above statement, the excellent opportunity and potential for tourism development, Cambodia, as an emerging destination, houses a unique treasure in the region, including the numerous historic sites, idyllic beaches and beautiful landscapes of tropical region. Developing new tourism destinations and successfully maintaining existing ones requires a policy that combines competitiveness and sustainability (Jennifer & David, 2013; Laws, Richins, Agrusa, & Scott, 2011).

Cambodia's Angkor archaeological site - containing the remains of different capitals of the Khmer Empire dating from the 9th to the 15th centuries - is an exceptional concentration of monuments of religious, historical, artistic and cultural value (UNESCO, s. d.). Remaining from the empire, there are an abundance of tangible and intangible cultural assets, especially the two world heritages Angkor Wat Temple and Preah Vihear Temple, as well as the warm and honest hospitality of Cambodian hosts. Located within 400 km^2, the Angkor complex of ancient temples in the province of Siem Reap dot the landscape with the cultural monuments and historic buildings of the Khmer civilization. The most famous of these assets is Angkor Wat temple, the world's largest religious monument and truly one of the architectural wonders of the world (Ministry of Tourism, 2015). During the 11th century, its peak, Angkor constructed a huge city of 1 million inhabitants, while London merely had a population then of 35,000 (Lee, 2006, p. 19). In addition, as described by Tim Winter, situated at the heart of mainland Southeast Asia, Cambodia is one of the oldest countries in Southeast Asia (Tim Winter, 2007, p. 30). The kingdom was recognized as the successor state of the once powerful Hindu and Buddhist Empire, which ruled most of the Indochina peninsula between the 11th and 14th centuries. During these centuries, Angkor was at the centre of the ancient Khmer Empire that extended over much of Indo-China and what is now northern Thailand to the Malay Peninsula (Wager, 1995). Obviously, thousands of temples were built for thousands of years ago, which are now available not only in Cambodia but also in her neighboring countries. Currently, Angkor Wat temple is a resource with uniqueness and a constant source of national pride and is a national competitive advantage in Cambodia's tourism. In fact, "Achieving sustainable competitive advantage in tourism specifically requires an understanding of both the services orientation of the business and the particular inherent characteristics of tourism itself" (N. G. Evans, 2016, p. 14).

Illustration 2 : Map of principal cultural monuments and historic buildings in Cambodia

(Source: Ministry of Tourism, Cambodia)

The variety of culture is one of the most important motivating forces for tourism throughout history (D. Weaver & Oppermann, 2000). The unique culture of Cambodia is representing the glorious civilization of the country which is considered as one of the oldest country in region – ASEAN. Besides cultural inspiration, the 440 km Cambodia's coastline extending from Vietnam to Thailand border was recently enlisted as a full member of the Most Beautiful Bays in the World Club (MOT, 2015). Moreover, ecotourism thrives at the northeastern Cambodia and the largest freshwater lake in Southeast Asia "Tonlé Sap", which is an ecological hotspot designated as a UNESCO biosphere in 1997 (MOT, 2012). Known as Kampuchea or Khmer, Cambodia's shape, geographically, is an almost-square polygon with 440 kilometers from north to south and 560 kilometers from west to east, with Kampong Thom Province as its central point. This

shape makes Cambodia easy for tourists to navigate and poses no difficulties for the development of tourism (Ministry of Tourism, 2015). Bordered by the Kingdom of Thailand in the west and northwest, the people's Democratic Republic of Laos to the north, and by the Socialist Republic of Vietnam in the east and southeast, Cambodia was once perceived as the farmland of Asia (Leung *et al.*, 1996). Located in the middle of huge bodies of tourist destinations like Thailand, Vietnam, India or China, Cambodia actually has many things to offer with its incomparable ancient archaeological sites at the level of any Egyptian pyramid (MOT, 2013). The 440 kilometers tropical coastline lies in the southern side of Cambodia, along the gulf of Thailand, rich in aquatic creatures such as virgin beaches, white sand and fresh air, and especially the 60 beautiful and uninhabited islands – 23 in Koh Kong province, two in Kampot province, 22 in Sihanouk Ville and 13 in Kep province which are also good for tourism (Ministry of Tourism, s. d.). Moreover, according to the fourth national report to the convention on biological diversity of the Ministry of Environment, Cambodia's protected areas system includes ten wildlife sanctuaries (2,030,000 ha), three protected landscapes (9,700 ha), three multiple use areas (403,950 ha), six protection forests (1,350,000 ha), eight fish sanctuaries (23,544 ha), and especially the seven national parks (742,250 ha) (Ministry of Environment, 2015, p. 4). Of the seven national parks in Cambodia, four are coastal and marine protected areas – Phnom Bokor, Kep, Ream, and Botum-Sakor.

In short, according to the MOT, the four-sided strategy for tourism development includes (1) Phnom Penh[49] for city tourism and business tourism; (2) Siem Reap as a cultural tourism destination; (3) the coastal region (mainly centred on Sihanoukville) as a leisure destination; and (4) the northeastern region as an ecotourism destination. But for me, based on the division earlier, I would suggest the Cambodia's tourism territory geographically divided as in four sub-regional attractions – the northwest, the northeast, the southeast, and the southwest. The northwest refers to the "cultural destination" which consists of seven province-cities – Pailin, Battambang, Banteay Meanchey, Uddor Meanchey, Preah Vihea, Kampong Thom, and Siem Reap province. The northeast refers to "ecotourism", which consists of Steung Trèng, Rattanak Kiri, Mondul Kiri, and Kratie province. The southeast refers to "urban and rural tourism", which consists of Pursat, Kampong Chhnang, Kampong Cham, Prey Veng, Svay Rieng, Kandal, Takeo, Kampong

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[49] **Phnom Penh**, once known as the 'Pearl of Asia', is the capital and largest city in Cambodia which is now a cultural, commercial, and political center that offers a unique blend of traditional charm and urban bustle.

Speu, and Phnom Penh capital. The southwest refers to "coastal tourism", which consists of Koh Kong, Kampot, Kep, and Sihanouk Ville. Please see the following map, which is sub-regionally divided in different color.

	Map 1
	Cambodia's Tourist Attractions based on Tourist Attraction Type ⬛ Blue : Coastal tourism ⬛ Red : Cultural tourism ⬛ Green : Ecotourism ⬛ Yellow : Rural tourism ⬛ Pink : Urban tourism ⬛ Brown : Mountainous tourism

	Map 2
	Cambodia's Tourist Attractions based on Geographical ⬛ Tourist Attractions of the Coastal Areas ⬛ Tourist Attractions of the Surrounding of Tonglé Sap ⬛ Tourist Attractions of Highland and Mountainous Areas ⬛ Tourist Attractions of the Lower Plain

	Map 3
	Cambodia's Tourist Attractions based on rectangular tourist destination ⬛ Coastal tourism zone Or The southwest zone ⬛ Cultural tourism zone Or The northwest zone ⬛ Ecotourism zone Or The northeast zone ⬛ Urban and rural tourism zone Or The southeast zone

Illustration 3 : The Tourist Attractions of Cambodia (source : author)

	Arrivals		Share (%)		Change (%)
	2014	2015	2014	2015	2015*/14
Phnom Penh & Surrounding	2,151,838	2,650,368	41.7	48.6	23.2
Siem Reap Angkor	2,350,937	2,124,863	45.5	39.0	-9.6
Coastal Areas	600,367	610,458	11.6	11.2	1.7
Eco-tourism Areas	60,031	63,261	1.2	1.2	5.4
Total	**5,163,173**	**5,448,950**	**100.0**	**100.0**	**5.5**

Table 5 : Foreign visitor arrivals to the regions in January - December 2015

(Source: Statistics and Tourism Information Department, MOT, 2016)

Because tourism is a very competitive business (Beech & Chadwick, 2006; Holloway & Taylor, 2006) and there are no countries in the world not paying attention to this industry because it is not just for the benefit of national economy but also a source of national identity and dignity. For instance, each country is now trying to develop new products and undertaking significant promotional campaigns to attract tourists to their country. As a global phenomenon, this century has been exceptional for worldwide travel and the tourism sector (Buhalis, Costa, & Ford, 2012; Rosenberg, 1999; Francois Vellas & Becherel, 1999). Looking back at the end of the 20th century and looking forward today from our evolving 21st century, the change in the sector is truly inspiring. Growth by all accounts has been phenomenal. Increased mobility, stability, activity and curiosity of people across the globe have fueled the world's evolution from border-defined geo-nations to now boundary-less global neighbors (UNWTO, 2010).

But the excitement of growth in the sector is not purely about travel and travelers. It is about the underlying impact that it is having on our world socially, philosophically, economically and in many ways spiritually. With almost a billion people traveling each year as part of this ever-moving global community, the concepts of global harmony, stability and understanding become a powerful reality. The world has been unlocked in ways never seen before. Travelers of all ages, cultures and interests are being invited to see, touch, feel and

embrace new places, new people, new possibilities of understanding and a new promise for global connectivity. The travel experience, one which often has an enduring impact on the traveler far beyond the return journey home and sharing of stories around the dinner table, always has an enduring impact on the growth and development of the travel destination itself. It is impossible for a region or nation, for any destination, to open its doors to the world (Obama, 2009).

Likewise, Cambodia has enjoyed considerable success and the government has made an effort to maintain this growth by ensuring the integrity of the ecological environment, the preservation of the country's rich cultural heritage and the values and traditions (MOT, 2013).

Because talking about tourism is talking about sustainable tourism, "Who can bring about sustainable tourism?" should be the question. The global importance of tourism has generated the need for answers to problems such as economic development, social impact, stakeholder conflicts, environmental degradation and political control (Phillimore & Goodson, 2004, p. xv). In fact, a previous research suggested that the tourism sector (both public and private sector) apparently is an important contributor to the local economy, yet it is not achieving its potential due to a number of structural and organizational shortcomings, especially the strategic management[50] of public managers. The public sector plays a very important role in integrating other tourism stakeholders, particularly at the local level, yet nonetheless the roles of Local Tourism State Actors (LTSA) have not yet been studied. Those roles include internal management, and external cooperation. Likewise, personal advancing of LTSA was not identified.

Cambodia, thus, must ensure that all of the stakeholders are involved and that inter-jurisdictional issues are overcome in order to help move the country forward in a sustainable manner (Asian Development Bank, 2001). Cambodia has a number of attractions, but there are many other potential attractions that have yet to be identified and initially assessed. The challenge is that these attractions are not accessible to the tourist and have

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[50] There are, however, few textbooks that apply strategic management concepts to a 'services' context and to the travel and tourism industry and the hospitality sector in particular (N. Evans, Stonehouse, & Campbell, 2003).

no planning and management strategies in place to maintain their integrity. Obviously, some tourist attractions are not fully used and do not reach their potentials in response to the tourism developmental standard in a time of regional and global competition. Moreover, visitation is not distributed equally across the country because the majority of the visitors are attracted only to Angkor Wat, so it is important to draw tourists to attractions other than Angkor. Also, public awareness towards tourism is limited, leading to disadvantage within the tourism industry and the loss of socio-cultural values. It is also noted that public tourism administration and governance is still poor and insufficient to ensure sustainable development.

Another issue is the duration of stay of tourists. The average length of stay[51] of tourists in Cambodia is about six and a half days, while during that stay the average expenditure is about US$ 600 (Ministry of Tourism, 2013). In practical calculation to determine income from the tourism industry, the government multiplies the number of tourists and the average expenditure. Based on this formula, the income from the industry in 2015 was almost 3000 million US dollars As the government constantly emphasizes only the number of tourist arrivals and associated income, in 2020 with an expectation of 7 million tourists, revenue is likely to reach US$4 billion; administrators have never mentioned the strategy to achieve that goal.

So, based on all mentioned above, a study of "*STRATEGY TOWARDS SUSTAINABLE TOURISM IN CAMBODIA: the action of Local Tourism State Actors in terms of Resources and Competences*" is crucially important to the contemporary issue of public tourism management of Cambodia. As the number of foreign tourists increases, tourism receipts also increase, but the average length of stay is the same. Therefore, the public tourism director plays very important role in reflecting the associated costs and benefits within a tourist destination where they govern. Tourism managers need to identify the priority issues at their destinations, in consultation with the main stakeholder groups, and develop indicators that are the most relevant for those priority issues. These must be clear to users and feasible to implement in terms of data availability and the cost to obtain them (World Tourism Organization & United Nations Environment Programme, 2005, p. 178).

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[51] In France, tourists have been classified into three categories which is dependent to their duration of stay; i.e. excursionists = 0 night, short stay = 1-3 nights, and vocation = >3 nights<1 year (Barma, 2004, p. 3).

Another aspect is the competitiveness and challenges of Cambodia's tourism sector, especially with its neighboring countries given regional integration (ASEAN, 2016; Wong, Mistilis, & Dwyer, 2011a, 2011b), and a broader global context. Cambodia should be ready for the challenges and growth, particularly in the public tourism sector. One of the principal challenges for the tourism sector is the future of travel and tourism without oil (UNWTO, 2011, p. 67).

In terms of **global competitiveness**, while the world nations become closer to each other, global competition becomes a high concern (Kennett, 2009; Scott *et al.*, 2008). Each nation tries it's best to take advantage for their national interest, for instance the competition including the world leading of tourist arrival and receipt such as USA and France, and the fast growing tourism industry like China. The latter, nowadays becomes the third world leading tourist destination which surpassed Spain and Italy. Policy makers have to make an effort to deal with their national and global concerns. The substantial growth of tourism activity clearly marks tourism as one of the most remarkable economic and social phenomena of the past century (Sharpley, 2006, p. 18).

1.3.   PURPOSE OF THE STUDY

The objective of this research is firstly to understand sustainable tourism concepts based on the principle and practice found in an emerging country such as Cambodia, especially regarding the implementation in local tourism public management. In fact, there is a "guide for policy makers towards sustainable tourism" for developed and developing nations. It is a joint publication[52] by the World Tourism Organization and the United Nations Environment Programme published in 2005 and shows case studies from ten countries[53]. Cambodia however is not one of these case studies. That's why I choose the country as a case study because it is linked to both my professional career and the universal need for understanding the relationship between government and sustainable tourism, particularly at the supranational level.

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[52] This is the first time that the two organizations have combined their input in a joint effort to condense all aspects of the sustainability of tourism into a single publication (UNWTO & UNEP, 2005, p. iii).

[53] The ten countries: Australia, Bulgaria, Costa Rica, Egypt, Ghana, New Zealand, South Africa, Spain, and Scotland (UK).

The second goal of this study focuses on exploring strategies for the future of sustainable tourism in Cambodia via engagement roles and barriers located among provincial directors of tourism departments who we identify as "local tourism state actors (LTSA)" or "Local Tourism State Stakeholders (LTSS)". Those are likely to become the main agents of sustainable tourism. The most important part of my research is to comprehend the theory of resources and competences (Resources Based-View) of the strategic management as applied to the local tourism public organizations. The views, perceptions and personal understanding of the concept of "sustainable tourism" between LTSA are also taken into account. Finally, this research also aims to provide suggestions to optimise the complementary skills or competences of LTSA regarding principles and practices (Gartner & Gartner, 1996; Goeldner & Ritchie, 2009). Understanding among *Local Tourism State Actors* (LTSA) will help the local governor, related policy makers, and especially the minister of tourism to create a Cambodia's tourism development management plan that ensures sustainability because the LTSA plays an important role. The LTSA should know their principle role in realizing the "full potential of tourism to create and sustain jobs and produce income" (Godfrey, 1998, p. 12). In fact, the LTSA plays a crucial role to revitalize and sustainably preserve local tourist destinations, to improve local standards of living and the national economy through the economic benefit of tourism, to promote insight into sociocultural values between local people and tourists, and to ensure transparency and sustainability of tourism development through tourism income.

Therefore, sustainable tourism development based on LTSA is a core theme for this study. The sustainable development of tourism requires, in the first instance, a vision. Some development without long-term vision brings about self-damage (more harm than benefit), destruction of environment, deterioration of socio-cultural values and degradation of the destination itself (Conti & Micera, s. d.; Stevenson, Airey, & Miller, 2008; Waligo *et al.*, 2013). This study intends to outline the method of sustainable tourism based on the perspective of previous authors and analyzing the current practice of Cambodia tourism strategies nationwide. To sum up, the main objective of this research is to explore the key role, the challenges, and the participations of LTSA in achieving sustainable tourism in light of the Cambodian tourism policy that "is complex because of its inevitable links with other topics and jurisdictions" (Dodds, Butler, & others, 2010, p.

48). This study is an invaluable source for tourism state actors and policy makers ranking from the sub-national to the national level as a guide of principles and practices.

Thus, this study can be summarized as follow:

Who   : Local Tourism State Actors (LTSA)

Where   : Institutional work of provincial-city of department of tourism in Cambodia

What   : Resources and Competences approaches

When   : From today onward

How   : Qualitative case study

Thus, this *qualitative case study* examines the *Resources and Competences* approaches of *LTSA's Institutional work* at the *provincial-city of department of tourism* towards sustainable tourism in Cambodia. This study investigates the knowledge and the role of tourism state actors, particularly at the local government. Knowing their capacity on ST is useful for the tourism government department to consider the strategic principles to build capacity among those public servants to practice their duties for ST within ones' territory.

1.4.   QUESTION OF THE RESEARCH

As mentioned in the research methodology chapter, this research uses in-depth interview with a core question below to answer the problematic of this study.

What is the STRATEGY TOWARDS SUSTAINABLE TOURISM IN CAMBODIA based on the action of Local tourism state actors, in terms of resources and competences?

Based on the research question above, other subordinated questions are raised to respond the problem and the objective of this study. These following questions were primarily used to interview the LTSA who are the main actors in making tourism sustainable. The in-depth interviewed questions consist of three main parts starting from sustainable tourism awareness of the local tourism public directors, continuing with their roles and challenges, and ending with their vision on sustainable tourism. The subordinated questions are as follows:

Interview Questions

Part I :
AWARENESS OF TOURISM STATE ACTORS ON SUSTAINABLE TOURISM

Q1. In your opinion, what do you "mean by sustainable tourism" ?

Q2. From your point of view, how to "achieve sustainable tourism" ?

Q3. Regarding the "sustainable tourism indicators", have you used them regularly and how do you find them important?

Part II :
ROLES AND CHALLENGES OF TOURISM STATE ACTORS ON SUSTAINABLE TOURISM

Q4. In general, what is the main role of public tourism director (DPTD) ?

Q5. What are your challenges of management inside your department?

Q6. What are your challenges of cooperation with other stakeholders outside your department?

Q7. In conclusion, what should you do to sort out those challenges to ensure sustainable tourism ?

Part III :
PERSPECTIVES OF TOURISM STATE ACTORS ON SUSTAINABLE TOURISM

Q8. Based on your experiences at your territory, what do you want to share (experience/suggestion/example/model) for other 24 tourism state actors?

Q9. What is your suggestion for the Government of Cambodia or Ministry of Tourism for "Sustainable Tourism" ?

Q10. What do you want to call for the public including all tourism stakeholders/actors for sustainable tourism in your province?

Figure 5 : the three parts of the interview questions

Besides the qualitative interview questions above, some quantitative questions that are related to the educational and professional background of the LTSA were also used to supplement the qualitative data. However, according to Elliot (1997) in his study of "*sustainable tourism: politics and public sector management*", in order to respond to the core question[54], he suggested using a four main-questions typology of "why, who, how and what", which are applied to the actual practice and principle of tourism management (i.e. why governments are involved in sustainable tourism; who are the most important participants in tourism management, who is involved in tourism management; how public sector management (PSM) operates in practice, how managers manage; what are the practice and performance results practice and performance and impacts of the PSM of tourism?

Basically, in order to make sure the research question is clear for effective research interviews, I implemented some tips, such as:

✓ Develop a check list of the questions to be asked during the interview.

✓ Express clearly the purpose of the interview.

✓ Start with a neutral question to facilitate free flow of information.

✓ Use open-ended questions so that the respondent can choose his answer.

✓ Limit the content of each question with a single idea to avoid confusion.

✓ Reduce questions that give responses of `yes' or `no', because they give limited information.

✓ Do not influence the respondent by asking leading questions.

✓ If you have not understood the response ask the respondent to repeat and clarify.

✓ Do not assume answers.

✓ Do not pass judgments.

✓ Avoid irrelevant discussions.

✓ When you change the tack, inform the respondent that you are doing so.

✓ Keep the interview short.

✓ At the end of the interview, summarise the points reported and ask the respondent if the summary is correct.

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[54] Certainly, questions are central to research; and in reverse, research is focused on relevant, useful and important questions. If there is no specific research question; research has no focus, drive, or purpose; then the answer is of no use (Matias, Neto, & Nijkamp, 2007; Ritchie & Palmer, 2005).

1.5.   IMPORTANCE OF THE STUDY

In the last two decades, Cambodia has experienced significant tourism growth, with positive change in international tourist arrivals increasing around 10% to 20% annually. With this growth, Cambodia has experienced tourism planning and management challenges resulting from the positive economic benefits and negative impacts from this economic activity. Actually, sustainable tourism is a main objective of every country's tourism policy (Edgell *et al.*, 2008; Kennett, 2009; UNWTO, 2011). Some significant challenges that the country faces to achieve such an objective would be useful to identify as well as directions and approaches that the country can adopt in order to ensure that it meets its potential; especially based on the involvement of LTSA. Furthermore, it is vitally important that all essential actors are aware of the negative impacts of tourism in order to encourage them to adopt sustainable principles and practices. Also, one should be aware that tourism is an engine of economic development that requires careful attention given to the quality of tourism development in the country (Chili & Xulu, 2015; Ian *et al.*, 2008; Kimbu & Ngoasong, 2013).

This study is also a contribution to explore the involvement of *Local Tourism State Actors* (LTSA) in sustainable tourism, especially through a concrete study of *STRATEGY TOWARDS SUSTAINABLE TOURISM IN CAMBODIA: the action of Local Tourism State Actors in terms of Resources and Competences*. The LTSA is a grounded policy formulator. The policy makers, besides paying attention to the economic interests, focus on undesired costs of tourism's disadvantages that respond to the basic aim of tourism management, which is to "*maximise the economic, sociocultural, and environmental benefits of tourism within a destination, while minimising the associated costs*" (D. Weaver & Oppermann, 2000).

This research will help LTSA be highly conscious of sustainable tourism, including tourism resources, tourism development, tourism management, and especially the indicator and involving actors of sustainable tourism. Indicators are crucial tools and help tourism managers at all stages, from planning decisions to monitoring processes, but also in zoning and for determining carrying capacities (D. B. Weaver, 2006, p. viii). For instance, in cultural heritage management "cultural difference" is an important indicator of the scarcity principle (Burns & Novelli, 2007, p. 115).

For Cambodia, the tourism industry is an extremely important contributor to the country's economy (Asian Development Bank, 2001; Leiper, 1998; RGC, 2014; Tim Winter, 2015). Tourism is the third largest sector of the economy after agriculture and the garment industry, and the second largest income contributor after the garment industry (Bonheur & Lane, 2002; Vannarith Chheang, 2008a; O'Reilly, 2014). Tourism is known as a cross-sectorial industry and requires participation from all stakeholders[55]. It is also one of the top 10 priority sectors in the 3rd phase's rectangular strategy of the Royal Government of Cambodia in the 5th mandate (2013-2018), which plays an important role in increasing social and economic development, creating employment opportunities, generating incomes, upgrading livelihood and alleviating poverty in Cambodia (Carter *et al.*, 2015; Hill & Menon, 2014; RGC, 2014; Scheidel *et al.*, 2013). People will continue to travel around the world to experience, explore, enjoy, and to continue to live in harmony, fraternity, solidarity and peace. It remains absolutely convincing that tourism will continue to provide tremendous economic and social development opportunities for countries and people around the world. We learn to live, to do, to adapt, and to prosper together – this is tourism (Thong, 2012). Thus, this study hopefully contributes to paving the way for Cambodia's sustainable tourism development and management based on LTSA.

1.6.   LIMITATIONS AND SCOPE OF THE STUDY

This study is limited to the local challenges of sustainable tourism of Cambodia. In fact, a limitation of a tourism study is very complicated because tourism is quite broad and is multi-sectored (Dwyer, Forsyth, & Spurr, 2016; Lozato-Giotart & Balfet, 2007; Seaton & Bennett, 1996). Local tourism public management sometimes plays a role as a local government entity that coordinates all relevant private sectors, quasi-public sectors, and public sectors. This is why the politics and public sector management of tourism at sub-national level was also covered. The managerial issues or challenges of LTSA were also a scope of this research.

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[55] "stakeholders" refer to those groups or individuals who are associated with tourism development initiatives and therefore can affect or are affected by the decisions and activities concerning those initiatives (Waligo, Clarke, & Hawkins, 2013).

1.7. PLAN OF DISSERTATION
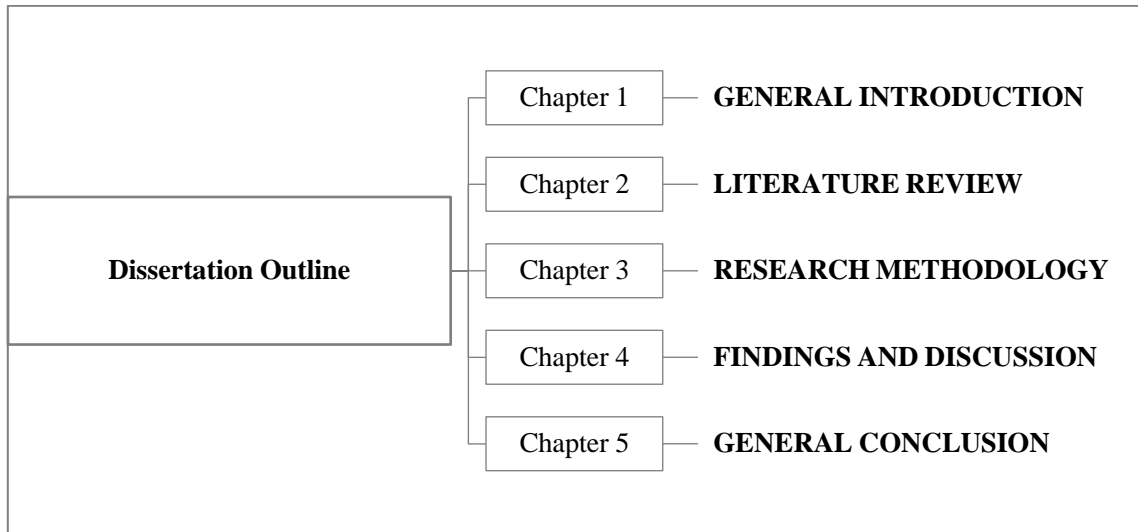
Figure 6 : Dissertation outline
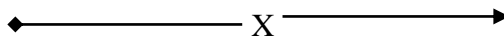
Chapter ❷

LITERATURE REVIEW

☞ *This chapter explores concepts such as The Theory of Resources and Competences in section 2.1, the concept of Sustainable Tourism in section 2.2, and the concepts of Sustainable Tourism, Resources and Competences in section 2.3. Previous studies about these concepts are particularly important and interrelated to the context of this research, especially in the theme of "STRATEGY TOWARDS SUSTAINABLE TOURISM IN CAMBODIA: the action of Local Tourism State Actors in terms of Resources and Competencies".*

2.1. THE THEORY OF RESOURCES AND COMPETENCES

The **resource-based view** (**RBV**) theory of management has existed for more than half a century and was first introduced by Penrose (1959)[56]. Later on, the theory was widely developed in the mid-1980s (Leroux & Pupion, 2014; Prévot, Brulhart, & Guieu, 2010; Teixeira & Massukado-Nakatani, 2009; Van der Yeught, 2007). The publication of Wernerfelt (1984) was especially influential. This theory is not yet fully formed in terms of its foundational concepts, disagreements about them by researchers and conflicting perceptions (Grandval & Soparnot, 2006) and therefore is not widely used by companies. These authors claim that the theory is now the subject of debate as to its real contribution to the science of management. However, credit for the development of the RBV were given to Jay Barney in 1991 and transformed it into a complete theory (Teixeira & Massukado-Nakatani, 2009). According to Y. Doz (1994), the RBV is difficult to identify, to isolate and to measure.

The RBV lies primarily in the application of a bundle of important tangible or intangible resources of a firm (J. Barney, Wright, & Ketchen, 2001; Grant, 1991; Wernerfelt, 1984, 1995). The theory highlights the basis for competitive advantage – a business concept describing attributes that allow an organization to outperform its competitors (J. B. Barney, 2001; Coff & Kryscynski, 2011; N. G. Evans, 2016).

In fact, all the resources and competences of a firm certainly do not have the same strategic potential. The more resources or competences are unique, they are more likely to generate or establish a competitive advantage in an organization (Boterf, 2013; Van der Yeught, Bergery & Frick, 2012). This approach is used to identify the competitive advantage and the mobilization of key competences and strategic capabilities of organizations. According to Aref (2011), strategic capabilities match all resources and competences that are the basis for an organization to survive and prosper.

2.1.1. The Theory of Resources

According Evans *et al.* (2003), a resource: "is an input employed in the activities of the business. Success rests in large part upon the efficiency by which the business converts its resources into outputs. Resources fall into five broad categories – human,

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[56] Cf. Penrose, E. (1959). The theory of the growth of the firm. *New York*: Sharpe

financial, physical (buildings, equipment, stock, etc.), operational (aeroplanes, ships, coaches etc.) and intangible (e.g. 'know how', patents, legal rights, brand names, registered designs, etc.)".

In sum, the resources are the inputs or the factors available to a company, which helps to perform its operations or carry out its activities (Bryson, Ackermann, & Eden, 2007; Grant, 1991; Raith & Friebel, 2010). There six categories of resources: human, financial, organizational, intangible, tangible or physical and technological (Leroux & Pupion, 2014).

Regarding to tourism sector, according to Puppim de Oliveira (2003), tourist resources are not explicitly illustrated as a resource category in RBV, thus they can be considered a physical or an organizational resource that are the most important asset for tourism development. This is because these resources are fundamental to any public policy that aims to improve tourist activities. Within the framework of the RBV and the sustainable competitive advantage, the characteristics resource must be: *Valuable, Rare, In-imitable, and Non-substitutable* (Denicolai *et al.*, 2010; Grant, 1991; C. Van der Yeught, 2007) .

2.1.2.   The Theory of Competence

In fact, "the terms *competence* and *capability*, *core competence* and *distinctive capability* are often used interchangeably", said Evans *et al.* (2003, p. 48). Authors explained that "competence" is an attribute or collection of attributes possessed by all or most of the organizations in a sector of industry.

The concept of competence refers to an idea that was firstly applied in the practical field before being studied in theory (Aubret, Gilbert & Pigeyre, 2005). As noted by Van Der Yeught (2014, pp. 17-19) the concept of competence includes different content in management science. The author states that "since the 1980s, the concept of competence has gradually integrated in management, becoming a special area of the human resource management (HRM) and strategic management (MS)" (Van der Yeught *et al.*, 2012).

According to Boterf (2013), competence always refers to individuals or a person. The author explains that being competent means knowing a performance of an operation (act

and interact) - managing complex situations and event, enabling one to take the initiative. Indeed, a goal can be achieved without a scientifically appropriate prior training. Competence is on activity and processes through which a company deploys its resources in the form of a combination to achieve a goal: it is the ability to deploy resources (Aubret et al, 2005; Grant, 1991; Rochette, 2012). In other words, competence is the ability of a set of resources to carry out a task or activity. As explained Leroux and Pupion (2014, p. 187), competence corresponds to the organization's ability to leverage its resources by combining and including organizational processes, information, and tacit knowledge that is difficult to reproduce.

A competence is the ability that one has to perform a task with predetermined results (Akatieva, Batalova, Merzlyakova, & Okonnikova, 2015; Aubret *et al.*, 2005; de Margerie & The Loarne Lemaire, 2009a; Rochette, 2012 ; Van Der Yeught, 2015). Competence is often divided into basic competencies and distinctive/core competencies. For example, in the field of work, some basic competencies include time management, teamwork and leadership, and self-motivation (Aubret *et al.*, 2005; Grant, 1991). The concept of distinctive competencies "Core competencies" was initiated by Prahalad and Hamel in 1990. These terms were defined in different ways according to each author (Rajhi, 2010). The distinctive competencies consist of communication, involvement and a deep commitment to working across borders in the organization. They involve several levels of actors and functions.

Regarding sustainable tourism, competences are the ability of actors to mobilize different techniques and ensure dynamic action in terms of tourism development. In sum, the resources and competences approach is a basic movement in a concept of management theory (Hatchuel & Laufer, 2008; Loufrani-Fedida, 2011; Stafford & Sarrasin, 2005). For example, regarding local tourism organization, competence requires listening skills, general knowledge, curiosity in foreign languages, hospitality and organizational skills to work in this area (Frustier, 2009; Khan, 2008; Lozato-Giotart et al, 2012;. & Marcotte Bourdeau, 2015). However, this is not enough because, for example, a local tourism public manager must be able to negotiate and demonstrate autonomy to ensure good internal and external relations. The manager must also be firm and have a mind of management. In addition, a local tourism public manager must communicate well, know how to manage tension and motivate a team (Frustier, 2009; Grenna, Hilbruner, Santi, Scuppa, & Vereczi, 2006; Tremblay *et al.*, 2007).

2.2. THE CONCEPT OF SUSTAINABLE TOURISM

2.2.1. Understanding Tourism

The 21st century is considered to be **"the Age of Travel & Tourism"** because it is one of the largest and most dynamic economic sectors, a stimulus tool in boosting economic growth, and provides economic benefits to a large proportion of the population, contributing to creation of millions of jobs and improving people's livelihood (Hun, 2012). Historically, since 1950, contemporary mass tourism has been influenced by economic, social, demographic, technological, and political factors that have stimulated the demand for tourism during the 20th century (D. Weaver & Oppermann, 2000). Tourism brings with it rich, seasonal injections of exposure, excitement and foreign exchange. Tourism can be an effective tool for sustainable development, contribute to poverty alleviation and help conserve the natural and cultural environment (Economic, Asia, & Pacific, 2003). The business of tourism has become very serious, very lucrative, very fashionable and very aggressive (Barack & Anita, 2009). So, what is exactly the term of "**tourism**"?

Tourism and travel are used interchangeably, defined by most authors. One of the simple and acceptable definitions is as Charles R. Goeldner, *et al.* (2000), in their 8th Ed of a tourism textbook "*Tourism: Principles, Practices, Philosophies*", tourism can be defined as *"the science, art, and business of attracting visitors, transporting them, accommodating them, and graciously catering to their needs and wants."*. This definition is universally simple, which means simple people can understand it easily, as it completely covers the whole process of handling tourists during their trip. Actually there are thousands of definitions of tourism, but based on the above definition, the definition for this study is: *tourism is the science, art, and business of attracting, transporting, accommodating visitors, and graciously catering to their needs and wants*. The above definition may be difficult to understand because readers may not understand that the word "them" replaces the word "tourists". But the word visitor is referred to as "tourists", so that the restated definition may be clearer (Thoebald, 1994, p. 20).

The words travel, travel industry, tourism, and tourist industry all generate similar images for most people. In fact, the 1978 National Tourism Policy Study finally stated that travel and tourism are synonymous (Nickerson, 1996; Sharpley, 2006; William FF Theobald, 2012). Travel/tourism is the action and activities of people taking trips to a

place or places outside of their home community for any purpose except daily commuting to and from work. The term tourism now includes business travel as well as travel for pleasure. For this text, we will use the words tourism and travel interchangeably.

Weaver and Oppermann (2000) point out that tourism is the sum of the phenomena and relationships arising from the interaction among tourists, business suppliers, host governments, host communities, origin governments, universities, community colleges and non-governmental organizations, in the process of attracting, transporting, hosting and managing these tourists and other visitors.

One of the principal findings that came out of the conference resolutions of the World Tourism Organization in 1991 recommended that tourism be defined as:

the activities of a person travelling to a place outside his or her usual environment for less than a specified period of time and whose main purpose of travel is other than the exercise of an activity remunerated from within the place visited ... (William F. Theobald, 2005)

In addition, tourism was further defined as the activities of people travelling for leisure, business and other purposes to places outside their usual environment and staying for no more than one consecutive year.

Generally, all travelers can be categorized into three basic forms as indicated by the figure below which is identified as Inbound Tourism – comprised of non-residents traveling in a given country, Outbound Tourism – comprised of residents traveling in another country, and Domestic Tourism – comprised of residents visiting their own country (William FF Theobald, 2012). In a similar way to international visitors, domestic visitors can be classified as TOURISTS (overnight visitors) and same-day visitors (Doswell, 1997, p. 11). These three forms of tourism, as described by the UNWTO, regroups the terms into "internal tourism" which comprises domestic and inbound tourism, "national tourism" which comprises domestic and outbound tourism, and "international tourism" which comprises inbound and outbound tourism.

Type of Tourists

Inbound
(Incoming tourists)

Domestic
(Local tourists)

Outbound
(Outgoing tourists)

Internal
Tourism

International
Tourism

National
Tourism
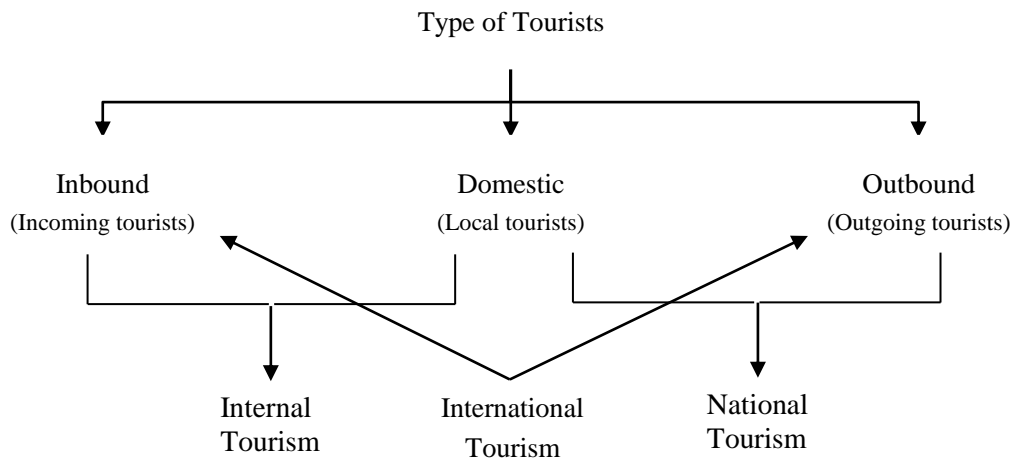
Figure 7 : The THREE basic forms of tourism. (Updated from UNWTO)

All types of travelers engaged in tourism are described as visitors. The term "visitor" represents the concept underlying the whole system of tourism statistics. The term "international visitors", for statistical purposes, means people travel to a country other than that in which they have their usual residence but outside their usual environment for a period not exceeding 12 months and whose main purpose of visit is other than the exercise of an activity remunerated from within the country visited (Doswell, 1997, p. 9). In classifying the origin of visitors, it is important to count them according to their country of residence rather than by nationality.

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                              ┌──────────────┐
                              │  Travellers  │
                              └──────┬───────┘
                  ┌──────────────────┴──────────────────┐
        ┌─────────┴──────────┐              ┌────────────┴─────────────┐
        │      Visitors      │              │     Other travellers     │
        │ (Included in       │              │ (Not included in         │
        │  tourism statistic)│              │  tourism statistics)     │
        └─────────┬──────────┘              └──────────────────────────┘
```

Travellers

Visitors (Included in tourism statistic)

Tourists (Overnight visitors) (1 night to less than a year)

Short stay (1-3 nights)

Vocation (>3 nights<1 year)

Excusionists (Same-day visitors) (o night)

Cruise passengers

Crews

Day visitors

Other travellers (Not included in tourism statistics)

Border workers

Temporary immigrants

Permanent immigrants

Nomads

Transit passengers

Refugees

Members of the armed forces

Representation of consulates

Diplomats

Figure 8 : Classification of international visitors (Source : UNWTO)

Nickerson points out that tourism industry is the mix of interdependent businesses that directly or indirectly serves the traveling public (Nickerson, 1996). As in the figure below, the complexity of the tourism business and each of these major components play various roles in making the tourism industry a unified effort.
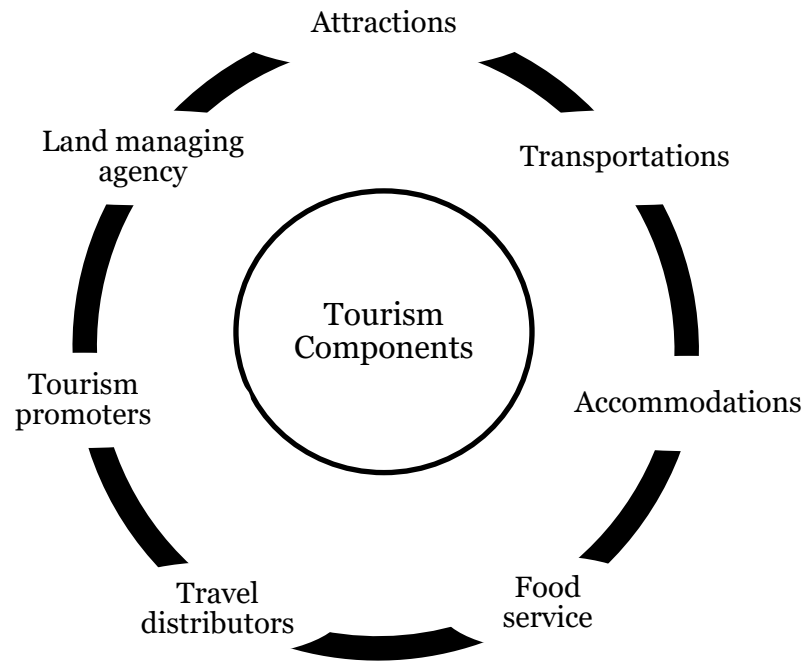
Figure 9 : The SEVEN major components of the tourism industry

(Adapted from Nickerson, 1996)

The tourism industry is a mass component as Weaver and Opperman (2000) were not trying to link individual industry into the tourism business. They focus on tourism stakeholders and it is the sum of the phenomena and relationship arising from the interaction among tourists, business suppliers, host governments, host communities, origin governments, universities, community colleges and non-governmental organizations, in the process of attracting, transporting, hosting and managing these tourists and other visitors as shown in the figure below (D. Weaver & Oppermann, 2000):
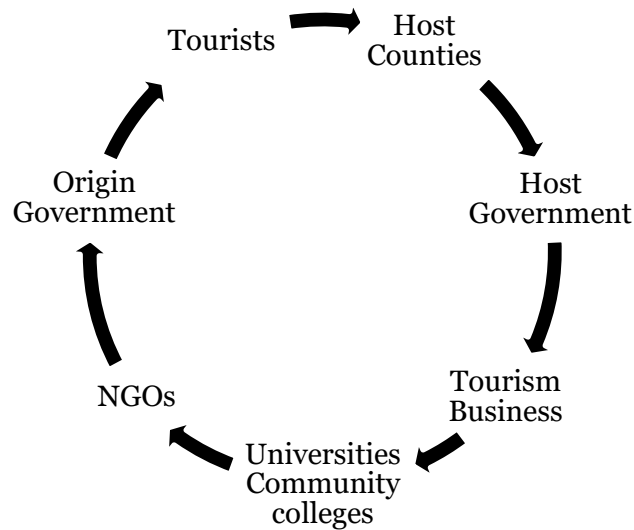
Figure 10 : The Tourism Stakeholders System

(Adapted from Weaver & Oppermann, 2000)

In order to understand tourism products we need to look at them from the perspective of the suppliers (hosts) and the consumers (tourists or guests). Consumers or tourists generally have a different view from the suppliers as to what a tourism product is. The tourism product demanded by consumers- satisfying trips – as the consumer product, and the goods and services produced by the suppliers – attractions, transportation, lodging, food and drink as tourism products. Tourism products also refer to an action, event or experience in which a tourist takes an active part and which utilizes the natural and cultural resources of a country (Seaton & Bennett, 1996).
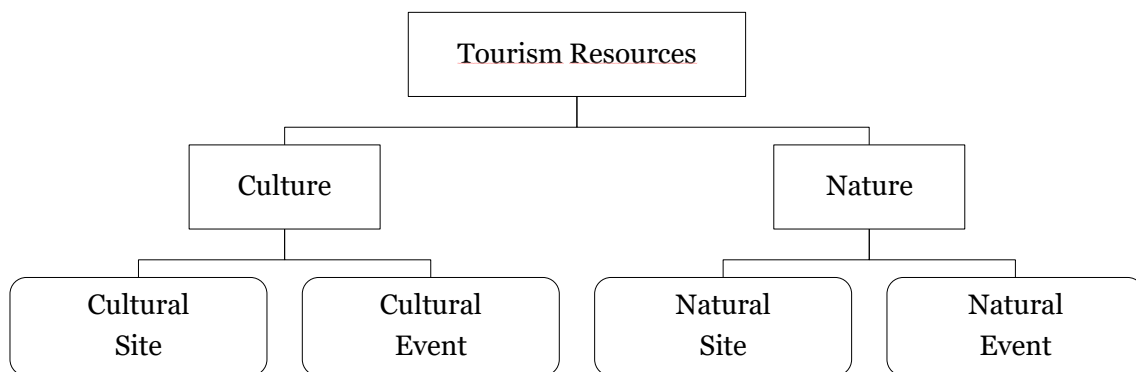
Figure 11 : Tourism Resources

(Adapted from Weaver & Oppermann, 2000)

In regards to **Tourism Impacts**, travel and tourism have many positive benefits, including, for some countries, the main source of job creation and revenue; i.e. "tourism must be seen as a positive, complex task, which should benefit the environment, local communities and, of course, tourists", said Dorobantu and Nistoreanu (2012, p. 5). However, there are many negative consequences of tourism, including the often-cited destruction of both the environment and the traditions of local populations (Pender & Sharpley, 2004, p. 8). This industry is sometimes called human industry which means the industry of exchange between people. The economic, social, environmental, or cultural impacts of this industry are heavily dependent on relationships between the hosts and guests. The tourism field can be said to be a study of hosts and guests. So, guests and hosts are the principal actor for harmony of the industry, or we can say they both play important roles in the survival of the destination and in revitalizing the cultural and natural assets to match their intrinsic value of the attractions.

According to the article 52 of Cambodian tourism law, tourists or travelers shall have the obligations as follow:

> ➢ *To obey applicable laws and provisions of the Kingdom of Cambodia;*
> ➢ *To respect Khmer traditions, customs and culture, and not to get involved in any activity abusing or damaging Khmer culture;*
> ➢ *Not to damage the environment, or cultural and natural heritage;*
> ➢ *Not to get involved in any activity relating to trafficking and abuse of drugs, trafficking and detention of human beings, child trafficking, sexual exploitation, publication of pornographic pictures and materials, money laundering, or to cause social insecurity;*
> ➢ *Not to affect social order or general welfare;*
> ➢ *Not to threaten social security or be involved in any terrorist group;*
> ➢ *To firmly implement code of professional conduct and code of professional ethics set up by the Ministry of Tourism or*

established by tourism industry associations with approval of the Ministry of Tourism;

➢ *To properly follow code of professional ethics of the World Tourism Organization;*

➢ *Foreign tourists or travelers shall not use their tourist destination as an opportunity to seek employment or residence.*

(Source : law of tourism of the kingdom of Cambodia, article 52)

Sharpley expresses barriers to travel and tourism and he said that there are a variety of external influences or forces impact upon the functioning of the system, particularly the nature and direction of tourist flows (Sharpley, 2006, p. 23). Any analysis of global tourism should identify and explore the implications of these 'barriers', wherever possible using appropriate examples. The following are categories of barriers to travel and tourism from which you can draw specific; i.e. government intervention/policies, political instability, economic instability, conflict, crime, health scares, natural disasters (Aref, 2011; Pigram & Wahab, 1997).
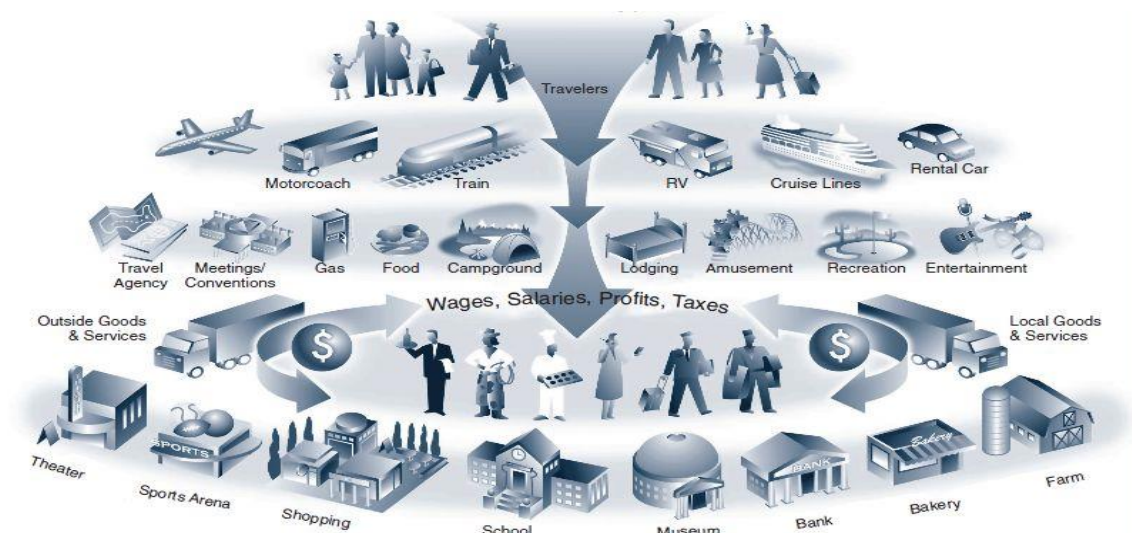
Illustration 4 : Power of Travel
(Source : Charles R. Goeldner and J. R. Brent Ritchie, *TOURISM : Principles, Practices, Philosophies*, 11ed., JOHN WILEY & SONS, INC., 2009, p. 395)

Tourism development involves broadening the ownership base such that more people benefit from the tourism industry, skills development, job and wealth creation and

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ensuring the geographic spread of the industry throughout the tourist destination or the country as the whole. Developing a tourism business differs significantly from developing a more typical retail or service operation. Some of the unique things about tourism development are:

The target market is more difficult to define because it is subject to changing trends.

- Seasonality of demand. Peaks and troughs; high and low seasons.
- The weather. Weather is always unpredictable.
- The varying expectations of consumers.
- Longer-term market development. Very few new tourism businesses achieve maximum capacity usage in the first years of start-up.
- High fixed costs. Many tourism businesses have a high fixed cost component.
- Co-operative nature of competition. Because tourism businesses are often located in a tourism destination region, they often work collaboratively to promote their destination.
- Single use nature of assets. Accommodation facilities in particular have limited alternative uses for the asset.
- Highly capital intensive. Many tourism businesses require large up-front capital investment.

The scale of tourism developments is equally diverse, from a small owner operated boat rental outfit to a multi-million dollar four-season resort. A final aspect that is unique to tourism development is that many developments take place in less accessible locations or less populated areas in order to take advantage of the tourist destination (Diedrich & García-Buades, 2009; Beritelli, 2011; Melian-Gonzalez & Garcia-Falcon, 2003). This means that a developer must often evaluate unusual access or servicing requirements. Tourism development refers to promoting the designation of land for sustainable tourism development.
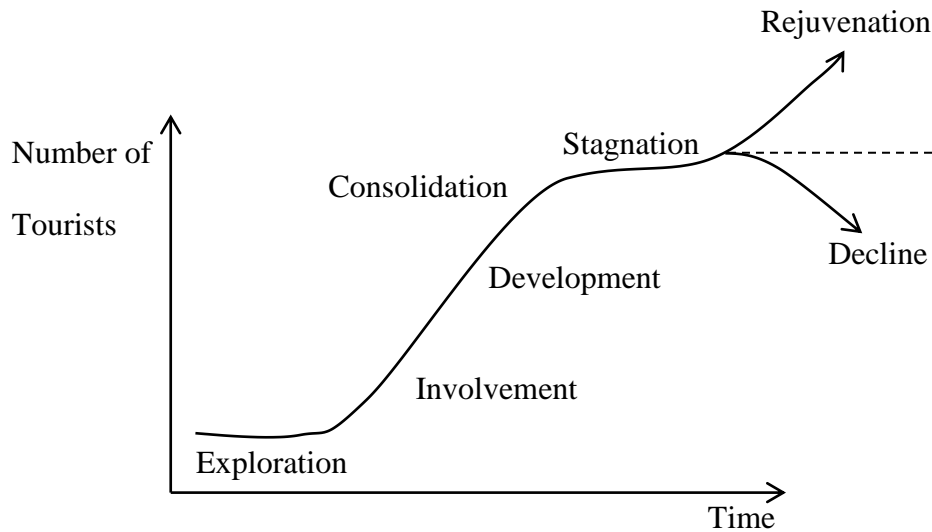
Figure 12 : The Butler destination life cycle

(source: Shaw & Williams, 2004)

In order to increase their tourism receipts (taxes aside), destination can attempt to stimulate growth in three distinct areas : (1) number of visitors, (2) average length of stay, (3) average daily expenditure, see the figure below.
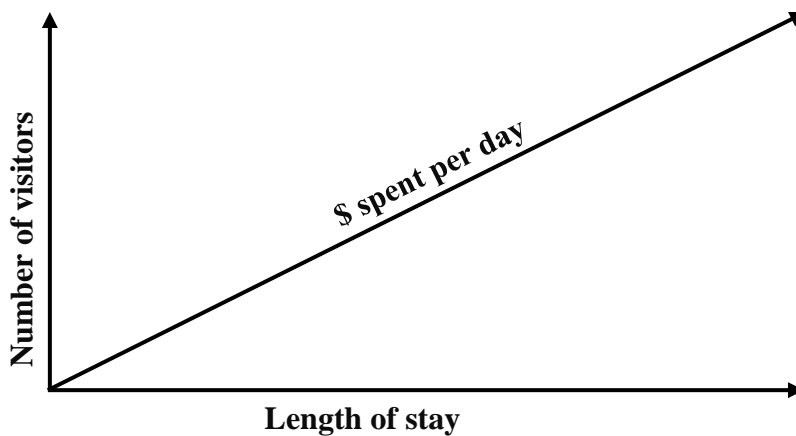
Figure 13 : Factors influencing tourism revenue in a destination

(Source : David & Opperman, 2000)

Sustainable development has traditionally been focused on an environmentalism framework that gives priority to the issue of ecological degradation. SUSTAINABLE TOURISM is associated with development that is economically, socioculturally and environmentally sustainable (UNESCO, s. d.). One key to sustainable development of tourism in a community is the inclusion of stakeholders. Without stakeholder support in the community it is nearly impossible to develop tourism in a sustainable manner (Byrd, Bosley, & Dronberger, 2009). Dealing predominantly with such serious issues, sustainable tourism comes in great handy, as it is all about conserving the resources, valuing the local culture and tradition and, contributing largely in economy, "sustainable tourism can be a considerable force in safeguarding and fostering the appreciation for tangible and intangible heritage as well as encouraging the development of arts, crafts and other creative activities" (see the attached annex Siem Reap Declaration 2015). Sustainable tourism is a kind of approach to tourism meant to make the development of tourism ecologically supportable in the long term. The very importance of sustainable tourism lies in its motives to conserve the resources and increase the value of local culture and tradition. Sustainable tourism is a responsible tourism intending to generate employment and income along with alleviating any deeper impact on environment and local culture. Sustainable tourism is tourism development that avoids damage to the environment, economy and cultures of the locations where it takes place. The aim of sustainable tourism is to ensure that development is a positive experience for local people; tourism companies; and tourists themselves. Under sustainable tourism, it may be unlikely to experience the kind of 'boom and bust' that led to the rapid growth, and then despoliation of locations such as the east coast of Spain in the 1970s (Forsyth, 1996). But despite this optimistic objective, sustainable tourism is still not widely understood. But how can sustainable tourism can be achieved? Evidence suggests that it requires co-operation between concerned companies and the managers of destinations. The achievement of sustainable tourism, therefore depends in part on providing the right incentives for companies and resort managers to reduce the negative impacts of tourism, and then a variety of local practical steps (such as limiting numbers, or zoning land use) to reduce these impacts. But in the long term, the ultimate achievement of sustainable tourism also requires tourists and companies to think more about how tourism may impact on other people's homes and livelihoods. Responsible Tourism is the attempt to protect the environment, respect the socio cultural authenticity and conserve the natural resources. It is the sustainable tourism responsible both ecologically and culturally.

According to Goeldner *et al.*, to reach the goal there is a need a destination management which is referred to the tourism policy. We need a tourism policy is to deal with the future development of a tourism destination and to emphasize the "how" for the achievement of specific destination goals (Goeldner & Ritchie, 2009). Tourism policy can exert an influence to minimizing the negative impacts of tourism on society and the environment; and maximizing tourism's positive and creative contribution to local economies, the conservation of natural and cultural heritage, and the quality of life of hosts and visitors. While Chheang Vannarith, in order to have sustainable tourism, at least three conditions must be met: (1) positive tourist experiences, (2) positive local participation in the tourism industry, and (3) win-win collaboration between conservationists and tourism developers (Vannarith Chheang, 2009). He also points out that three pillars (place/environment conservation, cultural and social assets conservation and development, and fair economic interests' distribution) are the fundamental foundation for sustainable heritage tourism. But if we glance at the current policy of the Cambodia tourism seem inadequate to the sustainability theory of the Goeldner *et al.* on competiveness of a destination.

2.2.2.   Understanding Sustainable Tourism

The topic of sustainable tourism encompasses an enormous body of information and knowledge that expands by the day (D. B. Weaver, 2006, p. 14). Sustainable Tourism has been recognized to a responsibility to care for the destination in a way that will preserve and enhance its well-being for residents and its appeal for the visitors of tomorrow (South Australian Tourism Commission, 2007). According to UNWTO, sustainable tourism refers to 'Tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host communities.' (World Tourism Organization & United Nations Environment Programme, 2005, p. 12). According to the 3rd edition de Dictionary of Travel, Tourism and Hospitality, published in 2003, sustainable tourism Emerging from concepts of sustainable development, as defined in the 1987 report of the United Nations World Commission on Environment and Development, Our Common Future (the Brundtland Report), the term may be applied to all forms of tourism that are in harmony with their physical, social and cultural environments in the long term. Not confined to small-scale, as alternative tourism, sustainable tourism development may be viewed in terms of the

Brundtland Report as development that meets the needs of the present without compromising the activity of the future generations to meet their own needs. The World Tourism Organization (WTO) defines sustainable tourism as a model form of economic development that is designed to: improve the quality of life of the host community, provide a high quality of experience for the visitor, and maintain the quality of the environment, on which both the host community and the visitor depend (Medlik, 2003). Sustainable tourism is characterized by its efforts to maintain the importance of local culture and tradition. Sustainable Tourism is informatory, as it doesn't only let tourist know about the destinations but also it helps locals knowing about the culture and civilisation of tourists (Haywood, 1988; Mani & Cova, 2013; Mihalic, 2016). This kind of tourism is aimed to conserve the resources of destinations. Sustainable Tourism seeks deeper involvement of locals, which provides local people an opportunity to make their living. Above all, Sustainable tourism stresses pointedly upon integrity of the tourist places.

With the increased footfalls of tourists, the deep need today is that tourism like other sector be planned and managed suitably. Sustainable development of tourism is possible only if its follows some of its guidelines and principles.

➢ Tourism ought to be initiated at any location with the help of local community. The involvement of local community helps maintaining the appropriate tourism development.

➢ The local community has to meet the direct benefit of flourishing tourism in their area. Link between local business and tourism enable local people gain economically as well.

➢ To cause large growth in sustainable development, there is need that codes, ethics and some fair guidelines be appointed.

➢ In order to heighten the importance of heritage and natural resources, and manage them better, training and education programme should be instituted.

A sustainable development of the tourist destination concerns particularly important aspects such as competitive and socially-responsible tourism enterprises, the possibility for all citizens to participate in tourism, good employment opportunities in the sector and benefits from tourism activities for local communities (Conti & Micera, s. d.).

Sustainable tourism shall also pay much attention to the tourism carrying capacity of a destination. Doswell (1997) summarize that carrying capacity is the point when visitors would damage the environment or lower's enjoyment below the acceptable level. Every destination has a limitation as to the total number of people that can visit. It is this limitation which defines the destination's carrying capacity. It can be further broken down into five elements : (1) damage refers the number of visitors without causing measurable damage to the destination; (2) delay refers to the number of visitors without causing tolerable delays in the use and enjoyment of attractions, with people having to queue or wait in traffic; (3) Overcrowding refers to the number of visitors without giving a feeling overcrowding, so that people are not jostled and squeezed; (4) image refers to the number of visitors in and around a destination without changing its image, and the necessary atmosphere and ambience which form a part of enjoyment; (5) reaction refers to the number of visitors before there is strong reaction, on the part of local population, to the excessive pressures created. A feeling of cultural invasion is provoked when religion, language, heritage and attractions seem threatened (Doswell, 1997, p. 135). Carrying capacity can be useful because it draws attention to limits and thresholds beyond which a site should not be developed. There are a number of ways to measure carrying capacity, including: (1) tangible resource limits, (2) tolerance by the host population, (3) visitor satisfaction, (4) rates of growth, and (5) other quantifiable indicators. The current carrying capacity of a place can often be increased through careful planning and management. By improving existing facilities and the organization of tourists, greater numbers can be received in still acceptable ways. Doswell also points out that in order to judge the optimum carrying capacity of a given tourism destination is simply when there is no more room for everybody else (Doswell, 1997).

Sustainable tourism was defined by the Globe 90 Conferences on Environment and Industry as "... the management of tourism resources in such a way that fulfills economic, social and aesthetic needs while maintaining cultural integrity, essential ecological process, biological diversity and life support systems." In other words, it is necessary to preserve the environmental resources and the cultural integrity, while bringing the socioeconomic benefit of tourism to the people living in the country (Son & Suong, 1995).

Sustainable tourism development is based on management of **capacities** and **sites**. Simply put, carrying capacity measures the level of use that is sustainable.

However, there are a number of issues to be addressed, which means that carrying capacity becomes quite complex in the management of tourism development. Every environment serves multiple purposes and sensitivity to different use levels depends on the values of all users. A range of valued products and services must come from the same environment and different types of use have different impacts. The increased demands for a tourism destination create pressure on carrying capacity. Greater numbers of visitors makes it more likely that habitats will be at risk and the environment and cultural heritage could be ruined. The notion of carrying capacity can indicate whether a tourism site can sustain itself or whether it has become irreparably damaged.

The term "sustainability" has become a hot topic in the tourism industry. It is often used interchangeably with sustainable development to reflect a more human-centred approach to development within the parameters of the social, economic and environmental global context (UNWTO, 2011, p. 39). The term sustainable tourism, not surprisingly at its most basic represents a direct application of the sustainable development concepts. In this context, Weaver and Oppermann (2000) defined that "sustainable tourism is a tourism that meets the needs of present generations without compromising the ability of future generations to meet their own needs." They both also quoted that the other commentator like Butler who preferably uses the term "sustainable tourism development" instead of "sustainable tourism" because the latter implies an emphasis of the wellbeing of the tourism sector itself, rather than the local community where the tourism takes place. So it could be concluded that the term sustainable tourism and sustainable tourism development are interchangeably used.

Sustainable tourism development is development that has been carefully planned and managed. It is the antithesis of tourism that has developed for short - term gains. Because of the expected continuing growth of tourism, sustainable development is the approach that will be needed. Because of the pressure on the world's resources, it is the only sensible approach. Sustainable tourism development requires the informed participation of all relevant stakeholders, as well as strong political leadership to ensure wide participation and consensus building. Achieving sustainable tourism is a continuous process and it requires constant monitoring of impacts, introducing the necessary preventive and/or corrective measures whenever necessary. WTO has defined sustainable tourism development as meeting the needs of present tourists and host regions while protecting and enhancing opportunities for the future. Sustainable tourism development

requires management of all resources to fulfill economic, social and aesthetic needs while maintaining cultural integrity, essential ecological processes, biological diversity and life support systems.

So, in order to strive for a sustainable economy, sustainable tourism development requires the informed participation of all relevant stakeholders, as well as strong political leadership to ensure wide participation and consensus building. Their view of sustainable tourism development is one that uses resources sustainability, that reduces over-consumption and waste, that maintains cultural, social and natural diversity, that integrates tourism development into national development policy, that involves local communities, that trains staff to a high standard, and that markets sites in a way that is honest and that educates visitors about local cultural, social and natural environments. Sustainable tourism development somehow means making proper use of local resources. Sustainable tourism development was in the heart of development in all plans and projects by all agencies concerned. In response to the adverse environmental, social and cultural impacts of conventional tourism, many alternative forms of tourism have been adopted and promoted. Sustainable tourism development involves almost all aspects of life. Therefore, the tourism industry must be viewed as an integrated whole with an impact on the economy, society, culture and the physical environment. Government policy makers and all stakeholders in the tourism sector must work together for sustainability of tourism. Sustainable tourism development should also be responsive to rapid changes and new demands in the international tourist market.

According to United Nations in the UNESCAP review explains that sustainable tourism development is premised on the responsibility of governments and all stakeholders in the tourism sector to ensure that long-term prosperity and the quality of life of future generations is not placed at risk. It also raises that In order to sustain tourism, it is necessary for countries to address various issues arising from tourism's contribution to development in a comprehensive, systematic way. Careful planning and assessment are important parts of sustainable tourism development. Issues of policy-making, planning, management and the participation of the private sector and other stakeholders must be addressed in terms of opportunities for action and possible constraints that need to be overcome by concerted efforts. In view of the Plan of Action for Sustainable Tourism Development in the Asian and Pacific Region (PASTA), for sustainable tourism development, there are a need of (a) human resources development;

(b) the economic impact of tourism; (c) environmental management; (d) infrastructure development and investment; (e) facilitation of travel; and (f) regional and sub-regional cooperation.

A number of issues still have to be addressed in order that sustainable tourism development is carried out successfully and systematically, including concerned policy-makers and officials lack full acceptance of the concept of sustainable tourism development; funds are lacking, especially in view of local financial conditions; misunderstanding exists between central and local government; the central government must consider balance and equity for projects; all local governments request priority for their projects; there is disagreement between those who are for and those who are against sustainable tourism development; and private enterprises oppose government involvement. Solutions have been proposed that involve a more coordinated approach and special efforts to bring the private sector into the process of sustainable tourism development.

Sustainable tourism is one approach to development of the tourism industry designed to provide a context that can guide choices, bring together stakeholders so they act in the common interest and help decision-makers see more clearly how to balance the positive and negative impacts at present and in the future. One definition of sustainable tourism states that it is tourism developed and maintained in an area (community, environment) in such a manner and at such a scale that it remains viable over an indefinite period and does not degrade or alter the environment (human or physical) in any way that might prohibit the successful development and well-being of other activities and processes. This definition includes a number of imperatives that should serve as guides for action: (1) make prudent use of the earth's resources, (2) alleviate poverty and reduce gender inequalities, (3) enhance the quality of life, (4) preserve biodiversity and life support systems for all natural habitats, (5) preserve indigenous knowledge and ways of life based on respect for different traditions, and (6) encourage bottom-up responsibility for participation and enhanced capabilities for local level decision-making.

UNESCAP suggests that it is possible to set forth a number of principles for sustainable tourism development which includes the following main principles:

- Residents must maintain control over tourism development and planning requires broad-based community input.

- Quality employment must be provided for the community along with education and training programmes.

- Distribution of the benefits must be broad-based and cooperation among local stakeholders is essential.

- Intergenerational equity must be provided and tourism businesses and other tourism agencies must adopt long-term planning horizons.

- Tourism strategies and plans must be linked to broader initiatives reflected in economic development plans of the community, region or nation and move away from the traditional growth-oriented model.

- Harmony is required between the needs of the visitor, the place and the community in order to promote appropriate uses and activities.

2.2.3. Understanding Sustainable Tourism Indicators

In fact, for understanding sustainable tourism, there is a set of indicators[57] to check the balance of a development, and this can be done through integrated, cooperative approaches involving all stakeholders and related economic activities in the area. There are certain tools that can be used to help achieve balance, such as assessment of carrying capacity, finding the limits of acceptable change and doing cost/benefit analysis. Tourism policy-makers, planners and managers should be aware that these tools as helpful only if they take a holistic, coordinated approach, especially since benefits and costs in terms of sustainable tourism development are not easily defined in monetary terms. The UNWTO Environment Committee has developed a set of internationally acceptable indicators for sustainable tourism. The indicators will help tourism planners and managers prevent problems and protect the resource base.

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[57] The UNWTO and the UNEP (2005), concluded a guideline for policy makers that there twelve sustainable tourism indicators.
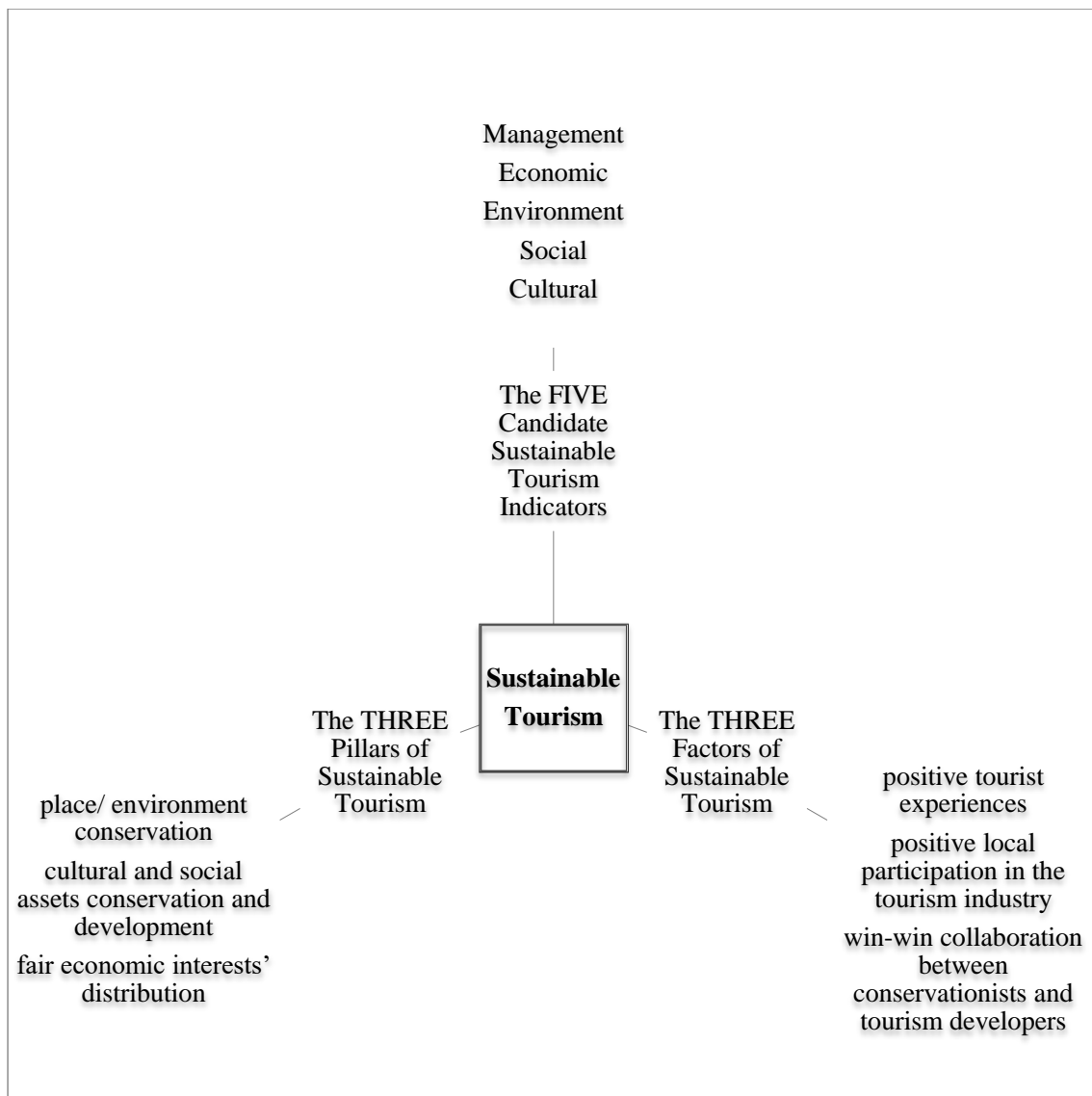
Figure 14 : Candidate Sustainable Tourism Indicators

(Update from Weaver & Oppermann, 2000; Chheang, 2009)

When policy-makers, planners and investors decide to develop the tourism industry, they find that there are many different forms of tourism. The forms vary according to their location, the interests of the tourists and the tourism resources that are available. Regardless of form, however, there are certain positive impacts of tourism that are expected to contribute to development. For example, there is added support for the economy of a community, new employment is created, community stability can be maintained, amenities in the area are enhanced and the community can build a sense of pride and local identity. At the same time, planners and stakeholders have to take into account possible negative impacts from tourism.

In the context of sustainable tourism development, indicators are information sets which are formally selected for a regular use to measure changes in assets and issues that are key for the tourism development and management of a given destination. Indicators are measures expressed in single numbers, percentage or ratios, qualitative descriptions or existence/non-existence of certain elements concerning environmental, social and economic issues. They are signals of current issues, emerging situations or problems, need for action and results of actions.

The UNWTO shows that "A Sustainable Tourism Indicator system has been established, and has been used to make a preliminary diagnosis of the sustainability conditions and possible improvement measures in each of the destinations." (World Tourism Organization & United Nations Environment Programme, 2005, p. 156). Indicators can help a community, business, country or NGO establish their sustainability objectives, define what they mean by sustainability, establish what progress they are making and prioritize areas for further work (Miller & Twining-Ward, 2005, p. xxxii). The UNWTO also tried to explain that the sustainable tourism indicator has proved to be very important in identifying and presenting the issues for each committee and in assisting decision making. This world organization defined 11 indicators for a policy maker as follow :

N°	Indicator	Specific measures
1	Site protection	Category of site protection according to International Union for Conservation of Nature index (IUCN index)
2	Stress	Tourist numbers visiting site (per annum/peak month)
3	Use intensity	Intensity of use in peak period (persons per hectare)
4	Social impact	Ratio of tourists to locals (peak period and over time)
5	Development control	Existence of environmental review procedure or formal controls over development of site and use densities
6	Waste management	Percentage of sewage from site receiving treatment (also structural limits of other infrastructural capacity on site, such as water supply)
7	Planning process	Existence of organized regional plan for tourist destination region
8	Critical ecosystems	Number of rare/endangered species
9	Consumer satisfaction	Level of satisfaction by visitors (questionnaire-based)

| 10 | Local satisfaction | Level of satisfaction by locals (questionnaire-based) |
| 11 | Tourism contribution to local economy | Proportion of total economic activity generated by tourism only |

Table 6 : WTO core indicators of sustainable tourism

Source: WTO (1996). Show in Weaver, *Sustainable Tourism*, 2006, p. 30.
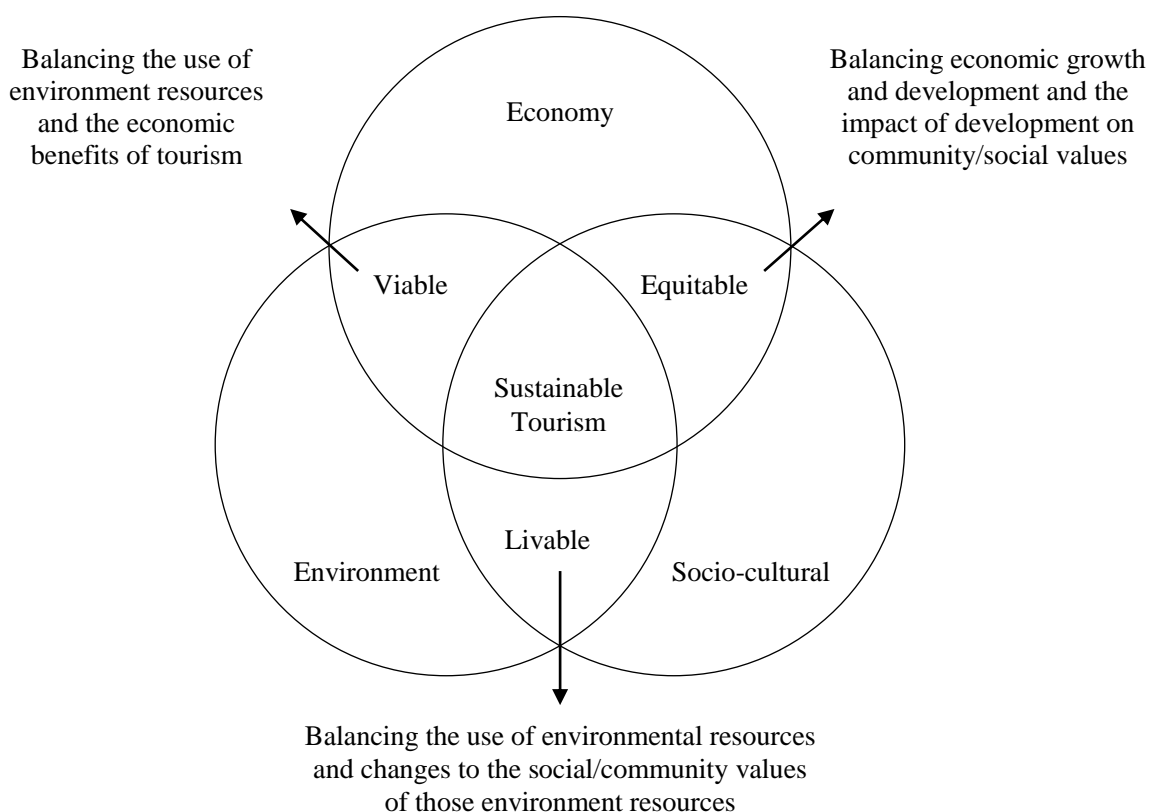
Figure 15 : Conceptualization of Sustainable Tourism

Beside the 11 indicators of the UNWTO, David Weaver concluded into five main indicators including management, environmental, economic, social, and cultural. See the table below :

N°	Indicator	Specific measures
1	Management	Existence of residents education and awareness programs Recycling and fuel efficiency performance of tourism accommodation, transportation, and attractions Habitat enhancement and/or protection associated with presence of tourists Amount of tourism related laws and regulations Number of cultural heritage sites that are protected due to tourism Existence of a tourism-related master plan Existence and actions of tourism-related interest groups Number of codes of ethics and good practice in place Extent of industry and tourist adherence to codes Participation of tourism industry in community improvement projects and programs Existence of tourism education and awareness programs

2	Environmental	Number of accommodation units and facilities Amount of land occupied by tourism-related superstructure and infrastructure Destruction or alteration of natural habitat by tourism construction Amount of erosion and number of floods and landslides associated with tourism Effect of tourism on biodiversity Effect of tourism on species distributions and populations Effect of tourism on introduction of exotic species Density of tourism facilities and tourist activities Concentration of tourism facilities and tourist activities Number of overnight visitor and excursionists Water, air, noise and solid waste emission associated with tourism Hazardous waste production associated with tourism Amount of litter associated with tourist activities Wildlife or habitat deterioration associated with tourist activities Resources consumption associated with tourism (e.g. water, fossil fuel, metals, agglomerate, forest products, and food) Levels of traffic congestion associated with tourism Environmental carrying capacity Seasonality Position of destination in the product cycle
3	Economic	Revenue earned directly from tourism Income multiplier effect from tourism Proportion of destination revenue directly and indirectly obtained from tourism Proportion of destination employment associated with tourism Average tourism wage as percentage of overall average wage Percentage of jobs occupied by non-local or foreign personnel Extent of backward linkages with agriculture and other destination sectors Import content in tourism consumption Percentage of all imports related to tourism Percentage of accommodation and attractions and are externally/foreign owned or controlled Amount and percentage of profits and wages that are repatriated or leave local area Marketing and promotion costs Tourism investment by residents and non-residents Profitability of the tourism industry and its individual components Seasonality Position of destination in the product cycle Local patronage of tourist attractions and facilities Overall economic impact
4	Social	Resident reactions towards tourism and tourists Number of residents' complaints against tourism Amount crimes directed against tourists and tourism industry by residents and non-residents Amount of tourism-related prostitution Percentage of tourists who are repeated visitors Average length of stay In-migration associated with tourism industry Ratio of residents to tourists Amount of tourist-instigated crime Psychographic profile Tourist satisfaction with destination Destination image held by visitors and potential visitors Distribution of jobs by wage level and measurement of equity Seasonality Position of destination in the product cycle Local patronage of tourist attractions and facilities Tourist attractiveness Social carrying capacity
5	Cultural	Conformity of tourism architecture to local vernacular Percentage of visitors who are international Market dominance Extent of cultural commoditization Position of destination in the product cycle

Figure 16 : Development of Sustainable Tourism Indicator

(Source : Weaver and Opperman, 2000; UNWTO, 2001)

The modern approach, therefore, is to identify and measure the entire range of impacts that tourism can have in a particular area or society, preferably in advance of any development, so as to guarantee that such development will be sustainable in the long run from the economic, social, cultural and environmental points of view.

In other words, decision makers need accurate information on the impacts of tourism development and operations on the environmental and socio-cultural conditions of destinations, as well as on the progress made as results of management actions. Sustainability indicators are essential tools for providing this information, and constitute fundamental building blocks in tourism planning, management and monitoring processes.

Sustainable destination development has become an area of international concern. With international tourism increased to a destination, something is needed to help minimize the negative impacts of tourism on the environment and on cultural heritage, while maximizing the benefits for residents of tourist destinations. Tourists themselves can tourism contributes to a sustainable development of the destination,

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respecting local conditions and local communities. Whereas hosts play vital role in managing resources in order to have visitors today, so that tomorrow's visitors can also experience quality sites, and the conservation values that these places represent.

Preparing a destination plan requires extensive consultation, comprehensive collection of information and a deep understanding of resources, social and political dynamics, and the relative influence of different interest groups. Some of the most relevant implementation activities may be organized into separate projects for ease of fundraising and management.

2.2.3.1. Management

That tourism is service-based is an important aspect in terms of management. Tourism is a complex phenomenon. It is a multi-sectorial, multifaceted business and this in itself creates difficulties when attempting to generalise about the management of tourism businesses. It is multi-sectorial because it encompasses different industrial sectors (Pender & Sharpley, 2004, p. 7). In terms of sustainable tourism, a strategic planning perspective offers an integrated approach to the management of tourist destinations, marked by a common sense of ownership and direction, clear identification of roles and responsibilities, and an agreed set of performance indicators (Pigram & Wahab, 1997, p. 4). Few physical products are associated with the industry and this greatly influences how tourism should be managed. It is often argued that a good manager should be as skilled in managing services as physical goods. This requires an appreciation of the characteristics of services as these influence the way in which services should be managed (Pender & Sharpley, 2004, p. 11).

2.2.3.2. Environmental

Environmental sustainability involves making decisions and taking action that are in the interests of protecting the natural world, with particular emphasis on preserving the capability of the environment to support human life. It is an important topic at the present time, as people are realising the full impact that businesses and individuals can have on the environment.

Environmental sustainability is about making responsible decisions that will reduce your business' negative impact on the environment. It is not simply about reducing the amount of waste you produce or using less energy, but is concerned with developing processes that will lead to businesses becoming completely sustainable in the future.

Currently, environmental sustainability is a topical issue that receives plenty of attention from the media and from different governmental departments. This is a result of the amount of research going into assessing the impact that human activity can have on the environment. Although the long term implications of this serious issue are not yet fully understood, it is generally agreed that the risk is high enough to merit an immediate response. Businesses are expected to lead in the area of environmental sustainability as they are considered to be the biggest contributors and are also in a position where they can make a significant difference.

2.2.3.3. Economic

Economic sustainability is the term used to identify various strategies that make it possible to use available resources to their best advantage. The idea is to promote the use of those resources in a way that is both efficient and responsible, and likely to provide long-term benefits. In the case of a business operation, it calls for using resources so that the business continues to function over a number of years, while consistently returning a profit.

The economic impacts of tourism for tourist-receiving areas can be hugely significant. Indeed, some destinations depend on tourism for their income. Such income is generated from a number of sources, including wages and salaries of those in tourism related employment. A well-recognised phenomenon in tourism is the tourism income multiplier (TIM), whereby tourists' expenditure in an area is re-spent by recipients, so augmenting the total (Pender & Sharpley, 2004, p. 8).

2.2.3.4. Social

It is also worth noting that tourism consists of both social and economic activities. In these areas we can certainly find direct responsibility on the part of the businesspeople in the sector (not everyone) who are making the most of the higher

spending power of tourists to increase their prices, creating artificial inflation that also affects the local population. And if we look at residential tourism, the economic effects worsen considerably, as the demand for homes increases above normal levels and therefore the prices do too, leaving local residents unable to access the housing market. This happens in any destination that already existed before the influx of mass tourism, where tourists and residents share space and time, but although it does not happen in destinations created specifically for tourists, where everything is designed for this purpose, there is nonetheless significant social impact, because the sole contact between tourists and locals is in the service provided to the former by the latter.

2.2.3.5. Cultural

Cultural tourism plays a major part in conserving and realising the value of our heritage, which includes not only the physical heritage and landscape, but also the cultural heritage, such as languages and religious and culinary traditions. Cultural tourism is also a vital route for cultural exchange, promoting understanding and for cultural diversity to flourish. It is an activity that is both an important means of individual personal fulfillment and a major industry generating jobs and investment; it depends upon both ancient history and the most up to date technology; it has both local and global environmental implications (European Association - Historic Towns and Region, 2009, p. 1).

Together these authors have brought notions of citizenship, civil society, development, the state and globalization into the fold of cultural studies perspectives on developing countries, and perhaps more importantly, fore-grounded culture within debates over such issues (Tim Winter, 2006).

2.3. THE SUSTAINABLE TOURISM, RESOURCES AND COMPETENCES

In the free market, regardless of whether private or public sector, some organizations are more successful than others. For the tourism industry, the success of an organization is generally based on ones' resources and competences which are naturally competed each other in the market (Barma, 2004; Christou, 2005; Middleton, 1994). As

said, Bryson, Ackermann, and Eden (2007, p. 702) *"A key to the success of public organizations is their ability to identify and build capacity, particularly their distinctive competencies, in order to produce the greatest value for key stakeholders"*. For instance, Evans *et al.* (2003, p. 48) said "The superior performers conceivably possess something special that weaker competitors do not have and this enables them to outperform their rivals" – this is so-call the competitive advantage. The later relies on the capability to deploy the resources.

2.3.1.   Sustainable Tourism and Public Management

Tourism is a dynamic industry which is always changing and there are always new challenges and problems, therefore a scientific management of both public and private sector is must to be ready for any unpredicted crisis (Chaumet-Riffaud, 2005; Elliot, 1997; Pender & Sharpley, 2004; Swarbrooke, 1999; Waligo *et al.*, 2013). It's seen that there are many conflicts between the industry and local people and conservationists about tourism development, the destruction of the environment and cultural assets (Bachleitner & Zins, 1999; Barré, 1995; Son & Suong, 1995). Tourism public sector management is badly needed to stop the abuse of these resources. The principles and methods of tourism public sector management are to identify and implement the most efficient and value added way to provide government tourism services. Tourism public sector management enable them to better understand how their processes work, to quickly identify and implement improvements, and to build a culture of continuous improvement; and to improve the quality, transparency, and speed of government processes (Godfrey, 1998; Jeffries, 2001; Nunkoo & Smith, 2013). It's generally believe that the government should cut out "waste" and "inefficiency" from government bodies, which will result in overall better services and more value for other supported programs and services. Tourism public sector management will lead to greater cost-efficiency for governments, without having negative side effects on other objectives and considerations.

The Government's role is to deregulate where necessary and ensure that tourism policy is coordinated across Government (Batley & Larbi, 2004; Cameron *et al.*, 2001). The Government's role is that of the fosterer, promoter, enabler, facilitator and regulator (RGC, 2014, p. 57). The tourism industry has the potential to become one of the fastest growing sectors of our economy. But creating – and sustaining – these higher rates of

wealth and job creation won't just happen automatically: it will need plenty of hard work and entrepreneurialism from the sector itself, and help from the Government to remove the structural problems and blockages which might slow the industry down (Penrose, 2011, p. 14). All these observations and arguments demonstrate that the state is a main actor in tourism planning and development (Asian Development Bank, 2001; C. M. Hall, 2008; Inskeep, 1994; Penrose, 2011; Tantivess & Walt, 2008). It is, therefore, necessary to study the politics of tourism from a state actor perspective. The public tourism management is not different from other governmental sectors. It is about politics, policies, and government's management in relation with tourism industry. Tourism in vulnerable and can easily be affected by changes in public policy and public perceptions (C. Michael Hall & Jenkins, 2004; Kennett, 2009; UNWTO, 2011). Public policy is political plans affecting the general good of all the people (Collin, 2004, p. 197).

Following a study of James Elliott in his book entitled "Tourism : Politics and public sector management" published in 1997 in exploring the ways in which governments of both developed and developing countries manage this diverse and volatile industry. His publication used case studies from the USA, UK, Australia, Vietnam and Thailand, wide-ranging covers key aspects of tourism management at all levels of government (Elliot, 1997). Whereas Puppim de Oliveira explains the local tourism management has similar responsibility as national tourism authority that the most typical responses of local and regional governments. They could be divided into four groups: (a) building institutional capacity, (b) investing in environmental projects, (c) controlling development and tourist flow, and (d) creating protected areas (Puppim de Oliveira, 2003).

To clarify the four groups above, the body is a public institution to pursue national tourism policies and goals. The national tourism authority of Cambodia were created and operated primarily as marketing entities. It also said the national tourism authority enabled countries pursue broad promotional strategies, in order to supplement the marketing normally done by private industry (Middleton, Fyall, Morgan, & Ranchhod, 2009; Seaton & Bennett, 1996; Tocquer, Zins, & Hazebroucq, 1999; Francois Vellas & Becherel, 1999). Traditional marketing activities of and national tourism authority include:

- Marketing and promotion of the nation and tourism destinations
- Encouraging private sector support and cooperation in promotional activities.

- Representing its country in trade shows and expositions
- Promoting and producing special events
- Promoting and contracting for market research analysis.
- Maintaining overseas tourism information offices

Some theory stated that there are 12 indicators to study about government role in tourism – Strategy, Investment attraction, Marketing, Infrastructure, Policy, Quality, Product development, Product operations, Funding, Skills development, Research and performance metrics, and Industry cooperation and collaboration.

Creation of more regulation and legal framework is to determine the roles and responsibilities of all various government agencies, at central and local level, and stakeholders; ensures the rights of international/local tourists; and, ensures the rights and obligations of participating businesses, inbound-outbound tour operators and all other concerned players in the tourism field (UNWTO, 2015).

Government have to formulate a legal and regulatory framework such as tourism law for the sustainable development, management and regulation of the tourism industry determining the rights and obligations of the Government in terms of protecting natural and cultural resources and tourism development and management; the rights and obligations of the industry suppliers; and the rights and obligations of the consumers.

Good information services are essential in tourism. Tourists are in place for a short period of time only, they have to learn rapidly about what there is to see, do and buy. They need to be informed about the destination and the range of services which it offers. Some of this information is closely linked to promotion. Informing somebody about a service will promote its use. To ensure efficiency to serve the travelers, there should have Tourism Information Office Coordinator to supervise both local and international offices. The tourism coordinator manages tourism information centers, which includes business management, staff supervision and development, office systems management and the provision of services. He/she checks and regularly report to management on the status of the tourism marketing budget and give presentations on tourism awareness or new initiatives on behalf of the employers to industry, media, community or interest groups. They may also contribute to the planning, development and implementation of tourism marketing strategies and encourage community involvement and awareness of potential benefits and impacts of tourism (UNWTO, 2011, p. 57).

Records should be maintained on all tourist contacts to analyze the information sought, noting any feedback on various aspects of the tourism product. Besides spread out information within a destination, some of useful information below should also be provided to tourists for a purpose to let them know about :

- How to adapt to local conditions (mode of dress, health hazards, drinking water, power supply, etc.)
- How to find one's way around (maps, routes, walking tours)
- How to behave (cultural norms and codes of behavior)
- Where to stay – this can comprise a reservation services operated by, or in a collaboration with the private sector
- What to see (places to visit, museums and other attractions)
- What to do (sports, recreation and entertainment facilities and centers)
- What to buy (shopping, handicrafts and souvenirs, food and drink specialties, local textiles and fashion goods, duty free concession, etc.)
- How to travel (buses, trains, car hire, internal air services)
- What and where to eat (local specialties, menus, recommended restaurants)
- How to keep safe (any crime or security problems, precautions – what to avoid, where not to go, what not to do)
- Where to worship (according to one's religion – place to worship and other associated services)

The above information can be published in print form such as in leaflets, newspapers, especially in the guidebooks which are an invaluable source for tourists and are usually purchased at a tourist's own expense.

If site or destination plans are the "what" of sustainable tourism, tourism policies and strategies are the "how" – they reflect the ways and means to achieve the goals and milestones for sustainability. Policies often refer to institutional setups that allow governance of tourism development. Policies may not be site-specific and may apply across all of a country's area, while strategies are more action-oriented and often linked to a destination or region. Complementing the site/destination plan, policies and strategies describe a future desired state (vision) and detail the necessary steps to achieve that goal.

Huron and Spindler conclude that "renforcer la décentralisation, au-delà des structures institutionnelles, tout en conservant à l'Etat des prérogatives suffisantes pour

garantir l'égalité territoriale, tel est en France le défi à relever. L'observation est générale, mais trouve un écho tout particulier dans les politiques conduites en faveur du tourisme. L'Etat doit se concentrer sur ses missions essentielles que sont : la promotion mondiale, l'établissement de références de qualité, le contrôle, l'information technique des acteurs locaux et la stratégie globale pour l'ensemble du territoire. " (Spindler & Durand, 2003, p. 417).

Governments are essential in moderating negotiations between different interest groups. However, different agencies and ministries also tend to represent different groups of stakeholders, and there is a need for consistency in the inter-relation between different policies and strategies (tourism, poverty reduction and biodiversity), and levels of government.

Under this item, the tools to be used include tourism policies, inter-ministerial and inter-agency cooperation mechanisms, partnerships that allow park agencies to work with industry and retain parts of revenues for conservation and local development, and training for professionals and communities.

Continuity is a challenge for sustainable tourism development policies and strategies, with political evolutions and alternating parties. Inter-ministerial working groups, multi-partisan agreements and institutionalized multi-stakeholder committees can act as stewards for strategies and policies, allowing for better governance of sustainable tourism across successive mandates and transitions, but these alliances require constant revalidation, mobilization and negotiations.

A deep understanding of the political influence and expectations of different interest groups, consistent information campaigns, and capacity building are needed to establish governance systems and negotiation platforms that can face development challenges.

Because state actors are responsible for implementing overall tasks assigned by the ministry of tourism and they are also responsible for initiating tourism policy at local destinations coverage. Developing new tourism destinations and successfully maintaining existing ones require a policy that combines competitiveness and sustainability (Goeldner & Ritchie, 2009, p. 412). Tourism policy is 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 the daily activities within a destination are taken (Goeldner & Ritchie, 2009, p. 414).

In other words, on the one hand, the *basic aim of tourism management*, it should be reiterated, is to maximise the economic, sociocultural, and environmental benefits of tourism within a destination, while minimising the associated costs (D. Weaver & Oppermann, 2000). On the other hand, *the goal of tourism development is* to provide a framework for improving residents' quality of living by developing an infrastructure and recreational facilities for residents and visitors alike (Nickerson, 1996).

In fact, the role of tourism public managers is to promote the sector in their region through advertising campaigns and strategies, and provide assistance to tourists. They work with tourists of different cultures and traditions from all over the world and should therefore keep these different needs and requirements in mind. Tourism managers have a key role to play in sustaining and increasing this growth through effective marketing of the tourism products and services within their region. Part of Tourism managers' tasks is to identify different target markets and to design appropriate packages to meet their needs. It is important that products attract people and persuade them to come back.

Tourism managers manage tourism information centres, including staff supervision and development, business management and office systems management. They need to ensure that quality services are in place by responding to day-to-day tourism enquiries. They regularly check and report to management on the status of the marketing budget for tourism. They make presentations on tourism awareness or of new initiatives, to industry, community or interest groups. They liaise and build close relationships with the media to promote tourism issues, and encourage community involvement and awareness. It is essential that tourism manager be more than mere experts in leadership, they also need to be good managers of staff, customers, scant resources, and time.

Before clearly known who state actors are, we should identify the governmental tourism structure. The world has changed. Most of state actors are involving themselves to politics. I found that politics plays very important in all field nowadays. Politics is a science such as political sciences. Politics is an economy such as political economics. Political is geography such political geography. But why up to now, there are no any

people or scholars say "political tourism" which means a study of tourism and politics? Sure, tourism is a politics. Tourism is a policy of national, regional, and international platform. So, politics plays very important role in sustainable tourism. Politics is the theory and practice of governing a country (Collin, 2004, p. 194). As cited in Collin (2004), R.A. Butler defined that '…politics is the art of the possible'. Politics is about the striving for power[58] (Elliot, 1997, p. 10). Politicians play a number of roles – leadership of their polity (at a variety of levels), policy making for society, strategy making for the organization, partnership building with other organizations and with other stakeholders (including other countries or other communities), watch-dog over the decisions made within their polity, lobbyist in relation to decisions made in other polities, and last but not least, representation of their constituents (Bovaird & Löffler, 2003). Managers have different roles and different level and according to Chevalier, he classified the managing position into five levels as the diagram below (Chevalier, 2009, p. 9):
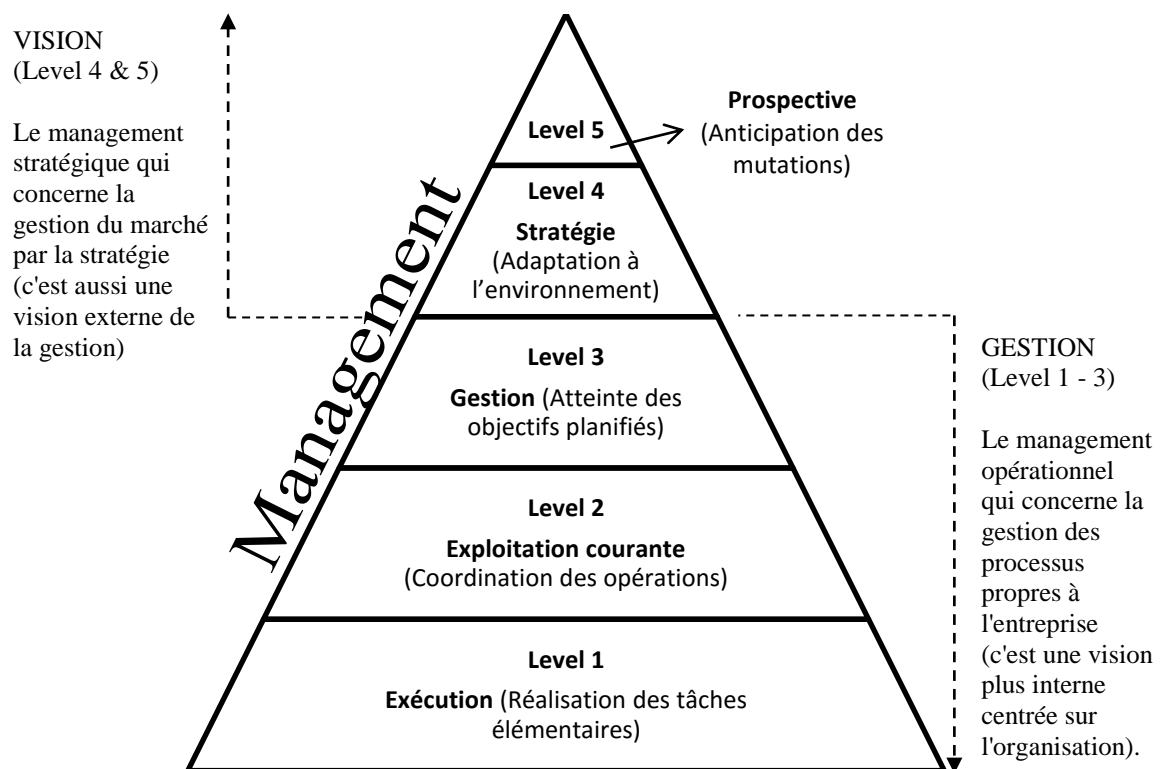
Figure 17 : Les différents niveaux du management d'un organisme

Source : Gilles Chevalier, *Eléments de management public*. (Afnor, 2009, p. 9)

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[58] You need Power, only when you want to do something Harmful, otherwise Love is enough to get everything done (Charlie Chaplin).

The role of tourism state actors varies from other local managers because tourism is a multi-sectorial which requires the managers not only to manage their office work, but to coordinate with other local partners. The coordination or cooperation with other tourism stake holders is much challenging and is the most important work of *Local Tourism State Actors* (LTSA). Understanding the main duties of state actors is fundamentally important to all individual government employees. Before we go any further, we should explore what we mean by 'public'. According to Bovaird and Löffler, the word "public" refers to "the group (or groups) of people who inhabit the public domain." (Bovaird & Löffler, 2003, p. 4). Public sector refers to industries and services which are owned by the state (Collin, 2004, p. 197). Bovaird and Löffler also tried to distinguish between the word 'public sector' and the 'private sector', which essentially revolves around differences of ownership (collective ownership, in the name of all citizens, versus individual (Bovaird & Löffler, 2003, p. 5). Public sector management is closely connected both with public policy, policymaking and policy implementation that is, as well as with public administration (Lane, 2000, p. 2). It is obvious that the preparation and implementation of tourism plans and policies must be freed from the influence of politicians. If a generalisation is made at this point, in order to implement and to apply sustainable tourism policies in any country, it is necessary to consider and question the relationship between policies and politics (Yasarata, Altinay, Burns, & Okumus, 2010). According to UNWTO (The development of sustainable tourism has seen a growing interest and involvement of different stakeholders in the process, with the public sector often playing a leading role. The role of the public sector can be multifaceted in the way it promotes a sustainable route to tourism development with a range of levels of intervention: (1) Regulation, to control activities/ behaviour (e.g. via legislation); (2) Coercion, to encourage change to meet policy objectives (e.g. via tax breaks or additional taxation); (3) Encourage people to change their behaviour by education and advertising (e.g. social marketing); (4) No intervention or interference – minimal involvement of the State.

Ultimately this is dependent upon the government's political philosophies. It is against this background that the work of the UNWTO Sustainable Tourism Programme needs to be viewed, as arguably it has been one of the most active and influential bodies in promoting a global framework to create sustainable tourism activity (Inskeep, 1994, p. 44).

2.3.2. Internal Management

The role of tourism state actors is just like other management theory. Stephen Page said there is also a need to examine the basic principles associated with the term 'management' and how these elements of management can be integrated with the study of tourism as an activity (Page, 2012, p. 22- 23). The basic functions associated with management as an activity are concerned with:

Planning,
so that goals are set out and the means of achieving the goals are recognized.

Organizing,
whereby the work functions are broken down into a series of tasks and linked to some form of structure. These tasks then have to be assigned to individuals.

Basic principles of management

Controlling,
which is the method by which information is gathered about what has to be done.

Leading,
which is the method of motivating and influencing staff so that they perform their tasks effectively. This is essential if organizational goals are to be achieved.

Figure 18 : Basic principles of management

(Source : Updated from Stephen Page, *Tourism management*, p. 23)

Leaders of countries find themselves thrown from power if they do not convert tourism potential to a revenue stream (Chang, 2007, p. 9). It's essential that each local

tourism body is responsible for a genuine tourism destination which reflects the natural geography of an area's visitor economy, rather than local public sector or electoral boundaries which is what typically happens at present. If this central principle is compromised then destinations won't be marketed coherently or effectively, and customers will be treated inconsistently or unpredictably as they move across invisible public-sector boundaries which bear no relation to the place they're visiting. This type of decision is best taken locally by those who know their areas and their businesses (Penrose, 2011, p. 21).

The challenge of state actor is to recognise the importance of these forces and to function in their presence, as well as knowing how to manage them so that they become agents for positive change (Pender & Sharpley, 2004, p. 189).

In regards to **human resources development**, it is playing very important role in enabling tourism businesses, destinations and countries to operate effectively and competitively in the contemporary global economy. The HRD role is effective within tourism, through policy and planning as well as the delivery of actual HRD initiatives. Khan said special attention, therefore, will have to be given to the needs of manpower and personnel to be trained and rendered qualified for the various tourism professions (Khan, 2008, p. 91).

Another role, for instance the **marketing role** of Government Tourism Administration which is a fundamental institution to enable the tourism sector smoothly progressed, particularly to make responsibly sustainable tourism development, and in the same time to cut down risks within a destination. In order to minimize these negative impacts, clear, visionary, focused leadership of the government is vital. Obama (2009) explains that risks happening within a tourism destination are real, immediate, penetrating and potentially irreversible: risks to the environmental sustainability, risks to greater economic stability, risks to local culture, risks to social value systems to name a few. Simply put, in buying into the tourism phenomena, a destination can face the risk of selling its soul. To tackle these issues, the government shall establish a suitable strategy.

When a government takes the strategic decision to embrace tourism as a key driver of social and economic growth something very interesting starts to happen. With this decision a nation makes a pledge to open its doors to the world, hosting curious minds and hearts of people of all walks of life on its home soil. Citizens become

ambassadors, culture becomes national character, places become pride-filled attractions, experiences become stories, and strangers become friends.

Importantly, people from across the destination, people of all ages, skill levels, backgrounds and beliefs have, through tourism, an opportunity to actively and meaningfully participate in the sector in a way which empowers and inspires the people, economy and future of the destination.

At the heart of the tourism sector, as all good business thinkers know, must be the presence of a solid tourism strategy. Strategy provides the framework for fulfillment of defined, measurable objectives. For as individual as tourism is, nations transforming themselves into compelling, competitive and clearly differentiated destinations must establish strategies, systems and processes to ensure that the sector can indeed deliver against specific tourism objectives.

But the development and growth of a successful tourism sector is not simply about a successful tourism strategy, no matter how brilliant the strategic thinking may be. The strategy is key. Without it the destination risks throwing its doors open to the world and, for lack of better words, selling its soul – losing its culture, character and care for one another for the purpose of making money through tourists.

But is it merely paper – ink on lines with huge promise and desire to create something beautiful – until brought to life through the hands, heart and eyes of the conductor. For the tourism sector that conductor is the government of the destination, the source of vision, inspiration and disciplining direction which turns passion into proud, purposeful, clearly positioned tourism marketing and experience excellence.

Why is the involvement of government really necessary, when in many ways tourism is a relatively easy industry for anyone living in the destination to participate in? Advertising and marketing agencies know how to successfully promote and advertise. Travel agents know how to successfully sell holidays. Hoteliers know how to successfully run hotels. Restaurants know how to successfully serve fabulous local meals. And artisans know how to create curious and other keepsakes for tourists to buy and take home as gifts. Why is it necessary for government to play a part? Simply this: Tourism is not purely for tourism sake.

To operate effectively for long-term benefit of the destination government must mobilize the tourism sector as a critical driver of the greater:

- Economic,

- Social,

- Cultural,

- Industrial, and

- Infrastructural development of the destination for its people and their future.

Like the conductor of the orchestra, the government of the tourism destination has the greater:

- Sense of vision,

- Competitive market intelligence,

- Executional insight,

- Ability to bring all members of the orchestra together, and

- Access to resources to turn what is on paper into passionate, purposeful, integrated performance, which most consistently and creatively attracts target audiences who will most appreciate and most enthusiastically visit, the destination.

Obama (Barack & Anita, 2009) also acknowledges that leadership of the tourism sector by government is required at two fundamental levels: (1) MACRO: Establishment of overall Tourism Strategy and Policies to ensure sustainable growth and development of the sector at social, economic and environmental levels, and alignment of sector efforts to the greater national / regional growth mandate; and (2) MICRO: Brand Leadership of the destination, ensuring creative, coordinated, competitive and compliant of marketing, promotion and innovation of the destination (Barack & Anita, 2009).

Working in harmony, these two dimensions of tourism leadership ensure that the vision of the destination is brought to life through its daily expressions, i.e. destination brand promise, destination promotion, experience offerings, product and service delivery, policy implementation, infrastructure re- investment.

To fulfill the MACRO needs, governments mobilize Ministry of Tourism to take high level ownership and responsibility for defining the long-term direction and impact of the tourism sector including policy, participation and governance. It is the Ministry of

Tourism which are best placed to ensure that the sector strategy for tourism it directly aligned to and supportive of, the greater national economic growth and development mandate and strategy.

Ultimately government must act as a central leadership force for the tourism sector – its industry, community, partners and principals – providing a central source for destination:

- Strategy,
- Policy,
- Investment, and
- Stakeholder alignment

Complementing the above, at a MICRO level the creation of National Tourism Organizations (NTOs) also referred to as Destination Marketing Organizations (DMOs) and National Tourism Authorities (NTAs), have become important levers for long-term, meaningful, optimized growth and development of the destination. According David Jeffries point out that the NTAs principal functions are to encourage provision for and to attract tourists from outside their boundaries. Each destination, however, has its own unique needs and priorities when it comes to the growth and development of the tourism sector (Jeffries, 2001). Form follows function. As stated by the UNWTO: " there is no 'one size fits all' approach to destination marketing as needs, expectations and anticipated benefits vary greatly from one destination to another." (Barack & Anita, 2009).

Ultimately, through their destination marketing and promotional efforts, the NTO must ensure that the brand and marketing strategy for the destination are directly aligned to, and supportive of, the greater tourism sector mandate for economic growth and development, which in turn must drive that of the cross-sectoral national/regional mandate.

Each musician playing his or her own part, in accordance to the sheet music shared by all members of the orchestra, who together, are working to create something truly spectacular.

In the end it is as diverse as tourism destinations may be in terms of:

- positioning,
- proposition,

- profile and

- experience promise, they share the need for inspired, visionary, comprehensive and carefully coordinated leadership.

In fact, "just as the conductor is responsible for carefully guiding his/her musicians towards the creation of musical magic as one united force, is it government who must confidently lead the people of the destination's tourism community, providing them the direction and inspiration they need to live and love the destination which they call "home"… and proudly share with audiences around the world whom they know will truly love their art", said Anita (2009).

The role of state actors in the public sector, which in theory may seem to be central, has for long been under pressure from two other major sources: the professional groups who tend to believe that they are uniquely well informed about which policies are most likely to work and the managerial cadres who tend to believe that they are uniquely expert in getting the various professional groupings to work together effectively (Bovaird & Löffler, 2003, p. 20). So, public tourism director is just like the other managerial position, the four basic principles of management – Planning, Organizing, Leading, and Controlling are still importantly applied.
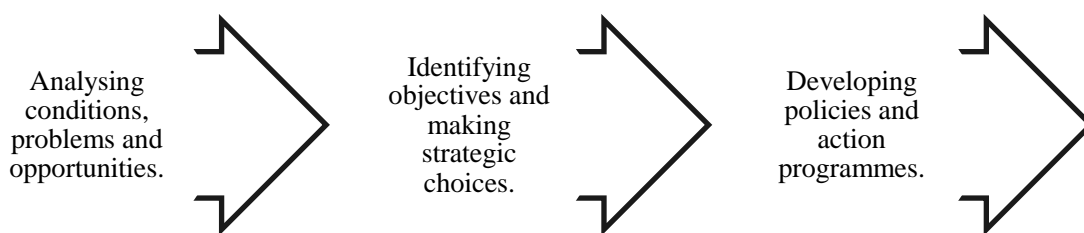
Figure 19 : Three stages of developing a sustainable tourism strategy

Source : World Tourism Organization et United Nations Environment Programme,

Making tourism more sustainable, p. 60.

According to the UNWTO, Tourism managers need to identify the priority issues at their destinations, in consultation with the main stakeholder groups, and develop

indicators that are the most relevant for those priority issues, clear to users and feasible to implement in terms of data availability and the cost to obtain them (World Tourism Organization & United Nations Environment Programme, 2005, p. 178). Therefore, for sustainable tourism, Tourism managers should also pay attention to attraction management strategies. In attraction management, the customer who is there to spend money and have fun is first and foremost. Profits and fun can be achieved if the attraction follows these rules:

- The grounds are always kept clean
- The employees must always be friendly, look good (in uniform), and know the ins and outs of the attraction. The only known ways of getting and retaining good employees is to treat them the way you want them to treat your customers.
- Be safety conscious. Attractions with rides or other potentially dangerous areas should have a regular inspection and maintenance system to assure safety. There is nothing worse than an injury resulting from faulty equipment.
- Use your competition to your advantage. By working with the competition, both attractions will benefit from the increased tourists sales.
- Be proactive in management style. Rather than reacting to situations, plan ahead for what can happen.
- Manage with the end product in mind. Knowing how the product should appear to the customer creates an understanding of what is needed to achieve the end product.
- As a manager, know what is important in keeping happy customers, and do not switch to other, less important projects.
- Listen to the employees. These are the people who have the ear of the customer and know what is really happening at the attraction. If there is a problem, the employee is more likely than any manager sitting behind a desk to be able to assist in resolving the problem.

Tourism manager at local level need to be aware of the participation of all relevant stakeholders; legislation and regulations that control the use of territory for tourism purposes, integrating this sector in overall regional and local development and making it compatible with other sectors of activity; regulations on the use of heritage assets for tourism purposes; management plans for protected natural areas and archaeological sites; determination of the carrying capacity of tourism sites and respect for those limits by all the actors; systems for mandatory or voluntary sustainability

certification; and last but not least, indicators to periodically measure a series of variables that affect the sustainability of tourism destinations.

2.3.3.　　　External Cooperation

The importance of partnership building is to improve governance. The government should have better partnerships for marketing and human resource development. The currently productive interactions between the government and non-government sectors are limited. It is vital that the government builds partnerships with non-government sectors, in particular the private sector and civil society, to broaden its ownership of reforms. Promoting stakeholders' participation and building broad-based partnerships takes time, but they will add great strength to reform efforts of the government, for instance Farazmand (2007) said "civil service reforms has been the elimination of corruption and building professional competency in the administrative and government system". They also ensure that political support will not weaken once implementation begins and unpopular consequences become more visible.

Attention should be made to some building such as the design, the form, positioning, architectural style and height. Others attentions are related to drainage and waste disposal, parking, and surrounded landscape. In response to sustainable tourism development, Doswell suggests some guidelines as (1) Respect the spirit of the place. Building should be congruent with their surroundings (Doswell, 1997, p. 134). Development should be sympathetic to the local culture and environment. (2) Restore old buildings but respect their original use. They should be adapted if necessary, with respecting their integrity. (3) Allow high rise building only when it is keeping with the overall development concept, and when it conforms with local density standards. (4) Leave green spaces and animal habitats intact and undisturbed. (5) Conserve trees wherever possible, plan flowers and some trees. (6) Leave views unblocked by buildings. If possible views should be opened up from every balcony, terrace and window.

Monuments and artifacts should in turn be presented to visitors in a factual and coherent way, with a view to explaining their historical and cultural significance. This will involve extensive training of guides, the publication of high quality guidebooks and other related educational materials, (e.g. slides and postcards) which may be sold to tourists.

2.3.4. Actors Challenges

According to Swarbrooke, there are six key actors in sustainable tourism : (1) the public sector, (2) the tourism industry, (3) the voluntary sector organization, (4) the host community, (5) the media, (6) and the tourist (Swarbrooke, 1999, p. 85). So actors and indicators are the key roles in sustainable tourism.
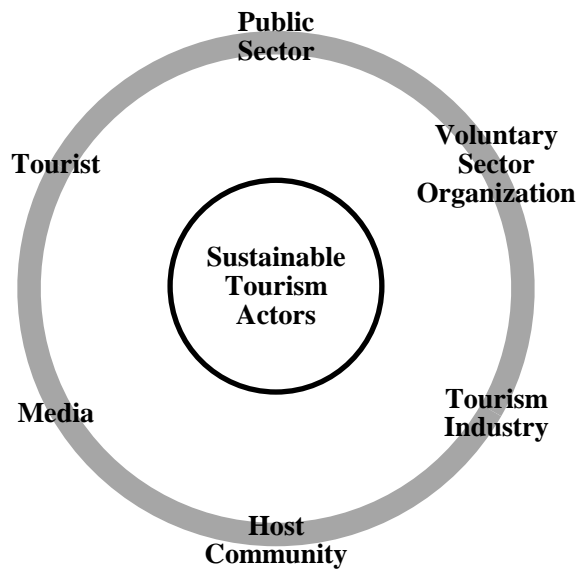
Figure 20 : Key Actors of Sustainable Tourism
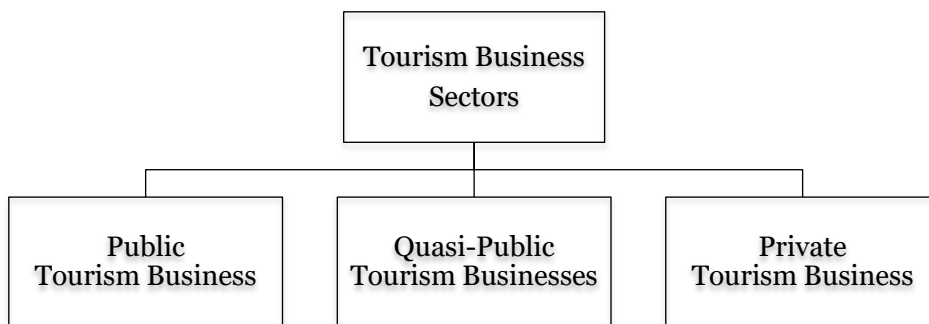
Figure 21 : The three sectors of Tourism Businesses

2.3.4.1. Public Sector and Sustainable Tourism

The principal actor of sustainable tourism is the public sector. Public sector bodies could do a great deal to make tourism more sustainable through legislation and regulation (Swarbrooke, 1999, p. 88). Government plays a pivotal role in bringing stakeholders together to develop an industry wide strategy which is action oriented and clearly measurable.

The public sector is able to gather a range of information on the visitors to a destination, their numbers and spending habits, their perception of and satisfaction with a destination, their collective effect on the local economy and individual businesses.

Tourism public sector plays a variety of roles in the main because it is the providers and managers of tourism products. Whatever structures are in place, the role of the public sector in tourism remains basically the same. It works on researching, developing and marketing tourism in a destination, something the private sector, made up predominantly of a huge number of small and micro-businesses, is unable to do on its own. It also has a coordinating function: brokering agreement and joint working between what would otherwise remain essentially competing business interests. The public sector provides the following services.

Strategic direction : Strategic direction is provided through the development and production of tourism strategies that recognize important synergies, identify key initiatives and set out coherent plans for the multi-faceted sector that makes up a destination's tourism product.

Public sector has traditionally provided funding, staff resources and the organisational capacity to create and manage campaigns on behalf of the whole sector.

Visitor information : TICs, destination websites and publications on the range of activities and attractions available in an area have been predominantly the preserve of the public sector. The public sector has the resources and capacity to develop, operate and manage these services; produce information on walks, architecture, literary figures, landscape, wildlife, and the other elements that make up a destination's character and distinctiveness.

Tourism development : Individual businesses will undertake their own development programmes to a greater or lesser degree, depending on the business. But

destination-wide programmes need public sector support to succeed, at least in the early stages, and often throughout the life of a development programme. These programmes include raising quality standards; training the workforce (in particular the micro-business sector); delivering strategic objectives (e.g. sustainable business operation, greater uptake of local produce, improved access); conservation and management of heritage and landscape areas.

Industry engagement and support : In an industry dominated by micro-businesses the public sector plays a key role in creating networks of businesses that serve to inform any strategic or destination-wide planning; providing peer support and interaction between businesses; engaging the sector in development and marketing initiatives. Private sector investment generated through active participation in programmes is very important in both increasing the funding available for a programme, and showing the public sector that there is some return on their investment from the private sector.

Government plays very important role to ensure sustainable tourism. Government, particularly in developed countries, has often played a supportive but essentially background role in the development of tourism. Government has tended in most developed countries to take a "hidden" hand role, i.e. it offers investment incentive, provides the infrastructure, and intervenes as necessary to direct and to encourage the growth of tourism; whereas in the developing countries, the governments have had to take a much more active and pro-interventionist role (Jenkins, 1997, p. 4). More governments in the developing world are now providing support for tourism rather than taking an entrepreneurial role. Besides provides infrastructure, Lickorish and Jenkins emphasizes that government has a vital contribution to make in ensuring standards and tourist's personal safety, i.e. the police services; which is reflected to tourism globalization aspect – the standard is important wherever tourist maybe (Jenkins, 1997, p. 8). WTO stated in its national and regional tourism planning publication that the government needs to make some direct investment in improving tourism product; for example, archeological and historic sites required improved interpretation, and additional cultural and public-type recreation facilities need to be developed (Inskeep, 1994, p. 186). In some country this body is referred to Government Administration Tourism (GAT). In general as Roger (1997) said the management of GAT should be likely follow :
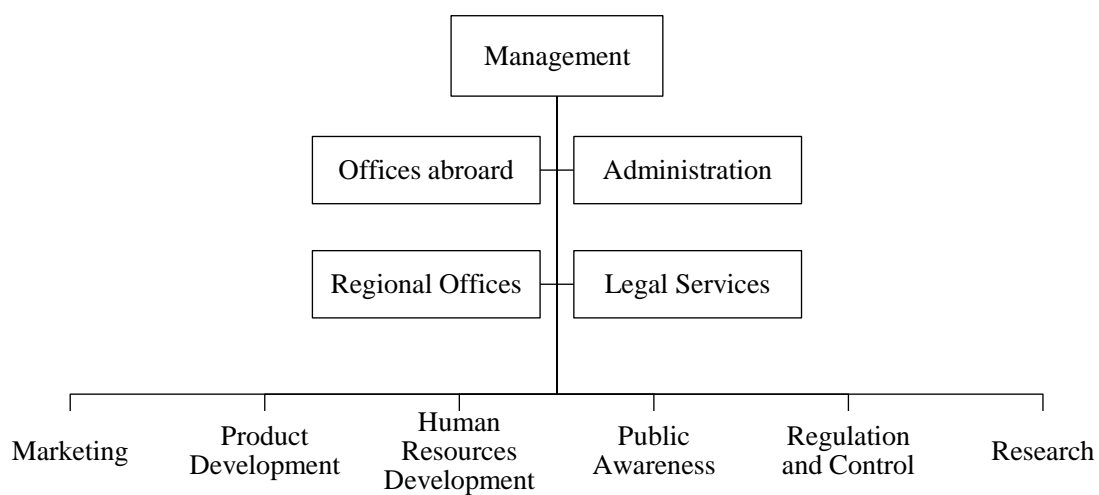
Figure 22 : Typical GTA Organization Chart

Source : Roger Doswell, *Tourism: How effective management makes the difference*, MA: Butterworth-Heinemann, 1997, p. 91.
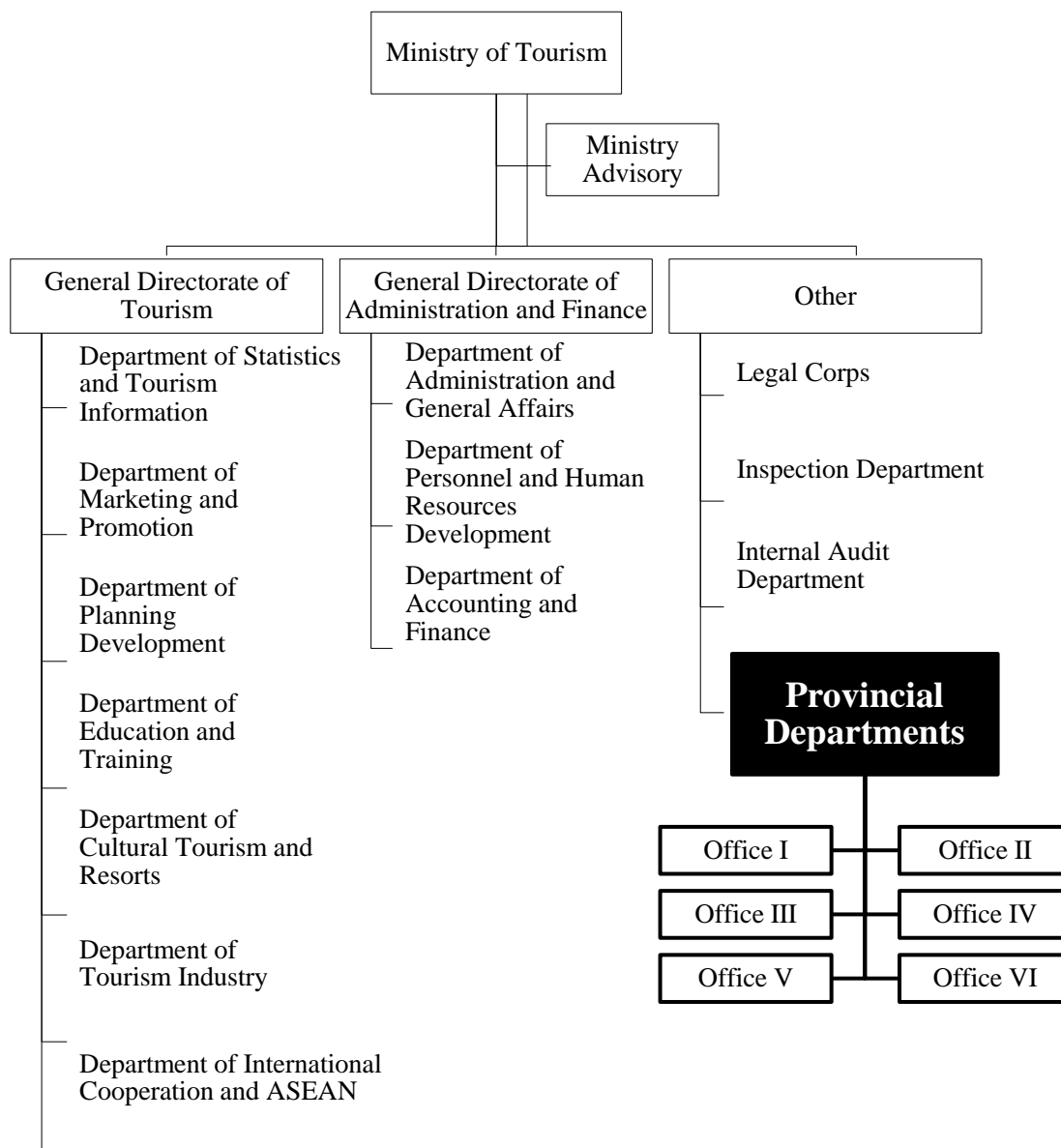
Figure 23 : Organisational Structure of the Ministry of Tourism of Cambodia

Source : Author (Updated from the Ministry of Tourism, 2015)

Office I   : Office of Administration, Personnel, Finance and Inspection

Office II   : Office of Tourism Planning, Cultural Tourism Development and Local Tourism
                      Communities (Agri-tourism, Eco-tourism and Poverty Alleviation)

Office III   : Office of Tourist Industrial Management and Woman and Child Safety in Tourism

Office IV   : Office of Tourism Education and Training

Office V   : Office of Tourist Information, Marketing and Promotion

Office VI   : Office of Tour Guide Management (this office is available only three provinces - PNH,
                      SRP, PSK)

The MOT structure of the 4th mandate

The MOT structure of the 5th mandate

Illustration 5 : Organisational Structure of the Senior Leaders of the Ministry of Tourism of the 4th and the 5th mandate of the govenment

(Source : Ministry of Tourism, 2013, 2015)

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Most nations have several policies toward foreign tourists that are based not only on anticipated length of stay but also on the degree of international cooperation existing between the two countries. For example, Canada requires no passport or visa from citizens of the United State or Commonwealth countries, but may require such documents from other nationals (Richter, 1989, p. 4). Government leaders have perceived of tourism as a political bridge among nations (Richter, 1989, p. 7).

In the growing climate of liberalization/ privatization and the political and economic shift towards market driven economies, the role of the government is to become the facilitator, the coordinator, the stimulating catalyst and the supporter of the industry. It should take care of policy and planning and not intervene directly in its execution. The private sector is better suited for entrepreneurship. Public funds become scarce and the private sector is only willing to invest if it has control over the use of its investment so as to assure the return.

Lickorish and Jenkins conclude that the role of government is an important and complex aspect of tourism, involving policies and political philosophies. Policy can be defined as an overall set of guideline (Lickorish & Jenkins, 2012, p. 812). It provides guideline for subsequent action. Policy points the way. The strategies, guided by the policy, will specify the actions to implement the policy. Goeldner *et al.* defined tourism policy can 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 tourism development and the daily activities within a destination are taken*" (Goeldner & Ritchie, 2009). A typical national tourism policy serves as useful guide to the whole tourism system. Policy statement is very essential as it tends to sound self-important and this tends to be unavoidable (Doswell, 1997). Policy statements are needed to provide guidelines for the planning process. The government needs to produce a national tourism policy which includes the following objectives :

- To develop tourism in a balanced and sustainable manner in harmony with the country's economic and social goals, and according to the national priorities as set from time to time.

- In particular, to create employment, to generate income, foreign exchange earnings and government revenues, and to stimulate national development.

- To encourage local entrepreneurship, with linkages established to stimulate the economic growth of the sectors.

- At the same time, to seek foreign investment when it contributes towards the country's tourism development plan and conforms to the regulations and controls established.

- To use tourism to conserve the uniqueness of the country's heritage, history, culture, and way of life.

- To also use to tourism to stimulate the expression of all forms of contemporary culture, through a wide range of events, festivals, and other activities.

- To develop tourism to help to conserve and protect the physical environment, enhancing the use of sites and attractions;

- To permit tourism infrastructure, facilities, services, and attractions to be enjoyed by the resident population and visitors alike. In this way to ensure that the development of tourism contributes to the quality of life of local residents as well as visitors.

- To keep various components of tourism product in balance in both quality and capacity, for instance, infrastructure and the environment, accommodation and transportation, attractions and services, etc.

- To develop strategies to attract only quantity and type of visitors able to contribute most readily to the desired standards of values.

- In this context, to establish any necessary controls over the quality of the tourism product.

- To promote the development of appropriate training facilities and programs, to both maximize employment opportunities and achieve the desired standards of quality.

- To coordinate all public and private sector agencies, organizations and interests, involved with tourism.

- To keep the general public informed about the growth of tourism, explaining them its development and its contribution to the country's social and economic wellbeing.

- To also explain to the general public how it can help and support the development of both international and domestic tourism

Likewise the UNWTO, as stated in its national and regional tourism planning publication, acknowledges that government policy is now for a revitalization of tourism sector as an important source of economic development (Inskeep, 1994, p. 231). Government has a major responsibility for handling the challenges and deciding which opportunities for tourism development can be sustained over the long term. Local communities will also have to participate in planning and assessment when culture and heritage are important. In addition, they have to be prioritized to (1) improve the overall quality of village people's lives, (2) preserve and reinforce the importance of their culture, (3) empower villagers to make their own decisions about their way of life and (4) contribute to the conservation of local resources (World Tourism Organization & United Nations Environment Programme, 2005, p. 9).

2.3.4.2. Private Sector and Sustainable Tourism

Private sector refers to all agencies that are for – profit organization directly related to the tourism industry (Nickerson, 1996). The private sector, however, was and is still the basic sector in tourism and normally the most dynamic and responsive to market demand and the changing environment (Elliot, 1997, p. 23). Apart from the public sector, the private sector also play very important role in sustainable tourism, especially marketing a tourist destination. Destination marketing is more challenging than other goods and services. Managing and marketing destinations is also challenging because of the variety of stakeholders involved in the development of tourism products. Managing a marketing destination, also, must integrate the principles of sustainable tourism and of ensuring rational utilization of public assets (mountains, seas, rivers, cultural sites). Global competitiveness and tourism concentration create numerous challenges and problems in the creation of consumer loyalty and sustainable competitive advantage in the tourism product market. The problems are evident in demand management and creation

of unique image of a particular tourist destination. Involvement of a great number of different organizations in creation and marketing of tourism products of a tourist destination makes it difficult to align their different interests and aims. On the other side, these organizations enter different kinds of partnerships for the purpose of achieving individual and mutual effects. Balancing the strategic aims of stakeholders and increasing total economic benefits are the most important objectives of the strategic marketing of a destination. This involves value creation for all participating partners through development of integrated marketing that contributes to the creation and advancement of attraction and unique image of a destination (Stanković & DJukić, 2009, p. 23).

Marketing an attraction encompasses the traditional marketing mix of price, product, promotion, and place (the 4P). In many attractions, PROMOTION is the only portion of the marketing mix that gets attention.

In the attraction, marketing plan is essential. For its necessary components is given below. This marketing plan component is a study of the attraction's strengths, weaknesses, and opportunities.

- Environmental Analysis
- Location and Community Analysis
- Primary Competitor Analysis
- Market Potential Analysis
- Services Analysis

Either public or private sector should aware its Marketing Position and Plan Analysis. This marketing plan component an answers the question "Where would we like to be?" It details the strategies the attraction should follow the following strategies:

- Market Segmentation and Target Markets
- Marketing Strategies
- Marketing Mixes
- Positioning Approaches
- Marketing Objectives

2.3.4.3.   Quasi-private Sector and Sustainable Tourism

Quasi-private sector plays very important role in sustainable tourism. Quasi-Public Tourism Businesses, therefore, refer to all businesses that are partially tax funded and non-profit but strive to be self-supporting through fees, donations, and /or memberships (Nickerson, 1996).

2.3.4.4.   Tourists (Guests) and Sustainable Tourism

Right now when talking about tourists and sustainable tourism, it is a "responsible tourists" or a "responsible tourism". Tourists are only the one factor of pushing tourism industry growth. Tourism industry refers to the human industry which is a market of buying and selling people trip. So, in this study tourist is a main actor for sustainable tourism.

Guests should not simply be noted only who they are, how many are they, and what they do; but it is critical to analyze where they stayed, how long they stayed, what they did, where they went, how much they spent, and what they liked or didn't like and why. Guests should be investigated through Demographics and Psychographics. Demographics is a statistics that include age, marital status, occupation, sex, income, education, and place of residence used for understanding who the travelers are to a particular site. Psychographics is a marketing information based on people' activities, opinions, motives, behaviors, and interests (Nickerson, 1996).
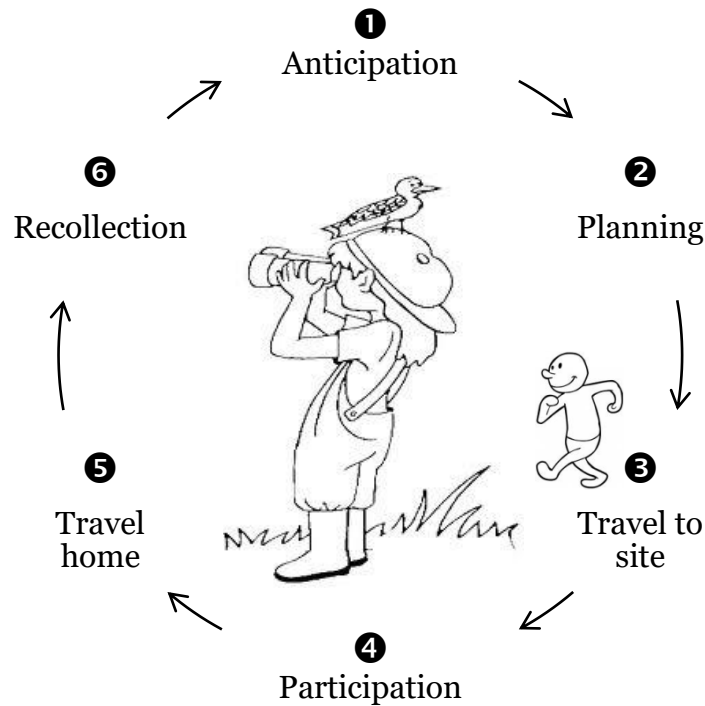
Figure 24 : The 6 Travel Experience Phases

Domestically in early new millennium, the moneyed classes start to travel more widely. The economic growth, security and peace in the country stimulated the tourism growth. However, the opportunities for holiday making for ordinary people are still limited in scope. For most people, in countryside, the chances to travel are still limited. Many people travel to certain areas because they believe it will give them more standing in the eyes of other people - Social and Ego Factors (Nickerson, 1996).

2.3.4.5. Local Residents (Hosts) and Sustainable Tourism

Public sectors at all domains are for the health of the host community, especially for the new emerged destination. In response to maximize benefit for the local community, one needs to protect and preserve local residents for being avoid of migration due to tourism development. Hence, a consideration should be made to define whom exactly the priority group of 'local community'. The latter is often equated with those living within a defined place at a given time, but this fails to distinguish between newcomers and long-time residents (D. B. Weaver, 2006, p. 135). Tourism has been identified as one of the primary industries with the potential to assist local communities in

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developing economic diversity. So public sector is required to set land use and zoning policy. Zoning and land use planning regulations are very essential and fundamental in all development. Doswell explains that tourism should not be allowed to grow in an explosion of random development. Land use planning provides a framework for what can be built where, how big, how high, and in what form and style (Doswell, 1997).

Hosts are persons, communities, or regions who entertain the visiting guests. Host also refers to the members of the community or region the guest is visiting. Guests are the outside visitors who have come to be entertained by the people, community, or region. Nickerson (1996) acknowledges that trying to get an entire community to be good hosts is like trying to convince people in the same political party to agree on all issues. Tourists must first be brought into the process as clients (guests) for the tourist destination and second as persons co-responsible for maintaining the destination (Nickerson, 1996). The host and guest interaction happens at restaurants, stores, hotels, communities and even walking down main streets. Communities interested in being tourism literate must concentrate on educating everyone in the community on how to be a good host.

Local people such as the citizen living around the tourist attraction; they are either linked or unrelated to tourism business. People in local communities are prepared to be active in 'neighbourhood watch' activities, that community groups are prepared to launch initiatives to 'keep kids off the streets' and that local businesses are prepared to offer work opportunities to local people from disadvantaged and vulnerable groups, to avoid them becoming disillusioned with the economic and social institutions which shape their lives (Löffler & Bovaird, 2009, p. 166).

Guests can be categorized into two – as *business travel* is generally nondiscretionary travel, in that the guest generally has few choices in deciding where, when, how, and how long to travel; whereas *pleasure travel* is discretionary and affected by discretionary time, discretionary income, and family life stage (Nickerson, 1996). It concludes that people travel for two reasons – *by obligation* which means the travelers have to go somewhere on business, or feeling an obligation for religious reasons, or for reasons of family or friendship, or for medical reasons; whereas *for pleasure* the travelers choose to go somewhere for pleasure, for example, of rest, adventure, escape, discovery, excitement, sport or roman, or any other pleasure seeking motivation (Doswell, 1997).

HOSTS & GUESTS RELATIONSHIP

Hosts
Hosts are persons, communities, or regions who entertain the visiting guests.
Host also refers to the members of the community or region the guest is visiting.

Guests
Guests are the outside visitors who have come to be entertained by the people, community, or region.

Business Guest

Business travel is generally nondiscretionary travel, in that the guest generally has few choices in deciding where, when, how, and how long to travel.

Pleasure Guest

Pleasure travel is discretionary and affected by discretionary time, discretionary income, and family life stage.

Time

Discretionary Time is that time away from work and other obligations. (Vocations obviously fit this definition)

Money

Discretionary Income is the money one may spend as one pleases.

Situation

Family Life Stage refers to where a person is positioned in his or her life.

Surface Factors :
The stated reasons why people travel

Physical Motivator

Cultural Motivators

Interpersonal Motivators

Status and Prestige Motivator

The 3 basic groups that the tourists come to your city

A cultural group

attends theatre, museums, and historical sites.

An active group

goes **golfing**, boating, swimming, and hiking on nearby recreational lands.

A relaxed group

goes **shopping**, enjoys sitting around the hotel pool, and spends time enjoying the local cuisine.

Figure 25 : Tourism hosts and guests

Business travel is generally nondiscretionary travel, in that the guest generally has few choices in deciding where, when, how, and how long to travel. Pleasure travel is discretionary and affected by discretionary time, discretionary income, and family life stage. Discretionary Time is that time away from work and other obligations (Vocations obviously fit this definition). Discretionary Income is the money one may spend as one pleases. Family Life Stage refers to where a person is positioned in his or her life. People undertake overseas travel to experience and broaden their understanding of different cultures. However, while wanting to experience different cultures, visitors also want or expect host countries to understand and respect their own culture.

2.3.4.6. Media and Sustainable Tourism

The media contributes greatly in activating tourist attractions and become a mediator between tourism and society, meaning that they mediate in a process of conveying tourism products to tourists. The fact that media are heavily dependent on elite government sources is significant as is the fact that tourism has become an important economic activity interdependent with the media (L'Etang, Falkheimer, & Lugo, 2007). The media is a part of social reality which shapes our perception. The media have a crucial role to play in putting emerging destinations. The relationship between tourism and the media is vital and complex. Tourism is highly dependent on media reporting because the vast majority of travel decisions are made by people who have never seen the destination.

Mass media refers collectively to all media technologies, including the Internet, television, newspapers, film and radio, which are used for mass communications, and to the organizations which control these technologies (Grenna et al., 2006; Marcotte & Bourdeau, 2015). The mass media has a compelling effect on the human mind.

Government should also take Public Awareness on Tourism into consideration. Public awareness is a backbone for tourism development. The public awareness programs needed to give the general public an understanding about tourism and its benefits, and tourists an understanding of culture of the country they are visiting. ADB reports that tourism awareness should be made in package such as for schools, the information on tourism and job opportunities in the industry should be provided (Asian Development Bank, 2001). For the politicians make them aware of the economic impact of tourism and the

need for sustainable tourism planning in order to avoid negative impacts. For the tourism stakeholders should work more effectively together to make decision makers aware of the impact of the industry and the need for government support for infrastructure development as well as a positive climate for investment (Doswell, 1997; Holder, 1992).
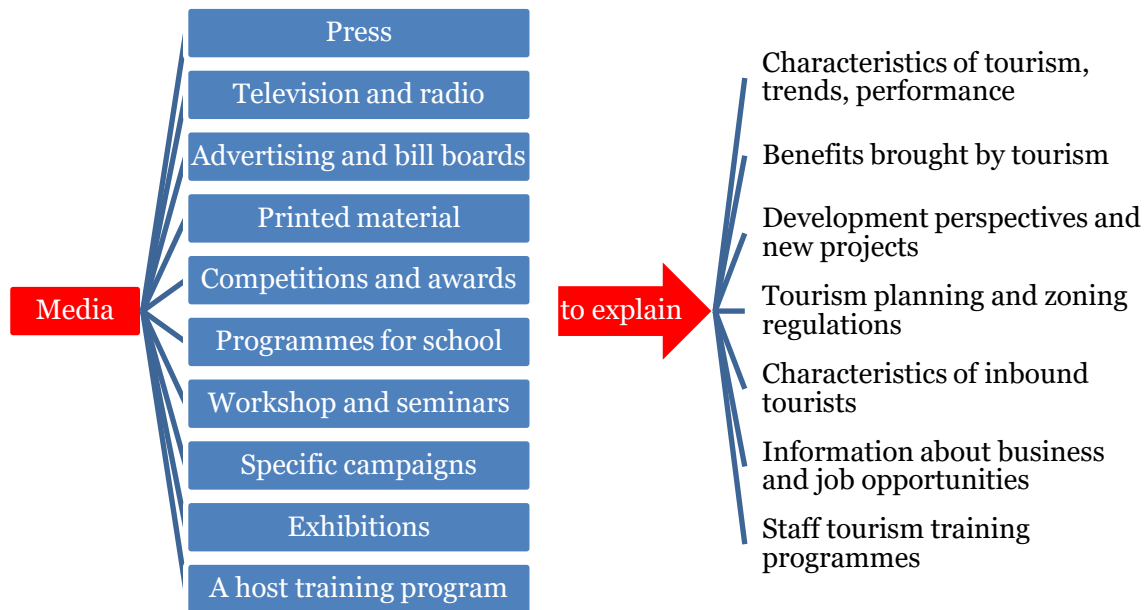
Figure 26 : Public Awareness Programmes

(Adapted from Doswell, 1997, p. 289)

There should also be public awareness campaigns to gain community support for tourism, including employment and career opportunities.

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Chapter ❸

RESEARCH METHODOLOGY

☞ *The purpose of this chapter is to introduce the following: 3.1 why the qualitative research was used for this study, 3.2 Research Perspective, 3.3 Participants, 3.4 Instrumentation, 3.5 Procedure, 3.6 Data Collection and Sources and 3.7 Data Analysis. This chapter aims to prove that the research method used this study scientifically corresponds to the research theme, the problem, the research objective, the research question, the significance of the study, and the limitation and scope of the research.*

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Research Methodology ─┬─ why the qualitative research?
                      ├─ Research Perspective
                      ├─ Participants
                      ├─ Instrumentation
                      ├─ Procedure
                      ├─ Data Collection
                      └─ Data Analysis
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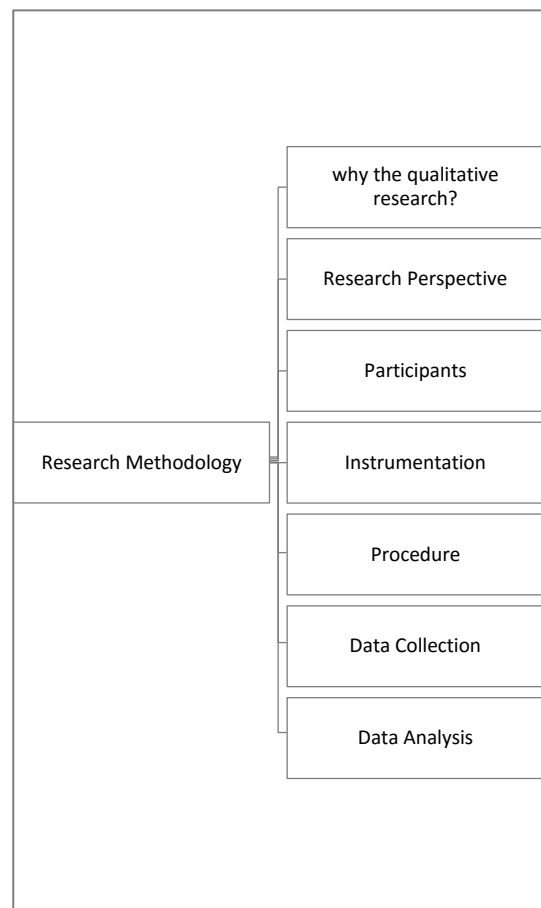
3.1. Why Qualitative Research?

This research uses qualitative methods. Qualitative research is more subjective in nature than quantitative research because it examines the less tangible aspects of a research subject (e.g. values, attitudes, perceptions) (Neville, 2007). Recent years have seen a rise in qualitative studies[59] within the field of tourism (Coghlan & Filo, 2013, p. 124). The state of qualitative tourism research has been widely studied (R. W. Riley & Love, 2000). Each qualitative study is likely to collect data about individual people and to report something about their perceptions, aspirations, beliefs, or behaviors (Yin, 2011, p. 235). Since the main objective of this study is to explore the action of public managers through, the use of qualitative methods are the most appropriate methods for answering the research question. The primary data of the in-depth interview, along with jurisdictional review and existing data are essential sources for this study. These secondary sources are drawn from public bodies, i.e. the Ministry of Tourism, the Office of the Councils of Ministers, the Parliament, the Senate, government ministries and departments, local government and public agencies such as tourism information offices, and especially international organization, such as UNWTO, UNESCO, UNDP, WB, and ADB. These sources are important because they give insight into and contain the formal objectives of government, management and tourism, and the criteria by which they can be evaluated. Academic literature on tourism from several disciplines is also a valuable source.

As mentioned earlier, this research uses the in-depth interview technique as the main tool for collecting information. In-depth interviewing is a qualitative research technique that involves conducting intensive individual interviews with a small number of respondents to explore their perspectives on a particular idea, program, or situation (Boyce & Neale, 2006, p. 3). Open-ended questions (semi-structured) are widely used to elicit a depth of information from state actors at the local government. According to Guion, Diehl, and McDonald (2011), in-depth interviews are a useful qualitative data collection technique that can be used for a variety of purposes, including needs assessment, program refinement, issue identification, and strategic planning. The authors

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[59] However, according Mason, Augustyn, and Seakhoa-King (2010, p. 432), "until recently the actual process of conducting such exploratory research within the leisure and tourism field has received little attention. This is due not just to perceptions that exploration is merely the initial step in a longer research process, but significantly, because there is a lack of guidance on how to conduct such research. »

also added that in-depth, qualitative interviews are excellent tools to use in planning and evaluating extension programs because they involve an open-ended, discovery-oriented method that allows the interviewer to deeply explore the respondent's feelings and perspectives on a subject. There are three kinds of qualitative interviewing: structured, semi-structured and unstructured (Chens *et al.*, 2008). Structured interviewing involves the use of questionnaires based on predetermined and identical sets of questions. In semi-structured interviewing, the interviewer has a list of themes or areas to be covered, and there may be some standardized questions. Unstructured interviewing is a kind of informal discussion where the interviewer wants to get in-depth information about a particular topic with another person in a spontaneous way. The table below refers to an "in-depth interview".

Descriptor	Structured	Semi-structured interview	In-depth interview, unstructured interview
Style	Specific protocol of question and answer	Conversation-like	Conversation
Design	Structured	Semi-emergent	Emergent
Researcher stance	Objective	Subjective	Subjective
Researcher perspective	Outsider (etic)	Insider (emic)	Insider (emic)
Consequence of researcher stance and perspective	Limited reflexivity	Reflexivity	Reflexivity
Exchange issues during the research process	Limited reciprocity	Reciprocity	Reciprocity
Language used	Subject/respondent	Informant, participant co-researcher	Informant, participant co-researcher
	Data	Empirical materials	Empirical materials
	Representation	Slice of life	Slice of life
Material/Data collection	Checklist	Field notes	Field notes
	Some open-ended questions	Transcription and recording	Transcription and recording
Basis of analysis	Mathematical and statistical analysis	Textual analysis	Textual analysis
'Findings' expressed as	Numeric representation	Depthful and thick	Depthful and thick descriptions

		descriptions	
Writing style for reporting research	Scientific report	Narrative	Narrative

Table 7 : Interviewing Qualitative Technique (Comparison of structured, semi-structured and unstructured interviews)

Source: Brent W. Ritchie et Catherine A. Palmer, Tourism research methods: integrating theory with practice (Cabi, 2005), 100‑101.

3.2.   RESEARCH PERSPECTIVE

This research will assist local policy makers and state actors with identifying local challenges, especially in terms of adapting their roles in bringing about sustainable tourism within the territory they govern. Besides aiding local policy makers and public managers, this study will help the Minister of Tourism understand the challenges of local tourism government, i.e. internal management and external cooperation among managers of tourism themselves and with other associated authorities and stakeholders.

3.3.   PARTICIPANTS

In total, 25 senior officials at the provincial-city department of tourism were selected for an in-depth interview with 10 main questions. Selection was based on leadership position, so that within each province there was only one top leader chosen – the director of the provincial department of tourism (PDT), who is referred to as state actor or local state actor or Local tourism public manager.

3.4. INSTRUMENTATION

Semi-structured interview questions and a questionnaire were used for this study. The interview was based on the questionnaire which consists of two parts – the 10 qualitative questions in the first part, and the other 10 quantitative questions in the second part. Qualitative questioning is an in-depth interview by telephone conversation with a sound and video recorder using the Actionvoip program and the Windows Live Movie Maker. The quantitative question is an online questionnaire base, filled out by the author using Google Docs. The individual interview took about 55 minutes.

3.5. PROCEDURE

The research was carried out in three main stages, starting with conceptualising the existing data and the jurisdictional review, and collecting raw data from in-depth interviews with LTSA. The in-depth interview occurred over a two-month period with a total of 25 local directors of tourism departments. Within these periods, my interviewing faced many obstacles because these managers were involved with politics as they are members of the political party. After being busy with the national election of the 5th mandate on 28th July 2013, most of them were busy with humanitarian activities because most of the northwestern, northern, and northeastern provinces of Cambodia were flooded. These scheduling challenges were overcome and interviews were completed.

3.6. DATA COLLECTION AND SOURCES

To respond to the question of "*What are actions of state actors regarding to Resources and Competences*", both primary and secondary data were collected through three streams of work in order to supplement each other – (1) existing data, (2) jurisdictional review, and (3) in-depth interviews with LTSA. The information collected through the research and consultations were then summarized into a number of major themes with implications for local tourism government.

The existing data and jurisdictional review were critically consulted in order to come up with the in-depth interview questions. The individual in-depth interviews took public tourism directors around 55 minutes to complete. Each interview, with a total of 25 local provincial tourism department directors, was recorded, transcribed, and revised. The data was then sorted into a range of categories, sub-categories, and interpreted.
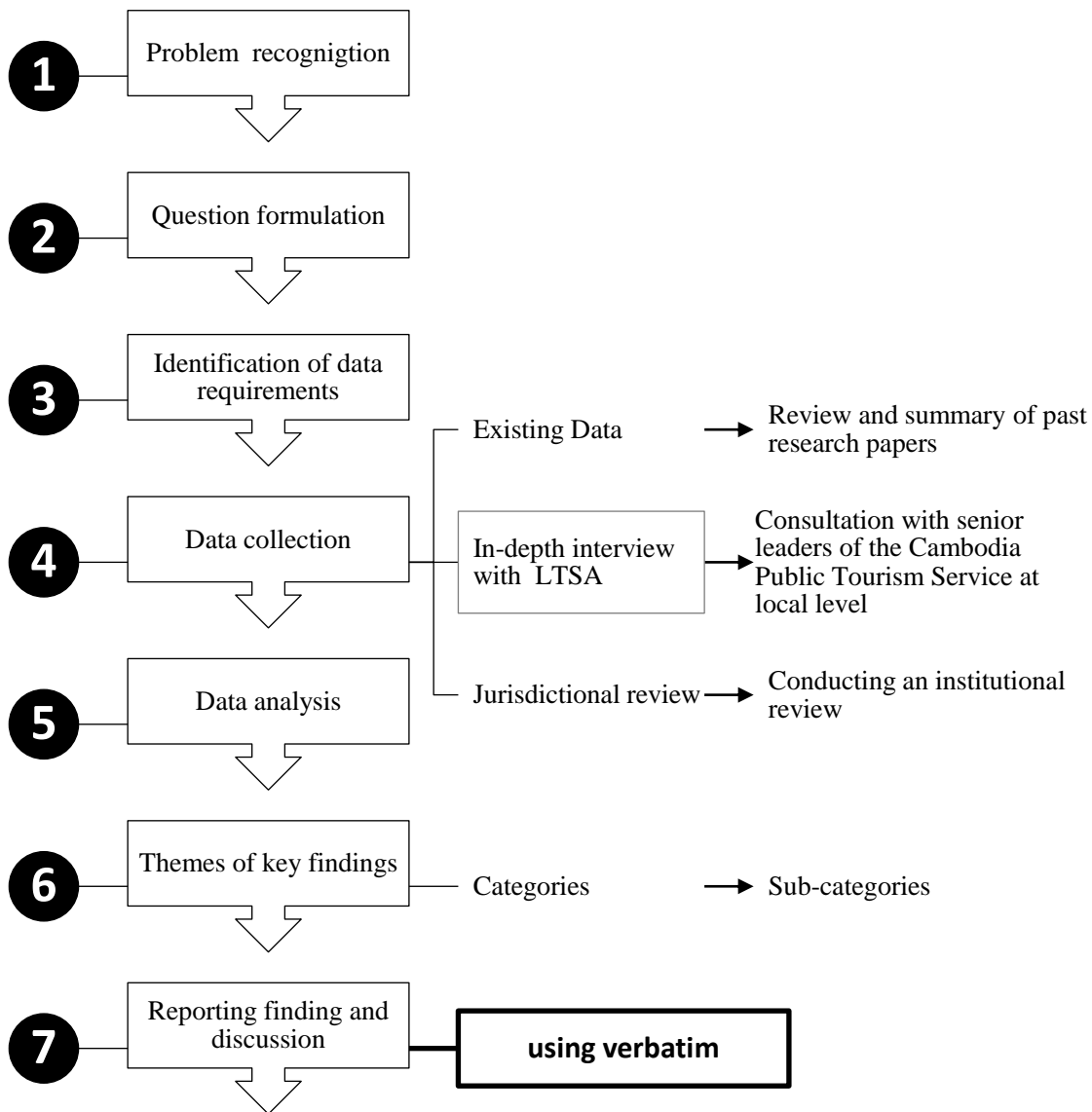
Figure 27 : A brief method of research, data collection, data analysis, and report writing

3.7. DATA ANALYSIS

Because the primary data for this research resulted from the in-depth interviews, it has been translated and transcribed. The data was analyzed using the content technique (transcription analysis). There are two types of content analysis (CA) – "conceptual analysis" which examines the recurrence of particular concepts in the text, and "relational analysis" which examines the relationship among concepts in the text (Raquel & Lluís, 2016; Stepchenkova, Kirilenko, & Morrison, 2009; Vitouladiti, 2014). To clarify this, John Schulz (2015) explains that "content analysis" is the identification of the key words, paragraphs, or themes; whereas "relational analysis" is the identification of the concepts or the exploration of the relationships between the concepts. He also suggests "discourse analysis", which is the identification of the main themes or the examination of the way they are expressed.

Topic	Weak	Recommendation
Sampling method		
Sampling method	X	Should be specified, or when using the whole population, this should be reported.
Span of time	X	Should be specified, especially when it influences the object of study (i.e. magazines or press articles).
Use of software e for data collection	X	Use of software as a support for data collection
Sample size		Should be specified, depending on each particular study
Object of study		Should be specified, depending on each particular study
Framework of study		Should be specified, depending on each particular study
Objectivity		
Judge training	X	Rules and procedures should be explained
Judge independence	X	At least one coder should be independent from authors
No. of judges	X	More than one judge should be used
Pre-test measures	X	A pre-test should be carried out
Description of roles and	X	Roles and procedures should be specified

procedures		
Systematisation		
Units of measurement		Should be specified, not only if categorisations or subcategorisations are used, also the number of units used and their identification
Types of data		Should be specified if the study uses a qualitative, quantitative or qualitative and quantitative approach
Reliability		
Reliability	X	Measures of reliability should be provided when possible
Citation authors		
Cites/influential authors	X	Authors

Table 8: Summary of best-practice guidelines for content analysis in tourism research

[Source : R. Camprubí & L. Coromina (2016), Content analysis in tourism research, *Tourism Management Perspectives*, N° 18, p. 138]

Content analysis makes tourism studies more transparent, effective and replicable (Raquel & Lluís, 2016; Malloy & Fennell, 1998; Stepchenkova et al., 2009). It is used to determine the major local challenges of sustainable tourism: the actions of state actors and any key indicators where sustainable tourism appears to differ conceptually. In addition, manual qualitative techniques were also used in order to maximize the achievement of a clearer separation of the factors and the identification of the best represented variables (Kothari, 2004; Schostak, 2005). Moreover, a descriptive analysis was also used to analyse public tourism directors' educational characteristics.

The transcripts were carefully read repeatedly, coded, categorized and collated with the aid of computer software (NVivo.10) to discover the main categories of answers to the research question. There are many other software applications used for content analysis, including ATLAS.ti, CAQDAS Comparison, CDC EZ-Text, Code-A-Text, etc. However, NVivo was used because we learned how to use this software within our GRM laboratory and it is one of the leading programs available. Moreover, the software matches this research and is useful to international future academic journal publications. NVivo helped to structure the data by highlighting key concepts and defining contextual categories.

The findings highlighted the predominant themes and sub-categories that emerged on various topics and reinforced those findings with relevant verbatim to support the participant's responses, using the SQC formula. The "S" stands for "Setup", the "Q" for "Quotation", and the "C" for "Comment". The "Setup" is a statement which is used to introduce the "Quotation" of the respondent's answers, whereas the "Comment" is used below the "Quotation" passage with reference to previous literature studies.

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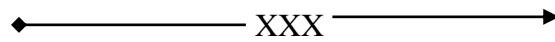
Chapter ❹

FINDINGS AND DISCUSSION

☞ *This chapter is the most important part of the research report. The structure of this chapter starts with an overview, followed by a presentation of the findings, and a discussion. Perspectives of professional tourism skills and qualifications is found in section 4.1, working attitudes of managers and employees is in section 4.2, followed by 4.3 with tourism law, regulations, and circulars, 4.4 institutional facilitation and financial support, 4.5 public tourism awareness and participation. The roles of Local Tourism State Actors (LTSA) were directly integrated into the findings and discussion passage through a comparison with the jurisdictional review and the previous research, as shown in the Literature Review chapter. The findings, discussion and perspectives were then concluded with a **Summary**.*
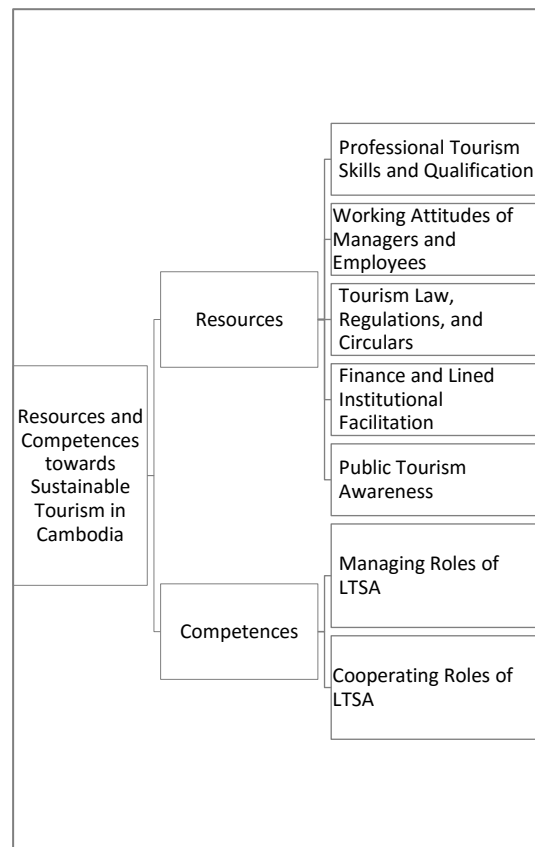
OVERVIEW

Although there is always political deadlock after every national election, Cambodia has enjoyed full peace, political stability, social security, and development of all sectors, especially the tourism sector, since the 1990s. Tourism has been proudly developed and considered to be a priority sector by playing a role as Green Gold or Green Economy – contributing to socio-economic development, the environmental and natural resource protection, and cultural resource conservation and development. In 2015, the tourism sector also registered remarkable growth, with an increase of tourists' arrival into the country by 6% over the previous year, which is equivalent to 4.8 million persons (Ministry of Tourism, 2016). According to forecasts, Cambodia will receive approximately 7 million visitors in 2020. Therefore, a study of *STRATEGY TOWARDS SUSTAINABLE TOURISM IN CAMBODIA: the action of Local Tourism State Actors in terms of Resources and Competences* was taken into high consideration, with the following findings, discussion and suggestions. The sound management and effective cooperation of *Local Tourism State Actors* (LTSA) were the first factors in sustainable tourism, particularly the development strategy of increasing the number of tourist arrivals, average length of stay and the average expenditure of tourists. The Government recognizes the need to prevent the negative impact of tourism through natural resource protection, cultural preservation, transmitted disease prevention, control of human trafficking and illegal drug use. The owners, operators and others involved in tourism need to be educated about the potential for sustainable tourism, ecotourism, nature-based tourism and health tourism (**GMS**, 2008, p. 8). Thus, a study of public tourism management as shown below is badly needed in response to this growth.

The structure of this chapter combines the findings and the discussions together, followed by perspectives and suggestions for LTSA. One of the most important perspectives and suggestions is the feedback of an LTSA to other LTSA. Such peer feedback is essential to advance the LTSA's capacity for the sake of sustainable tourism, which is considered an invaluable principle and practice. The perspectives and suggestions were also made to the national tourism authority, which is represented by the Ministry of Tourism, to local government and other associated public institutions. Since this study is limited to state actors, the private sector and other actors were neither investigated nor presented in this chapter.

Based on the perspectives of the public managers, we found that there are five main local challenges to sustainable tourism in Cambodia – (1) Professional Tourism Skills and Qualifications, (2) Working Attitudes of Managers and Employees, (3) Tourism Law, Regulations, and Circulars[60], (4) Institutional Facilitation and Financial Support, and (5) Public Tourism Awareness and Participation. These five challenges are the barrier of both push and pull factors for Cambodia's sustainable tourism.

Figure 28: The five challenges of LTSA (source: author)

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[60] "Circular" is a letter or advertisement that is distributed to a large number of people.

Figure 29: challenge and challenges extracted from NVivo (Source : Author)

Among the five main challenges, most of the LTSA pointed out that human capital and financial resources are the top problem, however the leadership of LTSA and the performance of public employees were also mentioned respectively – i.e. one of the respondents said:

> *Normally the main challenge is the quality of staff because most of them are old officials who are integrated from the integration period. They were chosen because at that time we just placed people to work without considering employee abilities. They do not easily catch on to the tourism skills and their responsibilities within the office they work in. With their knowledge limitations, they could not formulate or initiate their principle affairs for running their office, unless we point out them out directly.*

> *Yes, we do have challenges with other stakeholders. Firstly, is the role of partnership. Sometimes the partner does not understand individual roles, i.e. the affairs of the clean city contest movement, or the local authority always treating the work as a responsibility of the department of tourism. So there is a lack of participation of provincial government as well as the environmental department. In regards to the inter-ministries or inter department engagement at the local level, the coordination is an affairs of the provincial government. However, when it is seen that the tourism department is more permanently servicing, the local government left their job responsibilities to the tourism department. Actually, we did raise these issues affairs during the meeting to show each department what are their responsibilities, they just understand in the meeting, but in practice they don't implement them. Previously they actively participated in it, but after the clean city movement they participate less, which in fact is due to the problem of finances. If there is no money in the project, so people don't work too. (Oddor Meanchey)*

Five key challenges for more sustainable tourism include (1) managing dynamic growth, (2) climate change, (3) poverty alleviation, (4) support for conservation, and (5)

health, safety and security (World Tourism Organization & United Nations Environment Programme, 2005, p. 12-14). Among these, poverty alleviation is the first goal (UNWTO, 2011, p. 84). The LTSA also plays a role as a policymaker in considering the entire range of tourism policy instruments as well as the mix of those instruments. In the selection of policy instruments, government officials often demonstrate ideological or political bias, thereby favoring certain types of instruments over others. Ideally, policy makers must assess both the strengths as well as the weaknesses of specific instruments, together with the effect of ideology, social values, ethics, politics and economics on those assessments (William FF Theobald, 2012, p. 364).

The obstacle to sustainable tourism development is rooted in synthesizing the challenges of *Local Tourism State Actors* (LTSA). Therefore, based on the research findings, the five elements of Cambodia's LTSA' challenges were explored, and then the analytic discussion and perspective of individual challenges were clearly presented as follows:

4.1.   PROFESSIONAL TOURISM SKILLS AND QUALIFICATION

Professional [61] tourism skills[62] and qualification are the first main challenges of LTSA for sustainable tourism. In fact, this challenge happens at every level starting from the tourism office and proceeding to the tourism department and then the national tourism authorities or tourism ministry. Simply, skills and qualifications are a national concern and challenge. The findings showed that there are few LTSA who hold tourism degrees at the graduate level, whilst the rest of them hold degrees in other disciplines that are not much related to tourism. The research also found that there is a lack in both quantity and quality of public employees, and especially technical staff, whereas political officials are in excess, especially at the central level. The government of Cambodia is considered to have its head bigger than its body in terms of number of political positions (i.e. the fourth

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[61] According Thong Khon (2015), in the tourism sector, one tourism professional is needed to serve 8 international tourists. Thus, we need approximately 1 million tourism professionals to welcome 8 million international tourists to Cambodia in 2020, and we need to develop around 50,000 tourism professionals yearly.

[62] "Your life is your skill", said H.E Dr. Thong Khon, Minister of Tourism at the Official Declaration on Appointment of Tourism Department Director of Stung Treng Province on 31 March 2015 at Stung Treng provincial hall (MOT, 2015).

government mandate, where there were up to eight secretaries of state, nine under secretaries of state, and uncountable ministry's and minister's advisor position with an equal rank to vice-director general, director general, undersecretary of state, secretary of state, etc.). Whereas in the fifth mandate, there are up to six secretaries of state, eight under secretaries of state. We agree that those political positions are not necessary to improve professional tourism skills and qualification, but it is just a waste of public property and money.

In regard to tourism studies currently in Cambodia, the quality of education is unclear and the field of tourism study is not proportional to the job market within the sector and its importance to Cambodia. There are gaps between the needs of tourism employers and the supply of trained and educated personnel, including private training providers, colleges and universities. At present, there is no national plan for personnel standards, training programs, or controls of training curricula and instructors. According to the ministry of tourism, the need to develop human capital is the starting point for all development. Nothing is possible without trained and skilled people. Human resources can be split into two parts: (1) to offer competitive employment conditions and career opportunities to ensure the adequate recruitment at all levels of personnel, (2) to provide educational and training opportunities for all occupations and specializations at agreed and specified levels of skills wherever necessary in the country (MOT, 2012).
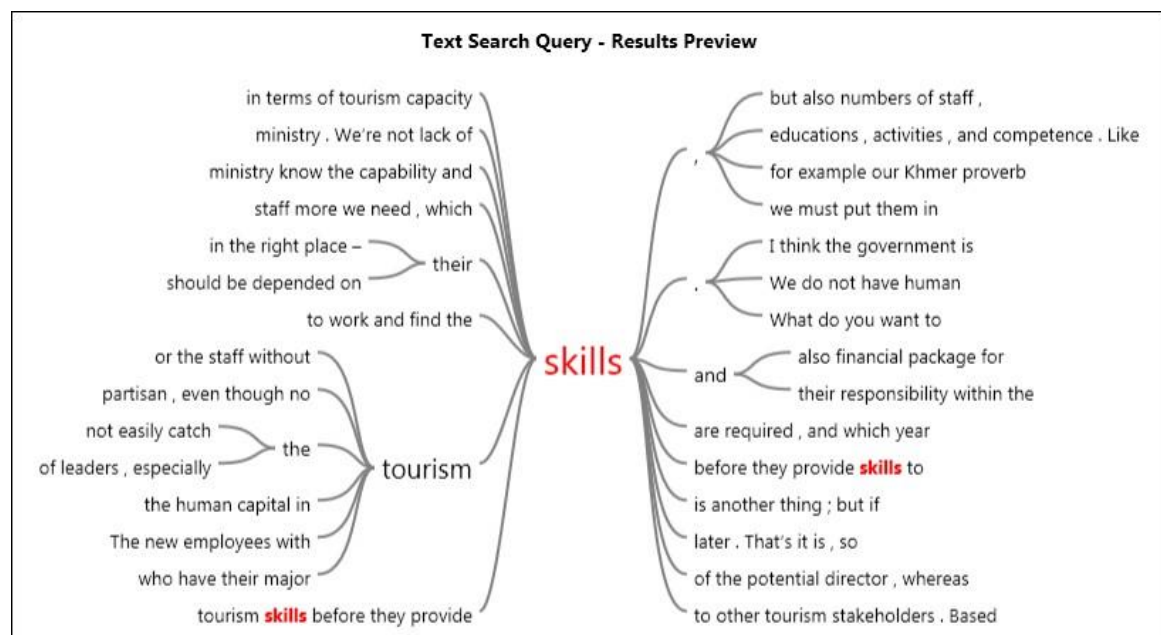
Figure 30 : Skills, extracted from the NVivo (Source: Author)

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According to the findings, human capital within the tourism department is limited both in quantity and quality. Most of the department has around 10 staff and is basically stationed only at the provincial level. It is rarely dispersed to the district level. Under the leadership of the department head, some offices see only one or two subordinate staff and some of them are sometimes even not a tourism technical staff. Most the numbers of staff are too old[63] to implement the job, whereas the new employees are fresh graduates. One of the human capital needs is to have an official who specializes in tourism planning because up to now there is a lack of experts to establish conduct planning activities and reports to be submitted for financial support. Almost all of the state actors suggest that training on tourism planning be made available to themselves and their subordinated staff. For instance, one respondent showed that one's local department of tourism has a number of officials less than the number of tourism offices within the department. The challenge of quantity and quality of tourism officials happens not only within the tourism office at the provincial level but also at the district level.

> *Well, as I mentioned earlier, nowadays our main challenges are human capital, especially in the field of tourism specialize. To this, the training is very important such as the oversea training as well as the in house short-course training which is organized by the ministry of tourism. Look, if we have only the number of staff or the staff without tourism skills is another thing; but if we have staff and the staff who have their major tourism skills, we must put them in the right place, i.e. tourism promotion, tourism management, ... etc. In my department we also have two main challenges, firstly our personnel become older and older and some get into retire, and secondly is the number of new staff who are majoring in tourism. Every year, the ministry sends the new personnel to us very little, just one or sometime even not. In regards to the number of personnel in each provincial tourism department, I think it should have at least about 20 to 25 because we have five offices, so it should be four to five staffs for each office. And, if some province has office at district level, thus the tourism office should have at least three staffs. Besides, the human capital is the financial capital for*

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[63] Of 14, 865, 000 population, Cambodia has 624, 330 elderly people (over 65 years old) which is equivalent to 4.2% (Klimenko, 2015).

developing tourism sites, and we know that the government is not capable,
so we seek for private investors. (Banteay Meanchey)

The multiple resources and skills are a core competency in a management theory concept. Competency means the ability to do something successfully or efficiently (N. Evans *et al.*, 2003). A core competency means a unique ability that a company acquires from its founders or develops and that cannot be easily imitated. Core competencies[64] are what give a company one or more competitive advantages, in creating and delivering value to its customers in its chosen field.

The sustainable tourism actors, as mentioned above will not be able to ensure its viability if lacking the resources and skills. A resource is a source or supply from which benefit is produced. Typically, resources are materials, energy, services, staff, knowledge, or other assets that are transformed to produce benefit and in the process may be consumed or made unavailable. The term human resources can also be defined as the skills, energy, talent, abilities, and knowledge that are used for the production of goods or the rendering of services. Human resources are the set of individuals who make up the workforce of an organization, business sector, or economy. "Human capital" is sometimes used synonymously with human resources, although human capital typically refers to a narrower view (i.e., the knowledge the individuals embody and can contribute to an organization). Likewise, other terms sometimes used include "manpower", "talent", "labour", or simply "people".

A skill is the learned ability to carry out a task with pre-determined results often within a given amount of time, energy, or both. In other words, the abilities that one possesses. Skills can often be divided into domain-general and domain-specific skills. For example, in the domain of work, some general skills would include time management, teamwork and leadership, self-motivation and others, whereas domain-specific skills would be useful only for a certain job. Skill usually requires certain environmental stimuli and situations to assess the level of skill being shown and used. As Bouncken (2002, p. 51) notes, "the enriched understanding of the others knowledge and skills improves the task fulfilment by the amplification of team related knowledge and evolving shared norms, values, and beliefs".

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[64] Also called core capabilities or distinctive competencies.

The atrocious Khmer Rouge period from 1975 to 1979, followed by a new model of colonialism (Bui & Fouquoire-Brillet, 1986) – Vietnamese occupation until 1989, led to a near-total loss of both financial and intellectual capital (Gaughan *et al.*, 2009, p. 213). Although it is a story of the past it possibly relates to the current human resources. Human resources are the core for sustainable tourism development, providing benefits to host community and satisfying tourists visiting the country, and contributing positively to tourism sector while negative effects would be minimized or eliminated (Farazmand, 2007; Peretti, 1987; M. Riley, 1996). This requires that all people involved in the tourism industry have foresight, commitment and the tools to plan and manage in a way that meets present needs without compromising the ability of future generations to meet their own needs (World Tourism Organization & United Nations Environment Programme, 2005).
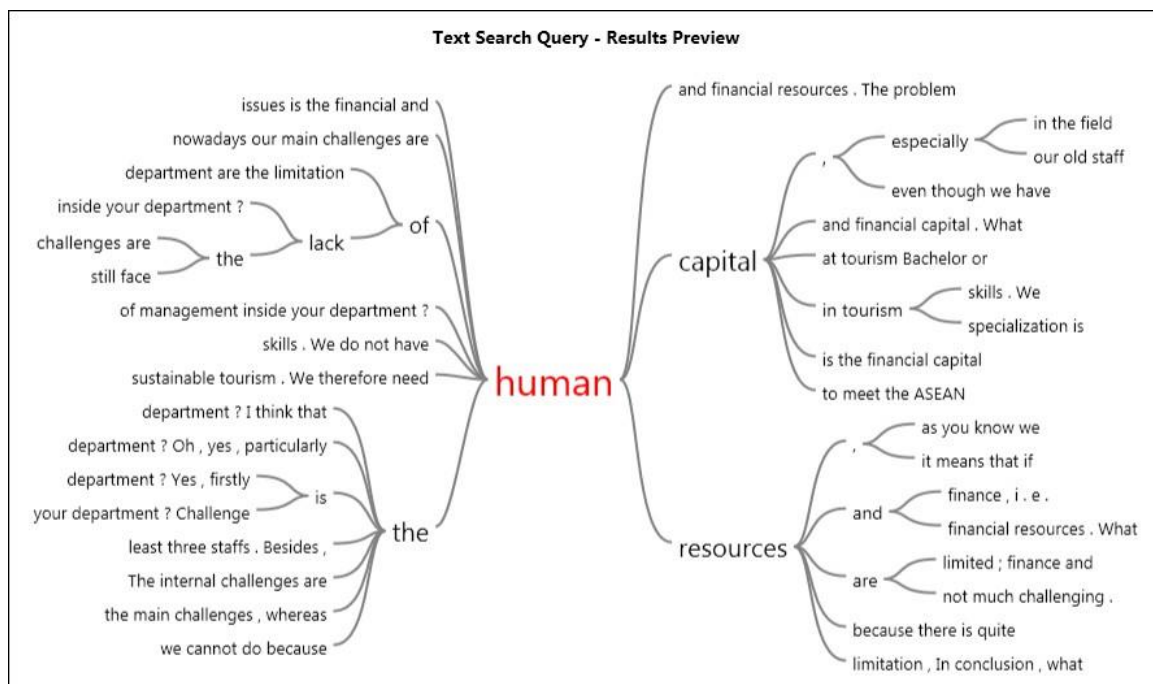
Figure 31 : Human resources, extracted from the NVivo (Source: Author)

Well managed tourism requires well educated human capital, thus the tourism educational policy is crucial challenges for achieving sustainable tourism – i.e. a typical tourism study has to be integrated into local educational programmes in order to provide

initiatives for a future generation about available internships or jobs at both public and private tourism sector (Pigram & Wahab, 1997). Improving staff and management skills will raise standards and ensure we have the capabilities needed to expand the industry (Penrose, 2011, p. 10). Therefore, the personal advancement of LTSA is considered a first challenge for sustainable tourism – i.e. a limitation of educational background in the field of tourism study, the professional skills training opportunity, and the quality of learning materials. According to the study, most of the LTSA are almost the age of retirement, so most of them feel undesired to access the new skills, particularly accessing to the tourism new technology.

> *Actually, I'm a new manager and also one of the youngest. Regarding management, I work with the aging staff, so we must know their mentality to have them work. As I discussed with the minister of tourism, HE. Dr. THONG Khon, so the floating staff I selected from the retired staff, and we don't expect them to work regularly but to work as advisors. Finance is important for sustainable tourism, so is the culture of sharing and transparency. Some missions we should do by ourselves because the operators do not to listen to our simple staff. Also, the manager should work closely with local authority because we work with the rich business people or some other people who are in power, so they are able to violate law. The directors, in their free time, should improve their tourism knowledge through reading books or especially policy documents that are issued by the ministry of tourism. There were plenty of tourism training opportunities that are organized by the ministry, but it is up to them because some managers, frankly speaking, that do not attend training. They assign only the vice-manager to attend. Some found that they are old, so they are not willing to study or even go to a meeting. (Kratie)*

Facing a limitation of human resources to carry out responsibilities for policy-making, planning, coordinating and monitoring requires cooperation and proper planning at local and national levels (Bramwell & Sharman, 1999; Burns & Novelli, 2007; Char-lee, Ritchie, Ruhanen, & Moyle, 2014). Within the networks at national and peripheral levels, the state actors were, to a significant extent, able to steer the process and the participation of their non-governmental counterparts (Tantivess & Walt, 2008). Planning

for human resources development should be established for prospective employees so that they can acquire both attitudinal as well as technical skills. Attitudinal characteristics contribute to an employee's success in tourism position and include pride, flexibility, adaptability and sound judgment (Godfrey, 1998; Peng, Putu, & Prasiasa, 2011). Technical skills are required for equipment operation and maintenance, financial management, food and beverage, and particularly personnel management. The importance of human resource development for the tourism industry is increasingly being realized (Baum, 2015; Farazmand, 2007; M. Riley, 1996; Tesone, 2004). There is a need to mobilize the human resource with the purpose of enabling them to participate in the task of organizational development and nation building. Mobilization would include the need to develop the human resource, their skills, knowledge, attitudes, so that they can competently achieve the pre-determined goals (Khan, 2008, p. 91).

Obviously, Cambodia faces the general problem of lacking strategies and policies for human resource development for tourism. As Bramwell said (2011, p. 459), "In order to develop and apply policies for tourism in destinations, there is usually a requirement for knowledge, thought, the application of power, resources and rules, and also coordination and cooperation among numerous actors". The need to develop the required human resources for the tourism industry has become imperative as a result of its rapid growth. Some of the specific problems that need to be addressed include: (a) the quantity and quality of human resources that are related to the labour-intensive nature of the industry and the need for a high standard of specialized skills in cross-cultural working environments; (b) the shortage of tourism training infrastructure and qualified trainers in many countries; and (c) the lack of national legislation and guidelines to improve the working conditions in the tourism industry. In this context, according to UNESCAP, the following specific action could be taken by the Cambodia& government: (1) Governments should assess present and future training requirements for human resources development; (2) Governments should consider formulating national strategies for tourism training and human resources development; (3) Each country should establish a national tourism training committee, consisting of representatives of the government, training institutes and the tourism industry; (4) Each country should consider participating actively in the activities of the Network of Asia-Pacific Education and Training Institutes in Tourism (APETIT) established in 1997by UNESCAP; (5) Each country should consider setting up a national network of tourism education and training institutes to

further strengthen cooperation (World Tourism Organization & United Nations Environment Programme, 2005). However, in order to meet this demand, the National Committee for Tourism Professionals (NCTP) was recently established under the Sub-Degree 09 RKKR.BK dated January 10, 2011 for response to national and regional demands and likewise in response to ASEAN Common Competency Standards for Tourism Professionals (MoT, 2011). The ASEAN Common Competency Standards for Tourism Professionals (ACCSTP) refers to the minimum requirements of competency standards in hotel and travel services, which aim to upgrade tourism services and facilitate the development of this arrangement between ASEAN Member States (ASEAN, 2013).

As a developing country, Cambodia must first develop the human resources at a large scale in order to develop the institutional structure in which technological innovation can occur. The strategies that drive human resources development in the tourism industry include a more open government, more transparent and accountable public administration and the development of energetic entrepreneurship in Cambodia and further liberalization of markets and goods, capital, technology and tourism products (Khan, 2008, p. 109). As is commonly known in international development, education and training is the backbone of a country's development. Education is about teaching ideas and knowledge; it is about understanding the world better. Training teaches specific skills; it is about how to do a job effectively. In tourism, students need both education and training. Sometimes there is an aspect of elitism in the rejection of training and often judge education as superior, as a result students are taught too few skills, and may be poorly qualified as a result of this elitism to take up many jobs that require hands-on and skills-based work. According to the ADB (2001), research for jobs on tourism, the strategic development of HRD for Cambodia needs training and education for both public and private sectors. For the public sector, the assessment used the following list of public sector occupational activities as a means of organizing its work, such as:

Advertising Manager/Coordinator/Assistant, Coastal Zone Management, Computer Programmer,	Cultural Resource Planner, Data Base Management, Data Gathering and Analysis (Statistics), Economic Analysis,	Gift Shop Manager/Assistant, Graphics/Presentation Manager/Assistant, Heritage Interpreter, Information Officer,	Infrastructure Planner, Inspector, Investment Counselor, Legal Advisor, Leisure Center, Manager/Assistant,

Licensing/Grading, Market Research and forecasting, Marketing Manager/ Coordinator/Assistant, Natural Resource Planner,	Product Development Expert, Promotion Manager/Assistant, Publication Design, Regulator, Researcher, Site Manager, Special	Events Coordinator, Special Events Manager, Team Manager/Leader, Tour Guide, Tourism Planner, Tourism Visitor Information	Counselor, Tourism Visitor Information Supervisor, Trainer, Travel Counselor, Web Page Design and maintenance, Writer, … etc.

It is true that tourism knowledge of most of public workers at the local tourism administration level is limited and leading to ineffective sustainable development. This is particularly true in the section of human resource management that focuses on staffing of, management of, and providing direction for the people who work within the provincial department of tourism and subordinated tourism offices. Human Resource Management is the organizational function that deals with issues related to people such as reimbursement, hiring, performance management, organization development, wellbeing, benefits, employee motivation, and training. Doswell (1997) notes that developed countries tend to have more money to spend on training initiatives, especially the training at the tertiary level. They may also develop adult training schemes that only seem to compensate for inadequacies in early education and training, or is merely a response to high rates of unemployment.

The training and education needs for the private sector depends on the particular work place, such as hotels and guesthouses, travel agents & tour operators, or restaurants, etc. UNESCAP (2001) recognizes that the need to develop the required human resources in various segments of the tourism industry has become imperative. By its very nature as a service industry, the efficient administration and successful operation of the tourism industry depends on the quality of human resources. The shortage of skilled personnel in the region poses a major threat to sustaining the development of tourism. A number of major problems related to education and human resources development in the tourism sector have been identified. These include (1) a shortage of qualified personnel, particularly at the managerial level; (2) a shortage of qualified and experienced teaching staff; (3) a shortage of training material and facilities; (4) the lack of strategies and policies for human resources development in the tourism sector; (5) the difficulty in keeping pace with rapid innovations and dynamic changes in the global tourism

marketplace; (6) the complexity arising from the multi-disciplinary nature of tourism studies; (7) gaps between the training capacity of training/educational institutes and actual needs of the industry; and (8) a shortage of higher level programmes for management development.

UNESCAP (2001) also emphasizes that systematic approaches can be taken at the national level to formulate a national tourism human resources development strategy and to strengthen cooperation between the government, training institutes and the tourism industry in the form of a tourism human resources development council. In addition to this, there should also be public awareness campaigns to gain community support for tourism, including employment and career opportunities. A respondent noted that:

> *Well, we also face the problem of tourism training because the training costs a lot but the result or the benefit is less. For example, regarding the training of hospitality service for a restaurant, we cannot not provide an international standard because most of the trainees are from the rural areas where foreign language is very limited and their educational basis level is low. On the other hand, those servers are not fixed to one place as a professional career; just sometimes after our training is completed they move to work for a garment factory. They don't return to their home village. Thus we would not get a good service in response to taking a sustainable tourism context. So, how comes, as we all know that, in general, a suitable salary make an industry stable and healthier. Also some we have some problem with licensing issues. In fact, there is only one hotel in Kandal province, but many guest-houses and some owners are not willing to cooperate with us. They run their business without a license, and I don't know which authorities they are relying on to cover their back. When we ask them to get a license, they ignore with us by saying the name of some powerful people backing them up, and we don't want to have problem. (Kandal)*

To ensure the quality of education, the school of management and ministry has to collaborate with foreign tourism educational institutions and local line ministries, particularly with the ministry of education as outlined in the Cambodian tourism law, Article 18. The Ministry of Tourism, in collaboration with the Ministry of Education,

Youth and Sports, and relevant ministries, institutions and authorities, should acknowledge the valuable role of the private sector in education and professional and vocational training in tourism, hotel and hospitality.

The Asian Development Bank (2001) also pointed out that the training is lost if it is not part of a broader capacity building/development/empowerment effort that allows participants to use acquired skills. According to World Tourism Organization & United Nations Environment Programme, "*Capacity building is about developing the potential and ability of stakeholders to make and implement decisions that will lead to more sustainable tourism, by increasing their understanding, knowledge, confidence and skills*" (UNEP & UNWTO, 2005, p. 112). There is often a gap between an existing situation and future planned status – people who are trained do not use the techniques and contents of the training not only because they may not yet possess the skills, but also due to other institutional and systemic constraints. Train-the-trainer strategies can often ensure that a critical mass of experts and experience is made available on a larger scale. Training should be provided to a small number of participants with the skills to train, educate, and service workshops, which can have significant positive impacts over time on the industry as a whole. A "hands-on" approach should be used to explain the concepts and principles of sustainable tourism development. Whenever possible, trainers should use local examples and case studies, employ practical learning field-trips, involve local experts, and include face-to-face meetings with both local and national tourism players to help foster information exchange. When planning training programmes, the cultural norms and values of trainees should be considered and incorporated. In some cultures, open discussion between hierarchical levels and age groups is accepted and encouraged, while in others, guidance from supervisors is expected. Successful training carefully considers the background, motivations, circumstances, capacities and expectations of participants, peers, supervisors and institutions. Involving target public representatives early on (to design the process and content of a training programme) can facilitate this process. Training should be provided to local government officials for how to manage and operate their public establishments (Gough & Scott, 1999; Moscardo, 2016; Walmsley, 2012).

In order for training to be effective, a need has to be identified (i.e. the training should respond to a real need as perceived by local players). Stakeholders need to be organized (and possibly empowered) prior to training, and a multi-stakeholder framework or governance structure may need to be set up to organize the training, follow up on it

through an assessment strategy, and otherwise ensure that participants actually use the skills and knowledge they acquire. In governments, it is essential to involve all relevant ministries and agencies, not only in the environment but also in tourism/economy, education, foreign affairs, planning, regional affairs and finance/budgeting. At times, it may be important to institutionalize these multi-stakeholder and inter-institutional boards so that initiatives can survive beyond short political mandates and/or circumstances. Local ownership of the training process, and of its content development, as well as the explicit support of top management, are critical for training programmes to produce lasting results.

To respond to growth in the tourism sector, the Cambodian government plans to establish many tourism educational institutions such as National Tourism Research Centre/institute, Tourism University, and Catering School. According to Cambodian tourism law, article 15, The Ministry of Tourism shall organize and establish a National Institute of Tourism. The National Institute of Tourism is a centre for study and research in the field of tourism in order to establish effective, quality and sustainable policies, strategies and Tourism Development Plans. The organization and functioning of the National Institute of Tourism shall be determined by sub-decree.

In regard to the tourism tertiary educational institution, the tourism university has been planned to establish as mentioned in the Cambodia tourism law. Not all universities have recognized tourism to be a serious field for academic study and research. Actually, the university plays a leadership role in the formulation of values related to overall socio-economic development. In this sense it not only educates the future generation of technocrats, but conditions attitudes to development options.

Establishing a tourism university is a response to Article 17 of the tourism law of the kingdom of Cambodia, which is promulgated as: The Ministry of Tourism shall organize and establish a University of Tourism and Hospitality. The University of Tourism and Hospitality is a higher educational institution which educates and trains human resources in all skills in the field of tourism and hospitality. The organization and functioning of the University of Tourism and Hospitality shall be determined by sub-decree.

For tourism to be viewed favourably, and for a wide range of graduates to develop an awareness of its needs and potential contribution, the study of tourism should

be included across a wide range of university programmes. This means not only full-time courses in various tourism specializations, but the inclusion of tourism in the social sciences, business studies, architectural, environmental and physical planning studies, and language and communication studies.

For the Catering School, article 16 of Cambodian tourism law outlines that the Ministry of Tourism shall organize and establish a Vocational School of Tourism. The Vocational School of Tourism has the mission to educate and train vocational specialists in tourism, hotel and hospitality who are aimed at serving the tourism industry. The organization and functioning of the Vocational School of Tourism shall be determined by sub-decree.

In fact, tourism skills or qualifications are mainly associated with understanding the **sustainable tourism concept**. If the state actors do not clearly understand the concept of sustainable tourism, they are not able to push the tourism sector to reach the country's mission statement - sustainable tourism. To understand sustainable tourism, there has to be knowledge of sustainable tourism indicators, which are tools to determine the degree of tourism development. Tourism development for Cambodia is notably focused on poverty alleviation. The royal government has launched a sustainable and responsible tourism development policy with a mind toward green economy development and poverty reduction through the encouragement of the creation of tourism products within local communities.

Tourism state actors play the role of the think-tank of tourism sector. So, poor or rich understanding of sustainable tourism concepts will affect the goal of one's territory of tourism where they govern. The fundamental values of sustainable tourism development in Cambodia will embrace the five fundamental values established for sustainable development by the United Nations World Commission on Environment and Development, namely (i) to conserve, protect and, where appropriate, restore historic, cultural and natural resources that are the foundation for tourism, (ii) to promote equity in development, (iii) to improve the quality of life of the host community and respect their needs and values, (iv) to provide a high quality experience for the visitor; and (v) to maintain the quality of all resources to foster long term productivity and development that is able to be sustained for future generations (Asian Development Bank, 2001).

Understanding sustainable tourism concepts will help *Local Tourism State Actors* (LTSA) to tactically select the sustainable tourism indicators and to rightly involve the sustainable tourism actors. The awareness of LTSA is not limited to tourism fields because tourism is a multi-sectoral. The LTSA need to have broadened knowledge that links to tourism, such as the fields depicted in the following diagram.

Geography
(Spatial patterns of tourism)

Economics
(Economic impacts of tourism)

History
(Evolution of tourism)

Political science
(Geopolitics of tourism)

Law
(Tourism laws)

Tourism studies

Agriculture
(Rural tourism)

Ecology
(Ecotourism)

Marketing
(Marketing of tourism Products)

Sociology
(Social impacts)

Anthropology
(Cultural impacts of tourism)

Business Management
(Management of tourism)

Psychology
(Tourist motivations)

Figure 32 : Multidisciplinary linkages within tourism study

(Source: Updated from David and Opperman, 2000)

In understanding the personal view of the LTSA on sustainable tourism (ST), the research finding showed that most of the state actors tried to explain what "sustainable tourism" is. The responses of the 25 state actors show that most of them understand the concept of "sustainable tourism" in a limited view. It is noted that the LTSA of a developed region has more perspective than the LTSA at a less developed area. A few of

the LTSA did not even clearly know what the meaning of ST is. However, a training of the ST must be introduced and monitored regularly because the PM is very influential to all stakeholders. The LTSA mostly talk of the environment rather than all the tourism resources that are interrelated, especially in terms of economic stability of a prime destination.

> *Sustainable tourism refers to long-term development. It doesn't mean just about two or five years, but it refers to benefiting all generations. Sustainable tourism is a response to the ideas found in the phrase "development for preservation and preservation for development". Sustainable tourism is associated with the number of tourist arrivals; if there are no tourists, the preservation is nonsense. (Rattana Kiri)*

On the other hand, we found that some of the respondents focused on the responsibility of actors which is a source or definition of sustainable tourism. Adriana Budeanu (2005) argued that mass tourism has recently been recognized within the tourism literature as potentially being capable of more responsible activities and able to integrate sustainability principles.

> *Sustainable tourism refers to tourism development that is based on sustainability and responsibility in order to preserve tourism resources, to generate funds for the national budget, and to alleviate poverty. (Kampong Chhnang)*

However, few local managers of tourism perceived that sustainable tourism is more or less susceptible to tourism impacts.

> *Sustainable tourism refers to tourism development that based on proper planning, long term development, and especially the usage of resources. It's also an understanding of the balance between development and preservation. These are just primary ideas. So, the most important thing is that a development project must be deeply studied. It means a study of a project's negative impact, especially the environmental impact, while*

implementing the project. Also, it requires the participation of all stakeholders in order to get ideas and to share common interest. I mean while talking about sustainable tourism is also talking about human resources and also the market demand, especially the satisfaction of guests. If there is no guest, there is also no sustainable development. (Phnom Penh)

In short, we found that the view of tourism state actors at the local level put more weight on the long-term development based on the natural environment, instead of the other sustainable tourism indicators. Therefore, training on the sustainable tourism concept must be taken into consideration. Since there are a limited number of national experts in tourism management, international cooperation is critically important to fill the human resources gap.

Figure 33: The Results from the NVivo Words Frequency (source: Author)

As mentioned earlier, **sustainable tourism indicators** are the only way to monitor and evaluate tourism development. Based on the in-depth interviews with all 25 managers from provincial tourism departments, very few of them are aware of sustainable tourism indicators, and most of them seem not know or even ever to use the indicators.

Sustainable tourism indicators are very important because recently I have participated with two NGOs and yes, sure, whatever we do we need the indicators to measure our project development. Actually, we have a national master plan and recently we have set up a coastline development committee with the assistance of the University of the Sunshine Coast, Australia. So I think that is one of the indicators and one of our proper plans. However, the indicators still are not widely used within my tourism department. (Kampot)

Tourism indicators are not yet available in my province, but we just have some simple indicators, which is accordance to the technical office, such as human resources, tourism industry development, etc. (Kampong Thom)

Thus, it could be concluded that while talking about sustainable tourism is all about indicators and actors, which means the passive and active elements. The passive element refers to sustainable tourism indicators (STI) including the management, economic, social, cultural, and environmental dimensions. The active element refers to the sustainable tourism actors (STA), which consist of all tourism stakeholders including the public sector, private sector, civil society, local residents, tourists, and media. See the diagram below:
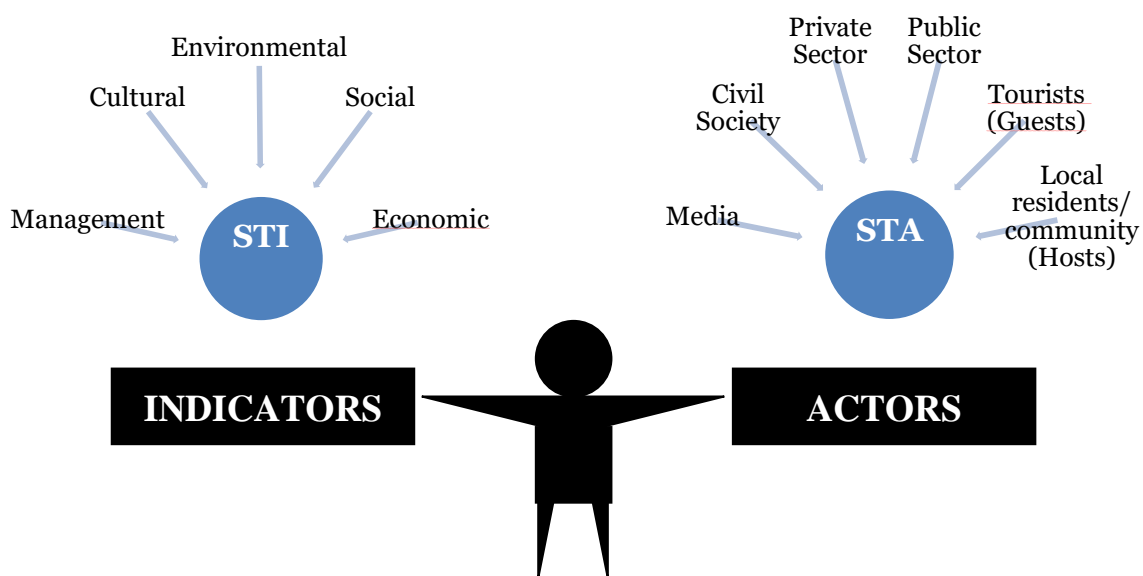
Figure 34: The relationship of tourism state actors and the STI & STA

Apart from the involvement with sustainable tourism actors, the public tourism directors require extensive **knowledge of sustainable tourism indicators**. The first indicator is *management,* which is primarily internal attention, whereas others elements such as environment, culture, social, and economy are primarily external attention. The second indicator is *environmental,* which is shown to be an emergent issue of tourism development for Cambodia. The incorporation of environmental protection and tourism development started from the end of the 1990s when the environmental issues came to the surface in Angkor Park and other tourist destinations. The main environmental concerns are the increasing problems of solid waste and river pollution (Vannarith Chheang, 2008, p. 75). The third indicator is *economic,* which is very important in sustainable tourism. The current sources of economic growth in Cambodia are mainly agriculture, garments and the tourism sector. The tourism sector plays a vital role in Cambodia's economic growth and is especially important for poverty alleviation. Seeing such a tourism potential as a major contribution to Cambodia's economy, the government has fully supported this sector. Although the tourism sector is very strong, its impact on the economy is far from maximized. Cambodia suffers from a relatively high economic leakage of foreign income from tourism, with potential losses estimated at $370 million in 2003, or 40% of total income (GMS, 2008, p. 7). The ministry estimated that more than one fifth of tourism sector revenue in 2006 went abroad due to remittances by foreign companies and consumption of imports such as gasoline and luxury foods (MOT, 2007). The tourism sector provides enormous employment, including (1) direct employment for site restoration and maintenance; employment from expenditures on tourism facilities such as hotels, restaurants, the souvenir industry, entertainment, guiding, etc.; (2) indirect employment in businesses affected by tourism, such as agriculture, building trades, banks, etc.; and (3) induced employment arising from the money spent by the local residents from their tourism derived income. The fourth indicator is *social,* which indispensable in the tourism industry. Sustainable tourism need to avoid businesses leading to social problems, such as drug usage, gambling and sex tourism. As claimed by Randy Rockney (2007, p. 268), "the complex conditions that allow for the reality of child prostitution means there is no easy solution to the problem. But making people aware of it, supporting efforts to alleviate those circumstances, and interceding with those who exploit children and profit from them should be a priority for all of us who would like to see improved conditions

and possibilities for the children of Cambodia and the rest of the world". The arrival of international tourism can influence positively and negatively the social community in Cambodia in many ways. International tourism can positively impact the local community so long as there is sufficient information provided to tourism or sufficient regulation used to control tourists. The ministry of tourism agrees that the main positive consequence of international tourism for the social community is the revenue that the tourism industry can generate. Thus, sustainable tourism is a mechanism for long-term life support of a local community and ensures sustainable social development. The fifth indicator is *cultural,* which is considered to be a backbone of tourism of Cambodia. Cambodia has to preserve its historical urban heritage through the establishment of national policies and legislation balanced with strategies for continued economic growth and social development. Economic development and cultural preservation are not competitors but can support and strengthen each other in a vibrant and modern society (Chheang, 2009).

As mentioned previously, it is necessary that state actors advance their professional skills to understand the Cambodian tourism context and sustainable tourism concepts. Understanding the Cambodian tourism context will help LTSA to manage tourism efficiently, i.e. to be able to analyse the SWOT approach of a local tourist destination or Cambodia's tourism as a whole. Likewise, the awareness of SWOT analysis within a territory will contribute to maximized benefits of tourism. SWOT stands for Strengths and Weaknesses, Opportunities and Threats. It sometimes stated that Cambodia is rich in both cultural and natural assets but poor in human assets to serve within the tourism industry, so the strength, weaknesses, opportunity and threat analysis must be clearly identified to be deeply aware of Cambodia's tourism resources. Strengths and Weaknesses are internal factors and Opportunities and Threats are external factors. The *strengths*, theoretically, describe those parts of operation which contribute notably to the success of the tourism sector. For example, strengths might consist of well trained staff, a variety of tourist attractions, a good airport with spare capacity, a well-developed road system, friendly people, good three and four star hotels, excellent local produce, reasonable and competitive prices, and a clean environment. The *weaknesses*, represent the other side of the coin; they are those characteristics of the tourism sector that detract from the quality of the product or hurt marketing efforts. Weaknesses have to be seen from the customer's viewpoint. For example, museums closed without reason, poor food, slow service, an interrupted electricity supply, bad telecommunications, a shortage of

water, lack of clean beaches, insufficient recreational facilities, or rude immigration officers.

POSITIVE
Favorable
factors which help the
organization achieve its
objectives

Opportunity | Strength

EXTERN
factors outside the
control of managers

INTERN
factors under the
control of managers

SWOT

Threat | Weakness

NEGATIVE
Unfavorable
factors which prevent
the organization
achieving its objectives
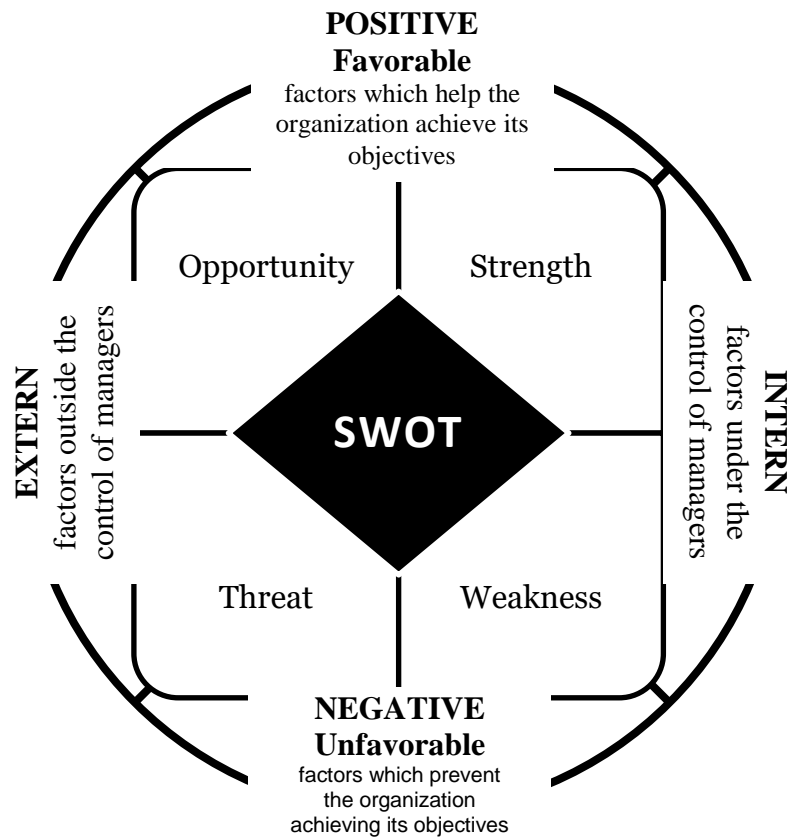
Figure 35: SWOT analysis of a tourist destination development planning and management
(adapted from Wickham, 2000; Evans *et al.*, 2003)

The ***opportunities***, having analysed the product and marketing, should be possible to identify from those opportunities that can lead to substantial improvements and expansion, as well as the development of major new demand. Various changes and trends may open up a variety of new opportunities – recent political changes at home or in major markets; economic trends, social trends; opportunities opened up by new technology; new decisions on the environment; and the business climate for investment. The ***threats*** are any trends, events, or factors could affect the future of tourism in a negative way. Such threats might comprise, for example, negative social attitudes, deteriorating air transportation services, the growing pollution of the sea or river, various

supply shortages, the loss of key staff, change in foreign exchange rates, new competitors, or future inadequacies in the water supply.

A SWOT analysis can provide inputs for the tourism development planning process. SWOT is a good way of taking stock of existing products and identifying the various ways in which it can be improved. A technique that overlaps with SWOT is known as PEST – standing for Political, Economic, Social, and Technological change. These criteria are normally incorporated in a SWOT analysis, under opportunities and threats.

Last but not the least, the personal advancement on professional tourism skills and qualification of local managers of tourism is the first factor in bringing about sustainable tourism. Thus, capacity building, especially tourism skills must be firstly prioritized, whereas the management and leadership are the second priority. Although almost all of the state actors admit that in order to achieve sustainable tourism, there is a requirement to implement tourism policy. However, they realize that a country's rule of law is the main challenge because the participation of tourism businesses and local communities are clearly not aware of the potential positive effect of tourism to the community. Some tourism operators still ignore regulations under the reason of having the backing of existing powerbrokers.

> *In order to achieve sustainable tourism development depends on national policy because this is not a local issue, but a national one. Because tourism is a system, so it is collaboration among stakeholders of what they are doing today to achieve sustainable tourism. I can give you an example in my province, i.e. the conservation of over 800 houses remaining from the French colonial., but still people in power want to exploit them for economic benefits. So that it is. Who is responsible for and who is in the real power? (Battambang)*

Besides the involvement of the public and private sector, the qualification of the individual manager and the public employees were also clearly represented and a high priority among the responses of the participant.

Sustainable tourism requires participation of all stakeholders like the local community, public sectors, and private sectors. Since tourism in Cambodia is an emerged industry, so the communities as well the other tourism stakeholders do not know well about this industry. Because it is a new sector[65], so some people do not even know what tourism is, and what is the advantage of those tourism resources surrounding them. So, it requires all the resources such as human, financial, and material resources. And human resources play leading roles. (Stung Trèng)

Moreover, the finding showed that the national and the subnational level of tourism authorities must have proper vision and planning, such as the short term and the long term master plan.

To be sustainable tourism, there is required planning that is matched to the local destination. Based on this planning, there is required an involvement of all stakeholders, especially in the practice of law. The planning consists of the short term, medium term, and long term of 3, 5, or 10 years. This procedure is to maximize the number of tourists and the tourism revenue. So, firstly is to build our official capacity, secondly is to promote tourism awareness to the local community, and thirdly is to associate the tourism stakeholders. (Kampong Chhnang)

To sum up, in regard to the professional tourism skills and qualification challenge of tourism state actors for sustainable tourism, most of respondents realized that the most attention must be applied toward state actors, especially the local manager of tourism.

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[65] "As a relatively new field of study, tourism has many topics and themes that are still not well known or fully understood." Mason et al. (2010).

4.2. WORKING ATTITUDES OF MANAGERS AND EMPLOYEES

The findings of working attitudes of managers and employees were explored through the feedback of individual LTSA towards other LTSA. Some of them hesitated to express their opinion because they were humble and thought that the recommendation was finally reflected upon themselves.

> *Yes, firstly the managers must have a proper tourism planning, and secondly the managers must have a solid cooperation with all tourism related stakeholders, such the other provincial departments, associated authority, and private sectors. I'm a new nominee, thus it is me who should learn from the old leader. So, as a leader, we must dare to leave away what was wrong in the past and catch the new thing or new strategy through a proper plan in hand. (Kampong Chhnang)*

One of the LTSA suggested that the LTSA must be flexible; otherwise the sustainable tourism will not be accomplished. The respondent tried to connect sustainable tourism and state actor with the problem of "stomach" – the living condition of public tourism employees. Even though the salary of the tourism officials is widely known to be unresponsive to the standard of living, the LTSA tried to reveal it as in exceptional condition.

> *As a leader, we should be flexible. We cannot force our staff or other stakeholders to implement their roles strictly because we have to think of their living. Our sentiment is for living together and working together. For me, I love my staff as I love my family; I treat them as a family. So the leader has to think of the stomach problem first, because we all work for the stomach. Thus, the leader has to find all means to fulfil this basic demand, not to make corruption but to make things legal and also be responsible for fair distribution of benefits, which is based on their personal capacity and performance. All project is not for many, so we should invest ourselves first with both mental and financial resources. We should make a project plan. We follow the guidance or order from the ministry as well as the government. We also respect the law on civil servant status. (Stung Trèng)*

The good working attitudes of state actors and public employees are a big challenge and directly influence sustainable tourism. They should maintain a high level of tourist and local satisfaction rather than the satisfaction of their top leaders. They should ensure a meaningful experience for the tourists, raising their awareness about sustainability issues and promoting sustainable tourism practices amongst tourists and local communities themselves. The key for achieving sustainable tourism is careful planning, systematic implementation of the plans, as well as continuous and effective management. As such, sustainable tourism development refers to preserving the culture, tourism resources and natural environment so as to maintain Cambodia's uniqueness and heritage and to engage all stakeholders in addressing tourism problems. This should include a comprehensive approach that considers environmental, sociocultural and economic, institutional and financial aspects, together with their mutual relations when formulating policies, strategies, programmes or projects. Ideally, local plans must be integrated into regional and national tourism policies and plans. This also implies to Godfrey perspectives, stating that currently the strongest support for a more 'sustainable' approach has come from those communities that have already taken the first few steps toward a more comprehensive management approach (Godfrey, 1998, p. 223).

Roles of Public Managers

In general, government has many particular roles in the tourism sector. These include coordination among many government bodies concerned with different aspects of tourism, among government agencies at different levels, and among the government, the private sectors and non-profit organizations. It involves to national tourism policy and strategic planning, and tourism legislation and regulation. For instance, the number of paid vacation days, policies on passports and visas, tourism infrastructure development, tourism marketing and research, tourism training and education and other tourism operations or policies such as national and state park system, historic sites, state-owned airlines, and tourism development stimulation and control (UNWTO, 2010).

In particular, like others governments, Cambodia invests in tourism due to three main reasons that include economic reasons, the environmental reasons, and political reasons to enhance the national and international image. In regards to the roles of a public tourism manager, according to the ministry of tourism of Cambodia, the public tourism

director is an administrative expert official who has been appointed, by the proclamation of the Ministry of Tourism of Cambodia, to be in charge of the management, execution, and control of the municipal/provincial tourism field. As a head of a local tourism department, the state actor is responsible overall for the tasks of the department, including its major role as an extended support staff to the Ministry of Tourism of Cambodia. Based on the Cambodia& tourism law and other juridical reviews, not to mention the research findings herein, the role of tourism state actors concludes into two main tasks – management and the cooperation. The managing role is an internal task, i.e. planning, organizing, leading, and controlling; whereas the cooperating role is an external task, i.e. liaising, coordinating, advocating, and intervening.
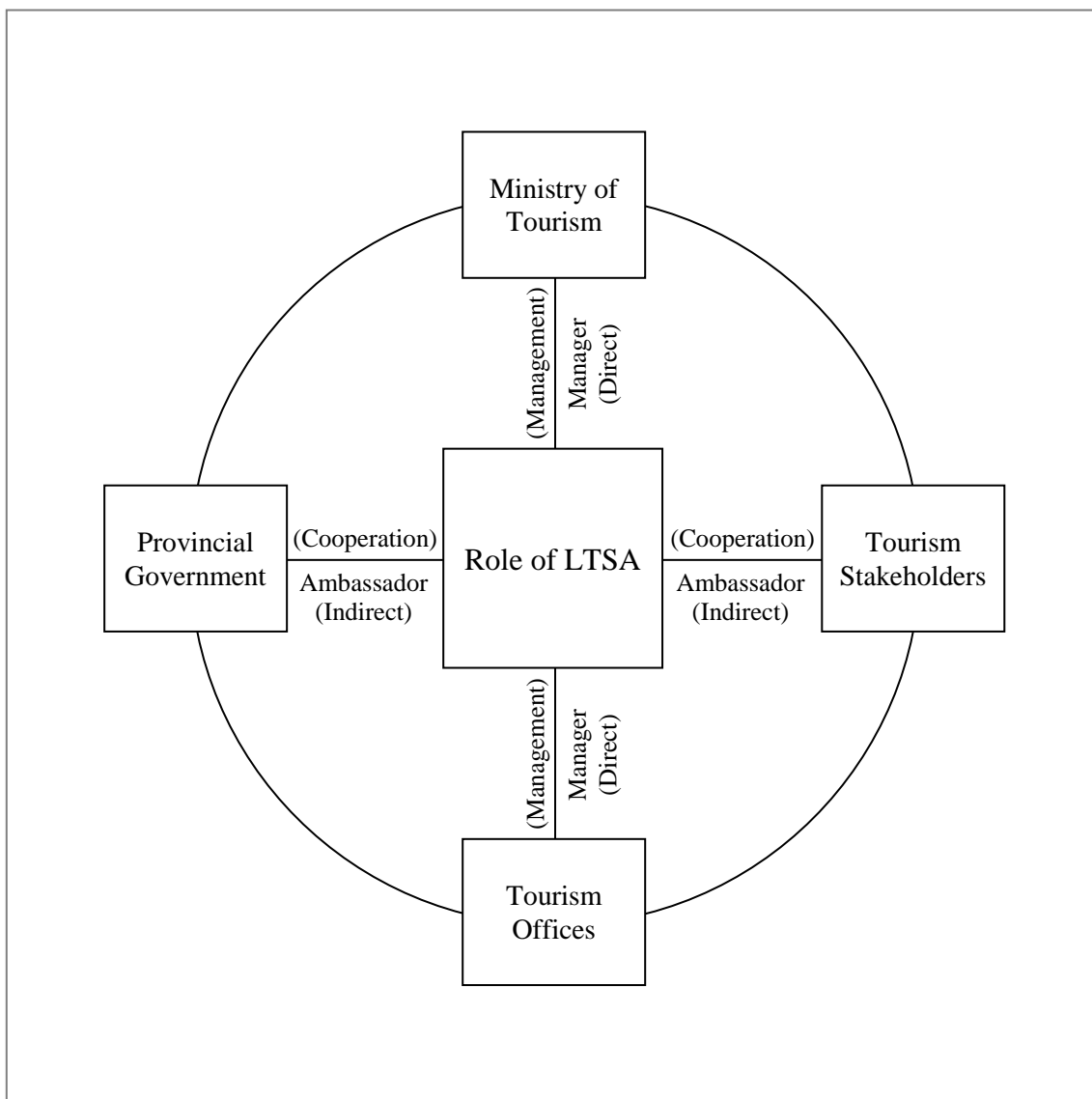
Figure 36: The main role of LTSA (source: author)

Internal Role	External Role
1. To develop tourist vocational training plans for the public and private sectors submitted to the Minister of Tourism for his consideration and approval. 2. To ensure application of the laws, principles, policies, circulars, instructions, legal regulations and norms of the Royal Government of Cambodia and the Ministry of Tourism aimed at maintaining tourism sustainability and at alleviating poverty. 3. To manage money incomes and financial expenditure made for its department limited by the Ministry of Tourism of Cambodia and the Ministry of Economy and Finance. 4. To manage tourist destinations, centers, resorts, communities, and agri-tourism promoted in its city or province, aimed at alleviating poverty to heighten the Cambodian standards of living. 5. To research on domestic and overseas markets aimed at promoting its municipal or provincial tourism. 6. To set an administrative framework, ranks, classes, positions, decorations, and remunerations for all of its municipal or provincial civil servants and manage these effectively. 7. Furthermore, to make a report on its implementation process regularly, and in case of necessity, to make a report immediately submitted to the Ministry of Tourism of Cambodia.	1. To cooperate with its territorial authority, competent institutions and the private sector to form a tourism development plan for its domain, city or province. 2. To cooperate with the competent authority in the management of tourism businesses, services, and operators, aimed at enhancing their quality. 3. To cooperate with the Inspection Department and the Department of Internal Audit of the Ministry of Tourism of Cambodia in an inspection and an audit of the tourism sector promoted. 4. To cooperate with the territorial authority and concerned institutions in the maintenance of public order, sanitation, security, and safety guaranteed for national and international tourists. 5. To liaise with investors aimed at encouraging investment in tourism. 6. To make written requests for the implementation of measures against tour operators committing breach of ordinances issued by the Ministry of Tourism of Cambodia. 7. To make written requests supported by its territorial authority for the enhancement and development of its municipal or provincial tourism field submitted to the Minister of Tourism for his approval. 8. To manage international tourist statistics produced in cooperation with concerned institutions.

Table 9: the summary of the role of Local tourism state actor

(Update from Ministry of Tourism, Cambodia)

In summary, the research found that there are two main roles of LTSA in sustainable tourism: (1) the internal managing role which is treated as a manager, and (2) the external cooperating role which is called ambassador. One of the respondents said:

> *The LTSA plays a role as a leader, a manager, and a practitioner of orders from the senior leaders through policy implementation. Those orders or policies include the principles of the government, the ministry of tourism, and the provincial government authority because even though tourism is under the ministry of tourism, it cannot be separated from the provincial government authority. We coordinate the affairs of the local authority, the ministry of tourism, and as well as the government. So our role is managing, especially our officials in accordance with their role and technical offices where they work. (Banteay Meanchey)*

However, for achieving sustainable tourism, the manager should have another role that is called the (3) personal advancing role, which is considered to be a learner. The quality of the managing role and cooperating role of LTSA are heavily dependent on the personal advancing role – the personal capacity.

In sum, to ensure sustainable tourism is based on the role of LTSA, besides the *internal management* and the *external cooperation*, the managers should fulfil the personal advancing role because it is an efficient mechanism to implement the two main roles. Based on the findings, the *personal advancement* is rightly matched and obliged to the current qualification and challenges of the LTSA.

4.2.1.   Internal Managing: as manager

The internal role is the core task of tourism state actors. This role, as mentioned earlier in the literature review chapter, is rooted in basic management. Strategic management is principally influenced by the image of one's provincial tourist destinations, especially in response to the clean city contest in Cambodia. Tourism state actors shall have extensive knowledge of management because they work closely with subordinated staff, especially regarding practical awareness of the tasks of the individual technical offices. The research found that the main role of *Local Tourism State Actors*

(LTSA) is to understand the management context, especially the four skills of basic management including planning, organizing, controlling, and leading. One suggested that:

> *Yes, I agree with you, it's right that the main role of manager of tourism is to manage the internal tourism department, which is a core affair of the tourism department director, whereas another main duty, as coordinator representing ministry of tourism, is to coordinate with other tourism stakeholders, especially with local authorities. So, it's just like you mentioned earlier, the central work is planning which is formulated by our own department and implemented by ourselves, but it doesn't mean that we can implement them all because we have so many plans. Regarding our external work, i.e. the environmental project, the impact, and the tourism demand ... etc. i.e. advising on infrastructure or any other cooperation with other stake holders, especially with the municipality hall or NGOs related to anti woman trafficking, or controlling with the municipal team for the pedestrian street or conserving the old fashioned houses. (Phnom Penh)*

The success or failure of the internal managing role of LTSA in sustainable tourism is largely dependent on the function of political and administrative action of the public tourism institution. Success also requires effective organizational structures in order to plan, develop, market, coordinate, and manage tourism in a country. Moreover, the types of government or public sector structures and the extent of their involvement in tourism must be adapted to the particular needs and ideological and political structure of the country and the type and extent of tourism development.

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                    ┌─────────────────────┐
                    │  Provincial/municipal│
                    │  tourism department │
                    └─────────────────────┘
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Office of Administration, Personnel, Finance and Inspection	Office of Tourism Planning, Cultural Tourism Development and Local Tourism Communities (Agri-tourism, Eco-tourism and Poverty Alleviation)	Office of Tourist Industrial Management and Woman and Child Safety in Tourism	Office of Tourism Education and Training	Office of Tourist Information, Marketing and Promotion	Office of Tour Guide Management (this office is available only three provinces - PNH, SRP, PSK)

Figure 37: Organisation of Cambodia's municipal/provincial tourism department

(Updated from Ministry of Tourism, Cambodia)

As shown in Table 9, the internal role of local tourism state actors consists of seven main tasks that are parallel to the tasks of the municipal/provincial tourism department, which consists of five expert offices, except the tourism department in three big cities including Phnom Penh, Siem Reap or Preah Sihanouk (which consist of the sixth expert office – the Office of Tour Guide Management) (See the diagram in Figure 37).

However, the internal role also faces many challenges. As one of the respondents noted, the quantity of staff is one matter, but another most important matter is the quality of staff. Sometimes the staff do not know what they are doing, and what they should do for sustainable tourism, particularly in terms of their own duties for one's office development.

> *Yes, firstly is the problem of staff because of their limitations of staff, as you know, if our staffs are limited, they cannot perform well what we wish to be. (Mondul Kiri)*

4.2.2.   External Cooperating: as ambassador

because the role of an ambassador is to protect their people and to find the national interest, so the role of LTSA is to protect tourists and to find the hosts' interest. The external role of LTSA is to coordinate, cooperate, advocate, and sometimes to intervene with tourism stakeholders who are the sustainable tourism actors (STA). Sustainable tourism generally requires close cooperation between the LTSA and the STA. Actors in the tourism industry are numerous, and they all share a common responsibility towards sustainability (D. B. Weaver, 2006, p. vii). As shown in chapter 2, sustainable tourism actors refer to the six main bodies that include public sector, tourism industry, non-governmental agencies, tourists, host community, and media. Of them, the public sector usually plays a leading role in involving all other stakeholders. Therefore, the external role of tourism state actors plays a very important role in bringing about sustainable tourism; the tourism state actors take the role of an ambassador to link all stakeholders for achieving positive effects of tourism. Being multi sectored, the tourism industry requires collaboration among those stakeholders; therefore, the public tourism director should be much more aware about individual sustainable tourism actors.

The external role of Local tourism state actor is not limited to the local or national level, but is also international, especially for the tourism managers located along Cambodia's border. Based on the current trend, neighbouring countries are the top tourists market of Cambodia, i.e. tourist from Vietnam have been the most numerous for many years, whereas Thai and Laotian tourists are steadily increasing. External cooperation with governments of origin, the pushing factors, is very important because it is all about facilitation. It is seen that tourism is an important tool for economic diversification and regeneration, poverty reduction and socio-economic integration; thus, the Cambodian government should devote much more effort in creating ''pull factors'' for the country. More importantly, the facilitation of a tourism investment climate, e.g. by improving its institutions, infrastructure and legal systems, by the removal of administrative barriers, etc. is needed and can result in dynamic positive effects of inward FDI and economic growth, in addition to stimulating technology transfer to the country (Cuyvers, Soeng, Plasmans, & Van Den Bulcke, 2011, p. 232).

Collaboration between the public, private sectors and civil society is considered to be a factor boosting tourism development in Cambodia. The private sector plays an

important role in providing tourism services while the non-governmental organizations (NGOs) support sustainable tourism and poverty reduction in Cambodia (V. Chheang, 2008). In fact, public and private sector relations are associated with power, cooperation, suggestion, individual objectives, and common objectives. Therefore, the royal government of Cambodia has recognized and accorded a critical place for the private sector as the main engine for investments and growth in the country (RGC, 2014, p. 43). The government has recently demonstrated political will to build partnerships with non-government sectors and a more open process in the drafting of a new NGOs/OIs law in order to have consolidated ideas. Partnerships are seen to be an essential strategic and priority action for the development and encouragement of structures and delivery mechanisms that involve both the public as well as the private sectors. There are obvious cases where either the private or public sectors may be best suited to delivering various aspects of tourism activity. There are also many instances were public and private partnerships could be seen as the most effective tools for sustainable tourism development that reduces poverty and maintains heritage in Cambodia.

> *The main role of the tourism director is to follow and implement the regulation or circulars assigned by the ministry of tourism. Following that, we assign the tasks and responsibilities to officials under the tourism office to which they belong. In this matter, we assigned our official to have a mission promoting tourism law and other related circulars to the tourism business practitioners at the district level twice a year, especially regarding the food, accommodation, and entertainment service. So we try to gather those businessmen for the national budget generation. (Kampong Chhnang)*

To ensure these productive results, the government is required to create delete partnerships such the National Tourism Marketing and Promotion Commission made up of representatives of the public and private sector. This Board would be responsible in large part for marketing Cambodian tourism and for helping to guide decisions on product development. The government should also create a public/private Cambodia Tourism Human Resource Development Commission that would be responsible for both needs assessment as well as helping to bring together the necessary public and private resources to meet the significant capacity building requirements of the country. Particularly needed is "*the development and exchange of knowledge and technical skill*" (UNEP & UNWTO,

2005, p. 113). In addition, the government should consider the creation of public-private partnerships (PPP).

It is felt that these bodies would help to provide for resource sharing as well as efficient decision-making. There are a number of successful international models where countries have adopted partnerships as part of their tourism development approach. The private sector is an essential player, especially in a country with scarce financial resources like Cambodia. These authorities will also help to bring together various government departments ensuring quality and sustainable tourism development and management.

The role of PDT is as an implementation of tourism policy under a direct line from the of ministry of tourism, and is wide line of provincial government, i.e. the financial package, which is related to department of economic and finance and the provincial financial policy. (Kratie)

According to MoT, the vision states that Cambodia will become a popular and competitive tourism destination in Southeast Asia by: managing natural and cultural resources in a sustainable manner; raising conservation awareness and environmental education of both host communities and visitors alike; empowering local communities to participate in and benefit from tourism; cooperating with national and international ecotourism stakeholders; developing high quality tourism products based on its unique natural and cultural features; and providing a high quality and satisfying experience for visitors (Asian Development Bank, 2001). The public sector has a critical role in coordinating and developing tourism delivery to ensure a quality experience at the time of visiting the destination (UNWTO, 2011, p. 103).

One of the most important external roles is constant cooperation with the tourism public sector. For Cambodia, the tourism public sector refers to all types of public tourism bodies ranking particularly from the national ministerial institutions of tourism to the local governmental tourism authorities – i.e. the provincial department, and office of tourism. Local government is involved in a wide range of areas relating to tourism, including the integration of tourism related responsibilities within the council, strategic planning and implementing tourism strategies, as well as resourcing and assisting the

industry in the promotion and management of tourism. Also, in relation to tourists, the local manager plays an important role in the overall visitor experience and helps to build sustainable tourism.

As a dynamic and growing sector of the economy, tourism provides opportunities and presents challenges, particularly for local government as the provider and manager of infrastructure and services so often utilised by visitors as well as residents. The tourism industry is often cited as an attractive agent of development or redevelopment, generating employment and foreign exchange in a destination. However, the degree to which tourism has the potential to contribute to the broader socio-economic development of a destination is, to a large extent, dependent on the nature of the environment that exists in the destination and the management decisions taken by the industry and local government. External linkages beyond the destination, such as globalisation, also affect potential development. At the same time, tourism development itself can bring change, complexity, uncertainty and conflict, creating opportunities and problems for analysts, planners, managers, decision-makers and members of the public.

According to the minister of tourism of Cambodia, as part of the emerging destinations, Cambodian tourism will keep growing and the government is ready to cooperate with all stakeholders to benefits sharing of tourism development to a broader level in a sustainable and equitable manner that contributes to poverty reduction, the preservation and conservation of the cultural and natural resource and environment, and serving as an effective and efficient tool for responding to climate change. The government has implemented a competitive movement inside the country called "Clean City, Clean Resort, Good Service" and is aimed at further promoting Cambodia as a Green Destination with highly competitive advantages, especially with the current adoption of the Clean City Standard to use in the upcoming Clean City Contest. This standard is being considered for use regionally as an ASEAN Clean City Standard (ASEAN, 2016; Wong, Mistilis, & Dwyer, 2011a, 2011b). Furthermore, the government encourages tourists to plant trees, which not only contribute directly to the conservation of natural resources and to responds to climate change but also helps to attract repeat tourists. Currently, Cambodia is preparing regulations and a legal framework for "1 tourist, 1 tree" (Thong, 2011).

To sum up, an increased number of tourists does not mean it is positive development. According to some observers, growth has put the Cambodian government

in a difficult position, forcing it to balance the potential to make money against the need for preservation, restoration and study (MOT, 2013). Cambodia has to take action immediately for formulating policy and development strategies that seek to balance sustainable local livelihoods with the benefits and growth of tourism. The Cambodia tourism strategy 2006-2015 is centred on the five key strategies including products development, marketing, cooperation, management, and human resource development (Ministry of Tourism, 2015).

4.3.   TOURISM LAW, REGULATIONS, AND CIRCULARS

"The law is a vital tool in the facilitation of economic activity and it can be used to protect the common good and ensure respect for the natural and cultural environment or it can be used to emphasise the rights of individuals and corporations over host communities", said John Downes (UNWTO, 2011, p. 45). The application of tourism law, regulations and circulars face many difficulties because the laws were adopted or issued after the tourism business had already been operated. For example, "some Cambodian legislation and regulations relevant to managing the orderly development of the coastal zone are overdue for review or do not provide sufficient guidance for development and management" (Carter *et al.*, 2013). Some provincial managers identified that law enforcement is very much complicated.

> *The other main challenges are the limitation of **laws** awareness among tourism business bodies, i.e. child sex abuse and sex trafficking. One of the most important challenges is the law implementation, even though we just have some legal regulation or jurisdiction, the implementation of these regulation is quite complicated. Also it's difficult to have partnership or sponsorship to implement our projects. For instance, regarding law implementation, i.e. a business agency that operates illegally, the tourism department needs collaboration with local authorities to intervene, but if the local authority has no such intention, we can do nothing. As you know, most of the business such as night clubs or other entertainment centres usually has both money and powerful backing to support their business. So if we*

found those that illegally operate, still we cannot close nor intervene because the power of the tourism department is limited. So we do need a support or a cooperation among local authorities in order to have the tourism team encourage businessmen to adhere the law, even though some owners are Excellency level or armed commanders. (Phnom Penh)
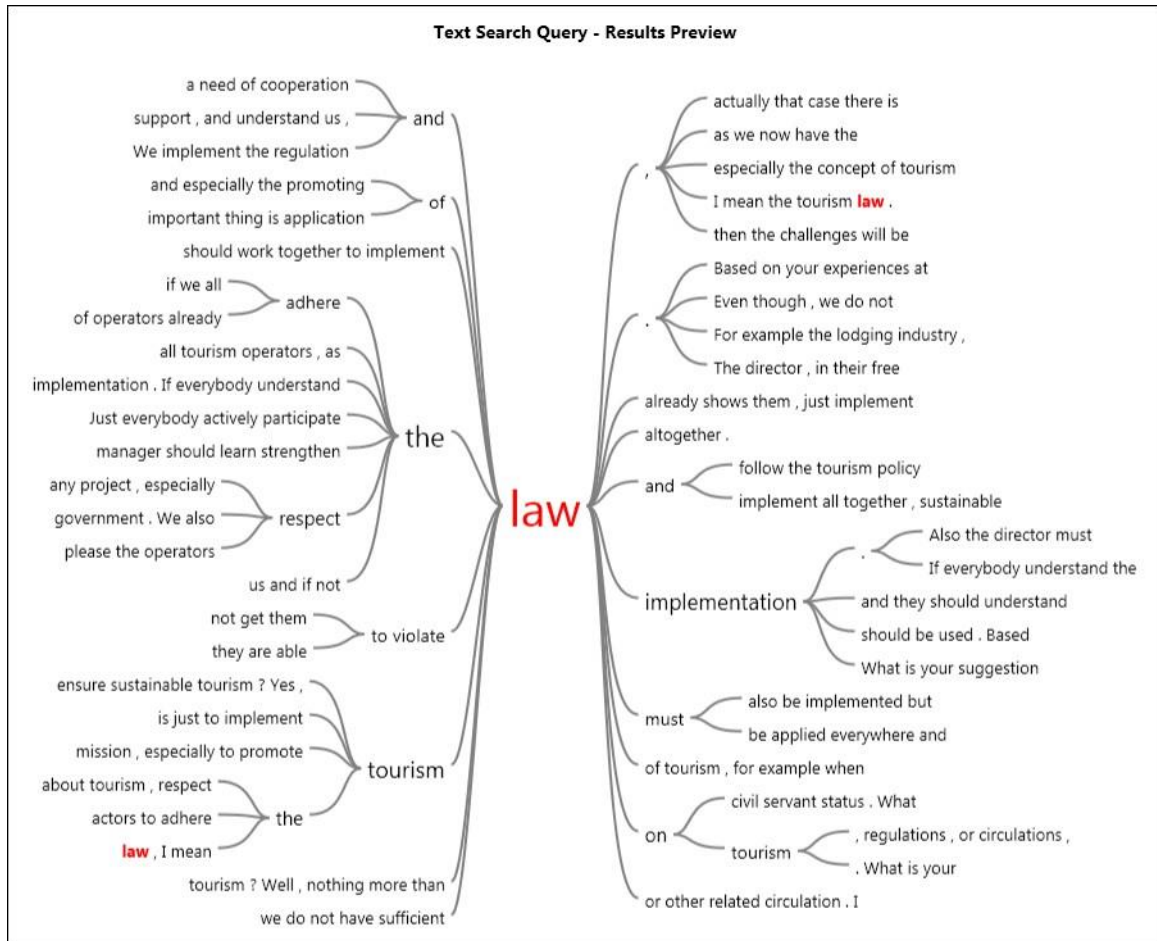
Figure 38 : Law extracted from the NVivo (Source: Author)

Taking a look at the Cambodian tourism regulation and legal framework, Cambodia is a multi-party liberal democracy under a constitutional monarchy. The Ministry of Tourism of the Kingdom of Cambodia was created under the Royal Krom No. NS/RKM/0196/15, dated on 24 January 1996 and 13 years after the Law on Tourism was just adopted. This law was adopted by the National Assembly on 29 April 2009 during the second session of its fourth legislature, and which the Senate approved in its entirety

and legality without change on 27 May 2009 during its extraordinary session. The Cambodian tourism law is divided into 12 chapters and 77 articles. As in article 2, the law has the following objectives:

1) *To manage and develop tourism sector with effectiveness, quality and sustainability in order to contribute to poverty reduction;*

2) *To contribute to protecting and maintaining natural resources, culture and customs, which serve as the foundations of tourism sector;*

3) *To assure and promote the quality of tourism services in the Kingdom of Cambodia by establishing quality-assurance systems that provide security, safety, comfort and increase satisfaction for tourists;*

4) *To draw maximum benefit from tourism sector, ensure equitable distribution and to prevent negative impacts of tourism sector;*

5) *To advance broad cooperation, to find markets and promote Cambodian tourism more effectively through the involvement of the public and private sectors;*

6) *To develop human resources in tourism sector;*

7) *To contribute to building international friendship and understanding through the tourism industry.*

(Source : Law on Tourism, Cambodia)

In fact, the tourism law, regulations, and circulars are badly in need of ministry of tourism to effectively lead and govern the tourism sector and to perform all roles and functions required of public tourism institutions and other associated stakeholders. The MOT has primary responsibility for the regulation of core areas of the tourism industry. The ministry is also empowered to assist in formulation of constitutions and statutes for tourism industry associations. The MOT plays a central role regarding supervision and regulation of tourism businesses and activities by issuing licenses, establishing a

classification system and setting minimum standards and executive systems to establish, improve and maintain the quality of tourism services in the Kingdom of Cambodia. The MOT is also authorized to monitor, inspect and enforce laws and to dispatch inspectors to conduct inspection at any place of business or premises, or of equipment used or suspected of being used for the purpose of a tourism business or suspected of being used in the contravention of the law (Laws *et al.*, 2011).

Some regulations, for example, to access a destination country, foreign travel generally requires some form of entry permit such as passport with visa. **Passport**, a form of identification, is a document issued by the government that enables a person to enter and leave a foreign country. One should be aware that the process and cost of passports in Cambodia takes a long time and is very expensive. The service delivery is very bad compared to other countries in the region and worse than developed countries. The government has to take action immediately in order to ensure outbound tourists of Cambodian people. For instance, the Japanese government tries to push their people to travel oversea to get to know the outside world as it is matched to the concept of the "the more you travel the cleverer you are". With decentralization, the provincial administration shall have the right to issue passports with an acceptable price. In France, a passport costs 86 Euros and is valid for 10 years (Direction de l'information légale et administrative (Premier ministre) et Ministère en charge de l'intérieur, s. d.). The passport barrier is associated with the tourism demand, as Weaver and Oppermann note in the political factors that tourism fundamentally depends on the freedom of people to travel both internationally and within their own country (D. Weaver & Oppermann, 2000, p. 81). Often restricted for political and economic reasons in the earlier development stages, freedom of movement is no longer a significant issue, where, in Cambodia, restriction is clearly due to the high cost and length of time taken to acquire a passport.

Besides the law that was passed in 2009, Cambodia needs to formulate more legal and regulatory frameworks for the sustainable development and management of tourism, the protection and conservation of natural and cultural resources; and, facilitation of the involvement of the private sector and local communities in tourism development activities, especially the law or regulation related to the public places and properties.

I suggest for government to invest in the infrastructure to meet the
tourism demand and tourism growth. As I am in the city, the facility and

infrastructure like airport needs to be extended, water port for tourists needs to be created, high class hotels for convention and congress needs to be established to meet delete regional competition. Moreover, the city master plan needs to be clearly created and published for the city's sustainable development and population growth. The streets in town need to be extended to the maximum, as does the railway, the bus station, etc. so the government has to use its capital and seek partnership or investors to fully develop these facilities and the infrastructure. One of the most significant suggestions is regarding parking areas, restrooms, tourist information centres, all of which are badly required for a tourist destination. These suggestions should be introduced to the local government by the tourism director. Green space is also important like gardens and parks. So the government should use all capability to check new building investment projects for keeping some space aside for green space, i.e. the suburb and in town. We should start from today! (Phnom Penh)

To sum up, the tourism law, regulations, and circulars must ensure balanced benefits among stakeholders, including public, quasi-public and private sectors. The legal assurance of stakeholders is essential for sustainable tourism, particularly to achieve poverty alleviation. The tourism law, regulations, and circulars must be commonly supported from government, the private sector, NGOs or OIs, especially the politicians who influence this legal framework.

4.4.   INSTITUTIONAL FACILITATION AND FINANCIAL SUPPORT

The Institutional Facilitation and Financial Support are one of the most important challenges, i.e. money is a machinery to make all systems run. Besides human capital, the institutional facilitation and financial support are a big concern for employees. For example, an employee officially working for 40 hours per week will never meet their basic needs from their salary. Being a public employee in Cambodia, their salary and other remuneration cannot even sufficiently feed oneself, let alone others in a family.

Yes, there is no essential challenge. However, we still face the lack of human capital, especially our old staff due to at first as we lacked staff, so we just recruited them just to be sufficient. Another thing is the motivation of personnel, which is a result of earning such a small salary. But if we think that it is for our nation, we would not be much challenged. (Stung Trèng)

For the institutional facilitation, because a tourist destination is far from the local tourism establishment, the means of transportation to reach the site is also a challenge. Some of respondents said:

I think every department has the same challenges, which are the numbers of staff and quality of staff. Means of transportation and communications are also challenges to reach our goal or be successful at our mission. If we can implement our role of 70 to 80%, this is considered a successful implementation. (Koh Kong)

The challenges within the department are the limitation of human and financial resources. The problem is that we don't have finances to implement our projects. For example, we would like to develop the accommodation through creating events such as a drawing competition, food championship, music night platform, or environment day for clean city ... though these projects are in hand, we cannot do them because a lack of human capital and financial capital. (Phnom Penh)

As we all aware that tourism or sustainable tourism is a multi-sector industry that is theoretically related to the involvement of the six actors as mentioned in the literature review, the finding of this study showed that the state actors, and mainly the local government and other associated local departments, are required to fully support local tourism. Attention should also be made to the atypical duties of respective public departments which is a result of controversy of public interest.

Since the infrastructure was recently improved, we would like partnership investment for sustainable development with high responsibility. We would call for the businessmen to cooperate with local authorities at all

levels because we are now seen as a form of social security but we don't have sufficient food security. (Preah Vihear)

	Angkor	Battambang	Bokor	Kampot	Kep	Kampong Cham	Kampong Chhnang	Kampong Speu	Kampong Thom	Kampong Trach	Kratie	Memut	Mongkul Borei	Neak Leung	Uddong	Phnom Penh	Poi Pet	Prey Veng	Pursat	Ream	Siem Reap	Kampong Som	Sisophon	Skun	Snuol	Stung treng	Svay Rieng	Takeo	Canbera	Washinton DC	Tokyo	Seoul	Bejing	Paris	Viengtianne	Bangkok	Hanoi	Hochi Minh	Preah Vihear	Rattana Kiri	Nice
Angkor																																									
Battambang	180																																								
Bokor	510	480																																							
Kampot	469	439	41																																						
Kep	485	455	67	25																																					
Kampong Cham	262	415	313	272	288																																				
Kampong Chhnang	380	200	280	239	255	215																																			
Kampong Speu	369	309	207	166	182	172	139																																		
Kampong Thom	154	320	357	316	334	108	194	195																																	
Kampong Trach	456	426	72	30	25	259	226	153	303																																
Kratie	432	580	504	463	479	165	380	363	273	450																															
Memut	342	475	414	373	389	60	270	273	168	340	110																														
Mongkul Borei	166	59	539	498	514	370	259	368	262	485	540	430																													
Neak Leung	372	351	249	208	224	110	151	108	218	195	245	150	410																												
Uddong	292	254	226	185	201	97	54	55	140	172	262	157	313	97																											
Phnom Penh	321	291	189	148	164	124	91	48	168	136	315	225	350	60	37														6988	14465.6	4395	3636	3352	9951	977.7	536	1 546,9	212	420,2	525,2	9737
Poi Pet	163	119	599	558	574	411	319	428	303	546	576	466	61	470	373	410																									
Prey veng	342	381	279	238	254	80	181	138	188	225	215	120	321	30	127	90	491																								
Pursat	284	104	376	335	351	247	96	205	355	322	412	307	163	247	150	187	223	277																							
Ream	541	511	122	95	120	344	311	172	388	130	535	445	570	280	257	220	630	310	407																						
Siem Reap	7	173	503	462	478	255	373	362	147	449	425	335	115	365	285	314	156	335	277	534																					
Kampong Som	551	521	132	105	130	354	321	182	398	140	545	455	580	290	267	230	640	320	417	30	544																				
Sisophon	112	68	548	507	523	360	268	385	252	294	531	421	9	470	330	359	51	440	172	579	105	589																			
Skun	239	294	266	225	241	47	94	125	85	212	212	107	347	157	40	77	388	127	264	297	232	307	337																		
Snuol	472	505	444	403	419	90	300	303	198	370	80	30	460	180	187	255	496	150	337	475	365	485	451	137																	
Stung treng	572	720	644	603	619	305	520	503	413	590	140	250	680	385	402	455	716	355	552	675	565	685	671	352	220																
Svay Rieng	434	413	311	270	286	172	213	170	280	257	307	212	472	62	159	122	532	92	309	342	427	352	532	219	242	447															
Takeo	398	368	121	87	90	201	168	125	245	65	392	302	427	137	114	77	187	167	264	175	391	185	436	154	332	532	199														

Figure 39 : Routes distance between destinations (Km)

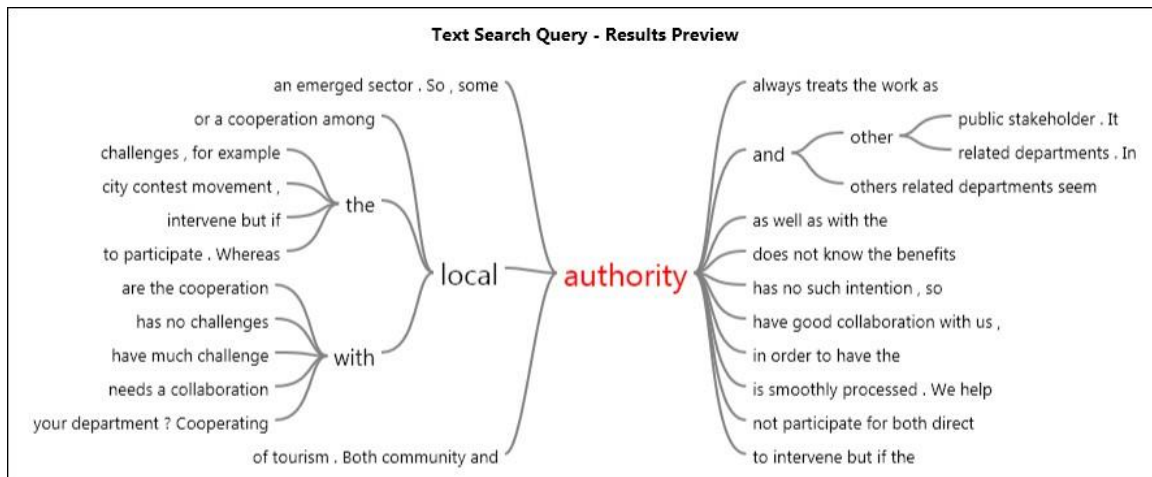(Source: Ministry of Public Work and Transport)

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Figure 40: Local authority and sustainable tourism, extracted from the NVivo (Source: Author)

Governments were henceforth responsible not only for attracting tourists but also for protecting them as consumers during their stay (Jeffries, 2001). The Cambodian government is in a position where it owns and operates tourism products, undertakes marketing, etc., as well as plays a role in regulating, overseeing and partnering with the industry. It is timely in this current economic climate that the government of Cambodia address the question of the role of government in the tourism sector to determine how to best deploy resources to ensure the industry grows and remains and is recognized as an important pillar of Cambodia's economy. The role of government is to ensure that Cambodia is able to compete successfully for tourism and build a growing and sustainable sector. The role and structure of government in supporting the broader tourism sector should be identified. For example, the following role of the Ministry of Tourism of Cambodia has its pivotal role in managing and developing the tourism field.

- *Formulating a national policy on tourism and a strategic tourist development plan;*

- *Encouraging investments in tourism on the basis of the National Strategic Development Plan;*

- *Managing the Cambodian tourism industry;*

- *Improving all types of tourism services;*

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- *Managing and maintaining natural resorts, man-made resorts, tourist centers, and tourist developmental regions nationwide;*

- *Issuing tourist business licenses to tourist vocational training schools and managing the affairs of tourist vocational training;*

- *Promoting and marketing Cambodian tourism, both at home and overseas;*

- *Managing tourism publications and information and procuring corrections where necessary;*

- *Setting up Cambodian tourism representative offices overseas, in collaboration with the Ministry of Foreign Affairs and International Cooperation and with institutions and organizations overseas;*

- *Signing implementation contracts relating to tourism projects after guidelines set by the Royal Government of Cambodia;*

- *Issuing tourist business licenses to tourism companies, tourism agencies, tour guides, hotels, casinos, restaurants, guesthouses, massage parlors, karaoke bars, bars, discotheques, resorts, tourism sports, means of tourism transport, and tourist exploitation services;*

- *Establishing, improving and maintaining standards and quality of the tourism industry and services;*

- *Grading hotels and restaurants nationwide;*

- *Regularly inspecting the tourism domain;*

- *Moreover, pursuing international cooperation enhanced in the field of tourism.*

(Source : Ministry of Tourism, Cambodia)

As Roger Doswell points out, the role of government is related to the management itself, regulation and control, research, marketing, product development,

human resource development, and public awareness (Doswell, 1997, p. 2003). Like the other managerial contexts, what a government should do is to guide the development of a sector through planning, organizing, directing, coordinating and monitoring its various activities. Many countries in the world have no sole tourism ministry. For instance, it may be included in other ministries. In France, tourism is underneath of the Ministry of Economy, Finance and Industry (Ministère de l'économie, des finances et de l'industrie). In this regard, such a solid ministry, Cambodia might have more independent responsibility to govern tourism. So, the Institutional Facilitation and Financial Support challenge, i.e. the finance, facilities, and services provided by the government, are sometimes too late to respond to the need of local tourism institutions. One of the respondents said:

> *We call for government to help with financing our project plan. We send them the project, but the ministry just notes it but does not provide finance, so we would like to have our plan in to real application. We're not like in China, when the plan is approved, then the government finances it immediately. But for us, the ministry received our plan and waits for partners or investors. We also request help to acquire qualified staff and also quantity of staff. (Pursat)*

Besides, the finance and material facilities, sustainable tourism requires an attention and vision from political leaders. The **political leaders** pushed ahead with projects and investments for the economic, environmental and social benefits to the local community. Within this pressurized political context, it is clear that the implementation of sustainable development policies in the environmental and physical plans was liable to change depending on the politicians' attitudes and their values (Yasarata *et al.*, 2010, p. 350). While many public tourism institutions were raised previously, political leaders and their perception towards Cambodia's tourism sustainable development is an important dimension.
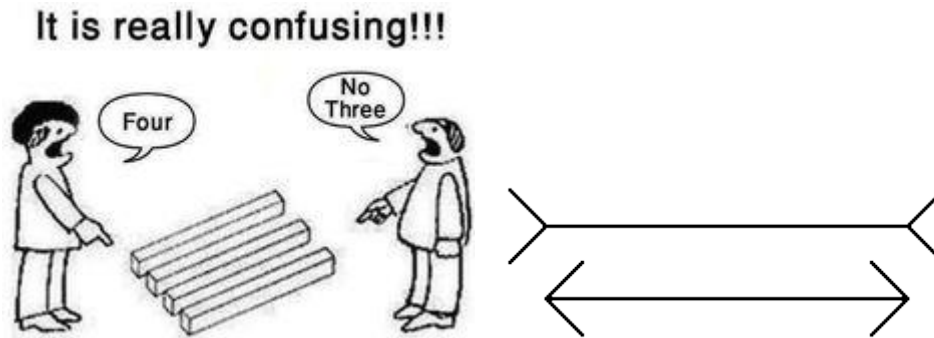
Perceptions and politicians 1

First, it is important to recognize that politicians play a number of roles – leadership of their polity (at a variety of levels), policy making for society, strategy making for the organization, partnership building with other organizations and with other stakeholders (including other countries or other communities), being a watch-dog over the decisions made within their polity, lobbyist in relation to decisions made in other polities, and last but not least, representation of their constituents. Not all of these roles are equally supported by the bureaucratic structures of the public sector – in particular, constituency roles tend to be rather poorly supported by officials, being regarded largely as 'political' and therefore for political parties to support (Löffler & Bovaird, 2009, p. 20).

For instance, until the late 1960s, Cambodia was the shining star of Indo-China: a confluence of intellectuals, traders, artists and bourgeois who lived, played and worked there. Phnom Penh was at that time the jewel of Asia. **Lee Kuan Yew**, the first Prime Minister of Singapore, visited Cambodia in April 1967 at the invitation of Prince Norodom Sihanouk. Cruising along the capital's elegant boulevards in a Mercedes convertible, Lee turned to his host and said, "I hope, one day, my city will look like this". Likewise, the former US president **Bill Clinton** made a surprise visit to Cambodia's famed Angkor Wat temples, where he impressed tourists by scaling the highest temple in the complex. Such a visit would make Cambodia more and more famous and attract more tourists.

In a view of in-country leaders, i.e., Samdech Prime Minister **HUN Sen** said due to global uncertainty we cannot see what is coming, so we better focus on the present with realistic strategies and policies, strong commitment and strong cooperation based on multilateral frameworks (4Ps: Public-Private-People-Partnerships). In this sense, the Royal Government of Cambodia, strongly commited itself to the sustainable development

framework by paying great attention to local people and forbidding all kinds of people leaving from their community. In his speech in the clean city contest 2012, HUN Sen commits to have developed the Kingdom of Cambodia to become a beautiful country which is more attractive and environmentally protective as well as a country that help reduce the source of global warming. Likewise, the deputy prime minister **SOK An**, in his speech at the 30th ASEAN Tourism Forum 2011, under the theme of "ASEAN: A World of Wonders and Diversity" in Phnom Penh, January 18, 2011. He mentioned that Cambodia today enjoys peace, security, political stability, and staggering development in all areas. The hospitality sector has made tremendous improvements allowing tourists to feel the warmth during their visit to this precious land. Cambodia – Kingdom of Wonders, with its rich cultural history and splendid natural resources, is blessed with the good-natured smile of Cambodian people awaiting to welcome tourists from all countries. Whereas the tourism minister **THONG Khon**, in his speech in 2011 stated that in the meantime of the regulatory set-up, additional attention should be paid managing change. Therefore, developing countries require the participation of all relevant stakeholders, public institutions, private sector, development partners and the people who are directly and indirectly getting the benefits from tourism.

Cambodia's government treats tourism as a main driver of country's development. Tourism is seen as one of the most important elements in the rectangular strategies as shown in the updated national strategic development plan (NSDP)[66] 2014 – 2018, to further improve socio-economic development of Cambodia. According to HUN Sen, the country's rectangular strategies have been identified as follows:

> *First, promoting the development of all form of infrastructures such as roads, bridges, clean water system, schools, and hospital etc. The road system, as mentioned in the government policy, is a key driver of economic growth and economic vein for connecting all parts of the nation to feed and support Cambodia economy, aiming at integrating internally, regionally and globally;*

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[66] With its principle aim of "maintaining peace, political stability, security and social order to promote rule of law and protect human rights and dignity, and multi-party democracy; sustainable long-term equitable economic growth; and increased outreach, effectiveness, quality and credibility of public services" (Cf. UNDAF, 2016; RGC, 2014).

Second, Strengthening social security and safety by maintaining stability and social order and preventing drug trafficking, prostitution, human trafficking, in particular women and children, which additional policy intervention for "safe village-commune" of the government;

Third, Strengthening quality of public service and tourism sector such as the enhancement of public health service and healthy food at restaurants, food stores, and market as well as public place. Tourism service and increasing tourism educational institution, parks and referral hospitals to meet the need of the people, aimed at improving public well fare, in particular children to become stronger in physical body, spirit and knowledge as well as improve the quality of tourism to provide warmness, trust and pleasure to tourists;

Forth, Participating in green economic development by shaping direction and forming other action plans of sub-national administration at the level of town/khan consistent with green development approach and principle of sustainable and responsible development (Hun Sen, 2012).

It is obvious that the preparation and implementation of tourism plans and policies must be freed from the influence of politicians. If a generalisation is made at this point, in order to implement and to apply sustainable tourism policies in Cambodia, it is necessary to consider and question the relationship between policies and politics (Yasarata, Altinay, Burns, & Okumus, 2010). Public intervention, both national and municipal, has explicitly fostered the growth of tourism in the city or actively managed its development (Pearce, 1998, p. 458). Cheang Vannarith concluded in his research that "the words of the Prime Minister are equivalent to national policy". His research is based on the 28 speeches of the prime minister from 1998 and found that there are nine main measures necessary for developing the tourism industry in Cambodia: (1) Security and safety for tourists; (2) Infrastructure and tourism facilities development; (3) Collaboration between stakeholders, including private sector, NGOs, and government; (4) Cultural heritage preservation; (5) Environmental protection, (6) Human resources development; (7) Tourism products marketing and promotion; (8) Legal measures such as availability of visas; (9) Regional cooperation (Vannarith Chheang, 2008, p. 79).

So, politicians have to be aware of the economic impact of tourism and the need for sustainable tourism planning in order to avoid negative impacts (Asian Development Bank, 2001, p. 23). Politicians are often guided by the necessity to achieve rapid and visible results during their tenure. The perceptions of tourism impression amongst Cambodian politicians really influences the country's sustainable tourism development. Likewise, the foreign state leaders who visit Cambodia can be a part of the influence to policy and the promotion of Cambodia as a tourist destination. The politicians play a very important role in influencing sustainable tourism development in Cambodia. Therefore, they must be involved directly and indirectly to ensure the country becomes one of the world's leading tourist destinations in terms of tourism annual growth. Tourism capacity building among the politicians and tourism practitioners are the backbone for national economic growth and prestigious nation.

Generally, the government has seven roles in tourism: co-ordination, planning, legislation and regulation, entrepreneurship, providing stimulation, social tourism and interest protection (Pender & Sharpley, 2004, p. 196). The government plays a very important in the tourism industry; without the government tourism could not survive because only the government has the power to provide the political stability, security, and the legal and financial framework that tourism requires. It is only national governments can negotiate and make agreements with other governments on issues such as immigration procedures or flying over and landing on national territory. Also, it is government that provides essential services and basic infrastructure. The government can also control the industry and its activities in order to ensure that activities comply with safety standards and that they are maintained in the public interest. To ensure this success, the government depends heavily upon the quality of its public sector management.

Local governments are responsible for preparing policy statements and developing management strategies; controlling development within the local planning system; providing tourism information services; and, undertaking limited marketing activity particularly within the country itself (Godfrey, 1998). When local governments begin to realise the potential of tourism to enhance their community, as well as what detracts from it, then the principles and policy implications of the sustainable ideas may be better placed to become the conventional wisdom.

In sum, the institutional facilitation and financial support and the attention of the political leaders would surely be an effective contribution to the sustainable tourism

development of Cambodia, especially for balancing the economic, socio-cultural, environmental benefits and costs because we are in the 21st century, which is considered as an age of travel and tourism.

4.5. PUBLIC TOURISM AWARENESS AND PARTICIPATION

public tourism awareness and participation are the last main challenges of Cambodia's sustainable tourism. There are varying levels of awareness ranging from unrealistic expectations of the impacts of tourism to little or no knowledge of the industry (Grenna *et al.*, 2006; D. Hall & Richards, 2002; Marcotte & Bourdeau, 2015). The UNWTO (2011, p. 25) noted in recent years, an increasing number of travellers are seeking authentic, educational and memorable experiences, and are taking advantage of tourism's potential to make a positive impact. Lack of tourism awareness and participation among the public leads to self-destructive development. Sound public tourism awareness and participation is essential for society, especially if it is to receive the maximum benefits of tourism and the minimized costs of tourism[67].

Although there is law, some regulations or circulars help guide sustainable tourism development, but there are still a number of challenges. According to the ministry of tourism (2013), the challenges include the active involvement of the public sector or governments at all levels in the process of conservation and development, the difficulty of obtaining the funds needed to develop products and getting the government to serve as a joint venture partner where appropriate. Other challenges include the difficulty of integration and linkage the tourism strategies and development plans at the community level, the lack of encouragement and cooperation among local tourism stakeholders, the weakness of impact assessments and monitoring, and especially the lack of creative sourcing of appropriate financial resources in Cambodia.

So, the state actors are unable to be disconnected to the private sectors and other associated actors such local residents. One of the LTSA raised the manner of clean culture in public settings. The public awareness on a culture of cleanliness is still needed

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[67] If possible, the tourism ology should be undertaken at the high school level. Perhaps the procedure should be characterized as the Khmer Rouge History studies.

for Cambodia at any tourist destination. Both local tourists as well as local residents are still limited in their awareness of public interest, especially the concept of sustainable tourism for all and all for sustainable tourism.

> *We would like to call for the tourism operator as well as the local authority to interact with each other in a cooperative manner. The public as well as the local resident should have a clean culture, especially for disposing of rubbish in the public and tourist destination. (Takeo)*
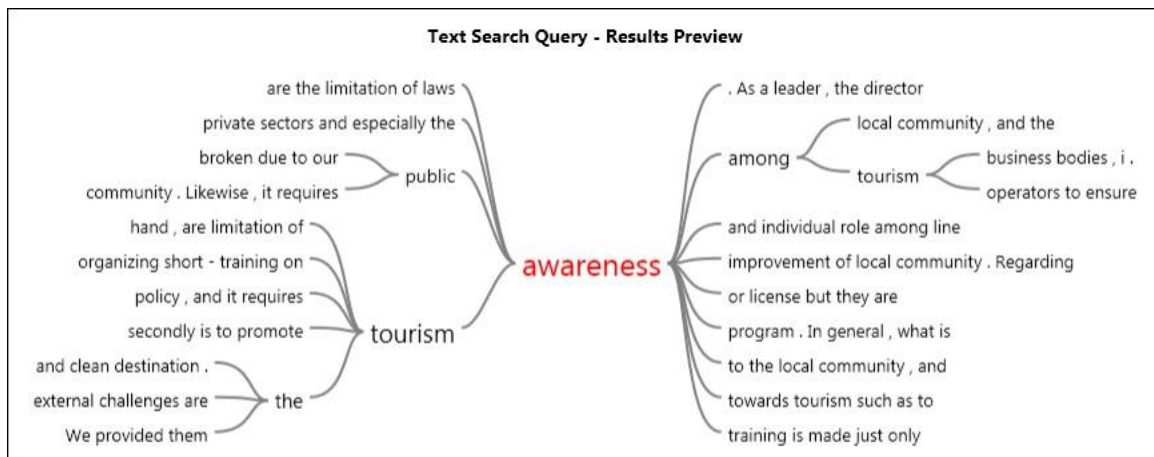
Figure 41: Public awareness, extracted from the NVivo (Source: Author)

The public tourism awareness and participation among tourism business operators of hotels, guesthouses, camping, restaurants and catering, resorts, theme parks, casinos, information services, local tours and excursions, cultural attractions, shopping, entertainments, sports, and recreation, etc. are all directly contributing to sustainable tourism. Moreover, to maximize the earnings from tourism, the visitors have to be persuaded to see and do and buy as much as possible. This requires up-to-date and readily accessible information on every facility available, together with well-organized merchandising and promotions (Doswell, 1997, p. 64).

The tourism and hospitality sector is a major employer (Bouncken & Pyo, 2002; Deuschl, 2006; Lockwood & Medlik, 2001). The involvement of the tourism promoter, which refers to public, quasi-public, and private agencies (i.e. the ministry of tourism

represents the actor principal of the public institution), brings about maximized benefits to the local economy. However, still there are contradictions among lined ministries, which always happens due to profits because those incomes are not well managed, leading each ministry fighting each other for individual interest under the name of the ministry scope. If we just take a look to a particular destination like Siem Reap, the APSARA authority is in charge of conservation work of cultural monument, whereas SOKIMEX is in charge of ticket selling with and is unfairly rewarded regarding the national budget, which is an injustice to the Cambodian people because they are collectively the true owner of the resources. However, 17 years later, finally the government took back the full control of ticketing at the Angkor Wat Archaeological Park, which is now co-managed by the Ministry of Tourism and Ministry of Finance and Economics since January 2016 (Vichea, 2015). In fact, the tourism promoter is a co-work or responsible of public institutions for the reason of sustainable development and preservation including ministry of information, ministry of environment, office of the council of minister, Cambodian development council, etc. In Canada, the tourism promoter is also comprised of the chamber of commerce, whereas in Cambodia such a body almost plays no action toward tourism promotion.

The challenges of LTSA with provincial government and others tourism stakeholders normally occur while tourism planning and some interventions are made. According to the results of the interview with the 25 provincial tourism managers, it was found that most of challenges are due to the limited awareness of the public toward sustainable tourism. The private sectors normally tend to use the people in power to solve the problem rather than law implementation. Sometimes, local authorities ignore their participation due to personal interest, corruption, or the power from their leaders who took bribes from the investors.

> *The external challenges, on the first hand, are the limitation of tourism awareness among local community, and on the second hand is the private sector, particularly there are some land abuses within the protected zone. Some other little challenges are regarding cooperation with the local authority and other related departments. (Rattana Kiri)*

Attention should not be made only to the tourism authorities because the villagers should be made aware of the positive and negative impacts of tourism to determine if they want tourism in their community. Training on various aspects of tourism should be provided, such as tourism planning and management, how to deal with tourists and how to maintain their way of life, culture and housing. A number of respondents found that they were trying to provide tourism awareness to the public, but most of them were not interested and ignored it.

> *Law adherence among tourism operators are the main challenges, I don't know what they refer to or back on. We provided them the tourism awareness or license but they are difficult. But I will try result the through reporting this to the local government. (Svay Rieng)*

To ensure private sectors as well as the local community obtain tourism awareness, the Cambodia tourism information office plays a very important role. The tourism information office is usually run by local government under the advice of the ministry of tourism. Some of these offices should be located abroad and some in a city or a tourist destination in a country. The office needs to be well located in relation to tourism flows and attractively designed. It should reflect the character and image of the destination. Tourism information offices should be well organized in terms of administration, layout, counters, display racks and seating areas, and it should be staffed by multi-lingual and well trained personnel who are appropriately dressed.

Like other countries, Cambodia has also National Tourism Offices Abroad. The National Tourism Offices Abroad maybe set up by the Ministry of Tourism or just be an office within the Ministry of Foreign Affairs and International Cooperation in some countries representing the major markets for Cambodian tourism, especially the top ten tourist arrivals to Cambodia and the new potential markets that Cambodia wishes to have cooperation or in every way the destination's desired image. The tourism information officer may also act as the executive officer for the local tourism committee and make sure services are in place to respond to day-to-day tourism enquiries. Such offices should be well located, attractively designed and efficiently operated.

The offices have an important role in distributing printed material and providing information. They also play a key part in monitoring the market and collecting all

relevant and up-to-date data about it. An office does not have an independent role; it is an extension of the Ministry of Tourism and represents the tourism sector as a whole. It should reflect the tourism policies of Cambodia in question and help to cement working relationships and solve problems. It should liaise closely with the local travel trade, particularly the tour operators selling the destination, and provide necessary marketing support (Doswell, 1997, p. 83).

Actually, Cambodia already has over 16 Tourist Information Centres that are located in the main cities like Phnom Penh, Siem Reap, and Sihanouk. These centres are to help making a trip to Cambodia more convenient and memorable through friendly and helpful attendants who can provide all kinds of travel information to tourists, such as individual provinces, accommodation, and attractions, etc. These centres also provide free pamphlets and maps. However, the number of Local Tourism Information Centres is not sufficient to facilitate or to respond to the need of tourists within a destination. Additionally, the staff working in this office is limited regarding the qualification of tourism awareness. So, the ministry has to provide them with the technical skills and other capacities to ensure excellent hospitality towards tourists. Although the ministry of tourism (2012) said "Please stop by – we'd be happy to help with your trip", the tourism officer should have broadened knowledge and cooperation within their territory. Besides just mapping the tourist destination and its potentials resources, they should know about politics, economy, and especially the security within the destination. The tourism officer is almost considered to be a local guide who represents the attitudes of the nation as a whole. For example, in Australia, tourist information officers provide travel and accommodation information to tourists, promote tourism, and assess tourist opportunities for local communities. They may perform the tasks like answer questions from tourists, visitors, local residents and other tourism industry colleagues, over the counter or by phone; make suggestions on tours, travel routes, accommodation and local attractions; provide literature and information on local, interstate and international tours and places of interest; maintain literature and/or brochure stocks; sell souvenirs and other merchandise; discuss transport, accommodation and tour availability and cost; arrange bookings and documentation for travel and accommodation, and collect payment; assist travel agents and tour operators in preparing itineraries for tourists; undertake general clerical and office duties; coordinate volunteer or part-time staff; put together statistics concerning the

number and nature of enquiries; and be responsible for overall presentation of the information centre.

One of the most important factors for public tourism awareness and participation is the cooperation with the media. The media and tourism promotion of Cambodia are quite limited, whereas mechanisms and joint activities of the public and private sector have enhanced Cambodian prestige in the international arena, in which the promotional campaign "Cambodia-Kingdom of Wonder" has been supported worldwide. The country's media and promotional activities were disseminated through a propagandistic system including televisions, newspapers[68], magazines, and participation in the events, as well as exhibitions and so forth. It also used the newly developed technical system (tourism websites, promotion, and communication via the internet). According to the Ministry of Tourism, Cambodia has spent around US$ 2 million each year on tourism promotion (Tourism Planning & Development Department, Ministry of Tourism, 2013). However, the media and tourism promotion of Cambodia is limited due to the national budget and availability of human resources specialized in the field. On the one hand, there is a lack of participations from the private sector and tourism promotional facilities are still limited in quality and quantity. On the other hand, the promotion via internet and information technologies remains weaker. Simultaneously, Cambodia has not yet had tourism representative offices in many priority tourism markets. It is seen in only few local tourism promotions and mostly contains activities on education, raising awareness through spots, songs, or music.

Public tourism awareness and participation of all tourism stakeholders will help me local tourist destinations manageable, i.e. the carrying capacity has been exceeded at some popular tourist destinations, resulting in pollution, environmental degradation and rising living costs for residents (Bonheur & Lane, 2002; GMS, 2008b; Pupion, 2010). As a result, growth of tourism lacks proper direction. Greater facilitation of travel might also create a negative image because some travellers might engage in various criminal activities in Cambodia. The carrying capacity should be considered as a key area for action in order to sustain tourism development. This will involve careful decision-making and planning to balance accessibility with carrying capacity at all levels, especially in

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[68] Cambodia should have "Tourist Newspapers", as according to Doswell (1997), the tourist newspapers around the world are usually published in English on a weekly basis. It is likely to feature the highlights of local news, items about tourism, about places, people and attractions of interest. The GTA should support and assist these newspapers in whatever way possible.

communities, fragile environments and designated tourist sites. When increasing numbers of tourists come to a destination, then decision-makers, planners and operators must ensure that carrying capacity is not exceeded (Clements et al., 2014; Ruiz, 2015; Salerno et al., 2013). When the industry, local people and the government work together through integrated planning and management, it is then more likely that tourism would be extremely beneficial to a destination. For example, Siem Reap province, the site of the great Angkor complex, has experienced a rapidly growing tourism industry (a major economic development engine for the nation) and increasing human population (Gaughan, Binford, & Southworth, 2009). So, in order to ensure a destination remains sustainable, Cambodia must develop and open a tourism southern corridor to link Siem Reap Angkor to the coastal zone, Phnom Penh and the eco-tourism zone.

Essentially, the education, training, and campaign program should be providing the information about a community-based waste and solid waste management, pollution, and especially the positive and negative impacts of tourism on the environment, society and culture, and economy. More significantly, we have to prompt people nearby and local tourism management to join together in development of tourism and the location's preservation. In addition, the local and international investment must strongly be encouraged.

SUMMARY

Sustainable tourism or more sustainable tourism and public tourism sectors or public tourism actors, particularly for the LTSA, play very important roles in the tourism sector of the kingdom of Cambodia. According to the findings, discussion, and perspectives of the research above, the role of LTSA has clearly shown that there are two main roles: internal management and external cooperation. The research has also explored the five main challenges of LTSA, which collectively are barriers[69] to sustainable tourism. Those barriers require the active participation, mutual understanding and respect among all tourism actors based on close and efficient co-operation mechanisms at all

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[69] Barriers to sustainable tourism included stakeholder awareness of critical issues and the current state of tourism, their knowledge of sustainable tourism principles, and their vision of the planning process and effective governance models for their region. (Hatipoglu, Alvarez, & Ertuna, 2016)

levels – local, national, regional and global. This kind of cooperation would yield fruitful results to help sustainable tourism development and management and ensure the sustainability and permanent beauty of the historical, cultural and natural tourist sites in Cambodia.

◆—————— XXXX —————▶

Chapter ❺

GENERAL CONCLUSION

☞ *This final chapter starts with 5.1 by concluding the four earlier interwoven chapters, followed by 5.2 with suggested recommendations to the local tourism state actors, particularly to the ones at the sub national level. Section 5.3 provides suggestions for further research.*

General Conclusion	
	Conclusion
	Recommendation
	Suggestion for further research
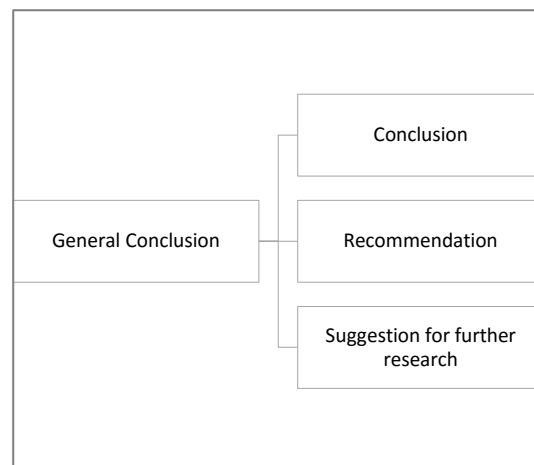
5.1. CONCLUSION

A STRATEGY TOWARDS SUSTAINABLE TOURISM IN CAMBODIA: the action of Local Tourism State Actors in terms of Resources and Competences was explored in the previous four chapters. Regarding the perception of sustainable tourism, we find that public managers have the same approach or explanation. Moreover, the consensus point of view on local challenges is that there is a lack of resources in all areas to achieve sustainable tourism.

Specifically, the constraints can be summarized according to five issues related to human resources, working methods, legal framework, institutional and financial support, and public awareness in the tourism sector in Cambodia. These shortcomings have led to ill-considered exploitation of the potential of tourism resources and caused high economic leakages abroad. For example, "*Siem Reap remains one of Cambodia's poorest provinces, despite the fact that tourism at Angkor is a multi-million dollar industry. The reality is that most (about 80%) of the revenue flows out of the country into the accounts of international hotels, airlines, travel agencies, and foreign investors.*" (Jhingran, 2013). Without long-term planning, some attractions are no longer able to ensure their sustainability, leading to the devastation of tourist treasures and the deterioration of socio-cultural values and national identity. What evolutionary mechanism could lead to uncontrolled development contributing to rapidly degrading the local community and the environment; as said Baudin (2009, p. 22): "economic development as incompatible with the protection of the environment, the report advocates the idea of zero growth." Thus, the Ministry of Tourism pointed out, if it is not properly managed, tourism development will enrich a small minority while excluding the majority of the country's population. Therefore, development must be conducted from an approach encompassing strategic zoning and phasing that supports an equitable distribution of wealth and sustainable utilization of the cultural and natural resources (Char-lee *et al.*, 2014; Laws, 1995; Stanković & DJukić, 2009).

In these circumstances, the public tourism directors are representatives of the ministry and play a key role in sustainable tourism and directly influence both the political power and local decision-making. Even if working at a national level, their function "... regarding the application, in all aspects of their practices, respectfully management philosophy of the impact of their decisions on human resources and on communities affected by their activities" (Tremblay *et al.*, 2007, p. 39). The role of local tourism managers signifies that internal management and external cooperation is highly dependent on the personal qualification of

individuals, and will be amplified by "adapting education and training systems to the changing skills requirements" (OECD, 2005, p. 114). However, their personal qualifications of the *Local Tourism State Actors* (LTSA) aside, they encounter many challenges in implementing their role, both inside the tourism department's management and in coordination with other tourism stakeholders. Besides the LTSA themselves, the provincial tourism departments also face many challenges, such as lacking financial resources and especially in terms of quality and quantity of professional human resources. Therefore, if local directors are now confined to a role as leaders with limited resources, we suggest that they could become real local managers by mobilizing the public and stakeholders to work together in the framework of a clear policy characterized by sustainability and equitable distribution of costs and benefits.

We hope the following recommendations can become an indispensable tool for the Royal Government of Cambodia, including the Ministry of Tourism in general and local public managers in particular, thereby contributing to effective management and with considerable commitment to sustainable tourism and its increase in the country.

5.2. RECOMMENDATION

Hopefully, the study of "*STRATEGY TOWARDS SUSTAINABLE TOURISM IN CAMBODIA: the action of Local Tourism State Actors in terms of Resources and Competences*" will be a national contribution to defend the country's image, sustainable development, and the conservation of a unique treasure in the world. The study ideally contributes toward fostering respect and understanding among tourists and the local community, thus promoting the growth of economy and harmony in the country. To safeguard the sound future development of tourism in Cambodia, it is essential that the local residents be integrated into all programmes and that their social and economic welfare improve alongside increasing tourist activity. Long-term effects on culture and the environment should always be a predominant consideration when making any decision on tourism investment. To this effect, the following recommendations may constitute an invaluable source of reference and guidance, which are aimed mainly at government authorities – public tourism authorities at all levels.

Firstly, at the local level, a number of recommendations are put forward for local tourism public stakeholders. They must of course be aware of their roles as well as current

issues. Their personal awareness will directly contribute to a high level of involvement of the host community in the development of tourism to ensure a project's viability, the protection of tourism potential and its industry. The participation of all concerned citizens corresponds to this approach. Planning decisions should be made locally. Local communities should be involved and encouraged to participate in tourism initiatives with the objective to strengthen local economies. This will require training, education and public awareness as well as initiatives to measure progress in achieving sustainable tourism development at the local level. An educational and professional programme of tourism training (Ritchie, Carr, & Cooper, 2003; Rodríguez-Antón, del Mar Alonso-Almeida, Andrada, & Pedroche, 2013; Walmsley, 2012; Zagonari, 2009), including actual practices, is needed to ensure fair benefits for the local population in the tourism industry. More generally, to ensure the development of the future of tourism in Cambodia, it is essential that local residents be integrated into all development and conservation plans, their social and economic well-being be taken into account, and their interests respected. The long-term effects on culture and the environment should always be a predominant factor in decision-making on tourism investment.

Secondly, at the national level, the Ministry of Tourism should work closely with other relevant ministries in addition to provincial and municipal authorities. Meanwhile, these three bodies must strictly cooperate with the private sector with an objective of improving the quality of tourist services. For example, to overcome these shortcomings, we can draw on the expertise and resources of private companies to conduct an information campaign. These partnerships enable the implementation of an action plan to strengthen the quality of services, encourage direct flights, to continue to develop and improve infrastructure, etc. Therefore, the Ministry of Tourism acts as a core agency in terms of political, technical, support and participation of all ministries and other public institutions, authorities concerned, private sectors, development partners, non-governmental organizations and international organizations for the common goal of prosperous and sustainable tourism in Cambodia. In fact, the public sector at all levels, the private sectors and civil societies are key factors for the development of sustainable tourism. They are a positive force for change in the country (Holder, 1992; Pearce, 1998; Puppim de Oliveira, 2003). Each sector has an interdependent and inter-complementary role: that the private sector provides tourism services, the NGOs support sustainable tourism, and the public sectors ensure coordination corresponding to sustainable tourism and the reduction of poverty. However, it is clear that the future success of sustainable tourism in Cambodia is in the hands of the public sector because the government in general has the power

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to coordinate stakeholders and to mobilize all levels of society, all of which is summarized by the phrase "think globally and act locally" (Jumel & Van Duysen, 2008, p. 17).

Particularly, if one refers to the Royal Government of Cambodia, it should encourage local investment with an attractive ambience and facilities in the tourist industry. To achieve that, the lowest interest rates for grants or loans should be made to the individual private investor to enable investment in tourism-related activities. Meanwhile, the government must develop the necessary infrastructure and social facilities such as roads, water and electricity networks, and especially social security. The government must also enhance cooperation of stakeholders in tourism development and heritage preservation to improve the protection of the environment, natural resources and cultural heritage. As evidence, these ideas "... highlighted the role of tourism as a factor in the preservation of natural, cultural and human, and a factor of peace and reconciliation between peoples" (Hoerner & Perrot, 2003, p. 316). The government should centralize power control and also intervene in a framework to plan the long-term sustainability of tourism development in Cambodia. The government could pay particular attention to the issues of development of the current tourism and good governance during the current era of globalization (Nunkoo, Ramkissoon, & Gursoy, 2012). The government should have better partnerships for the commercialization and development of human resources. It is essential that the government establish partnerships with the private sector and civil society for reform within the industry. The participation of the local community should also be encouraged for this reform to be successful, but there must be a real and remarkable reform that has great strength to face the government's reform efforts. Furthermore, it is crucial to have the political support of government. The government should assist host communities to manage their local attractions for optimum benefit by minimizing negative impacts and risks on tradition, culture and everyday life. As explained by Lozato-Giotart, Leroux and Balfet (2012, p. 336), "cultural impacts seem less destabilizing when it comes to host populations whose way of life is similar to that of tourists". Thus, the Government at local or central levels needs to have close relationships with stakeholders within the community, as well as local residents and tourists. In addition, government and stakeholders should unite all common perspectives, such as tourism marketing and product development. This cooperation is in line with the principles of sustainable tourism development. So for sustainable tourism, the government should qualify the competence[70] of civil servants in terms of communication and negotiation in order to

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[70] Competence can be defined as a combination of knowledge, skills, quality and behaviours used to adequately perform a specific role.

convince other stakeholders to cooperate for local interests, leading "... an organization representing the interests of the local population" (Baddache, 2011, p. 161).

This perspective is subject to the local tourism public institutions, the Ministry of Tourism and the Royal Government of Cambodia, in providing a unifying framework to explore and understand the interaction between all stakeholders, in communicating or exchanging objectives, goals and the values of the local tourist destination. In fact, the development of sustainable tourism requires a balance of the needs and interests of all participants. For "mobilizing the entire population, including non-tourism professionals, is the first image of the component 'lived'" (Frustier, 2009, p. 32). The message of public or common interest and understanding of sustainable tourism should be communicated to tourists and to the local community and other stakeholders. In this case, Torrent stresses that to ensure sustainable long-term economic operations and socio-economic benefits to be provided to all stakeholders, they should be fairly distributed. This should include stable employment that generates income along with economic benefits for social services in the communities. These positive aspects would be a contribution to the fight against poverty (Rigall -I- Torrent, 2008).

For this to be feasible, once the criteria are used, it is important that the Government and the Ministry of Tourism strengthen the powers and responsibilities of local tourism public directors. This measure promotes the image of the country in an interactive dynamic, respecting and understanding of tourists and Cambodians, from which would flow harmony and economic growth. In fact, "tourists, depending on their nationality, will have different images of the tourism products, differences related to the history, traditions and values of each culture" (Frochot & Legohérel, 2010, p. 256). With this, it will bring about the prospect of a positive image of tourism in Cambodia. Finally, as an emerging tourism destination, Cambodia may one day compete as one of the most popular tourist destinations in the world.

5.3. SUGGESTIONS FOR FUTURE RESEARCH

The output of this research explores several key points that are important for local tourism government in sustainable tourism. The research also provides a better understanding of the challenges that are facing sustainable tourism management today and offers perspectives for future avenues for Cambodia's sustainable tourism as a whole. Eventually, however, this

study is just a part of the contemporary challenge of Cambodia's sustainable tourism; further studies are suggested to examine the role of local tourism state actors and the six actors of sustainable tourism, especially the role of LTSA and the media. Because this study discovered that the second main role of LTSA is as a coordinator or an ambassador for local stakeholders, therefore a study of public relations and the LTSA as a decision making barrier should be carefully examined in future research. This study covers only the local level, so the national, regional, or international reflection could be considered to be a path of further research.

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Annexes

Q 1. តាមការយល់ដឹងរបស់លោកផ្ទាល់ តើអ្វីទៅហៅថានិរន្តរភាពទេសចរណ៍ ឬទេសចរណ៍ចិរភាព ?

Base on your understanding, what is the meaning of "Sustainable Tourism" ?

Q 2. ជារួម តើធ្វើដូចម្តេចដើម្បីទទួលបាននិរន្តរភាពទេសចរណ៍ ?

In general, how to achieve "Sustainable Tourism" ?

Q 3. ដោយឡែកចំពោះរដ្ឋាភិបាលកម្ពុជាវិញ តើគួរធ្វើដូចម្តេចដើម្បីទទួលបាននិរន្តរភាពទេសចរណ៍ ?

In particular, what the government of Cambodia should do to achieve "Sustainable Tourism" ?

Q 4. បច្ចុប្បន្ននេះនៅក្នុងស្ថាប័នអ្នក តើមានសុចនករដើម្បីវាយតម្លៃផ្សេងៗផ្ទាត់ពីនិរន្តរភាពទេសចរណ៍ ហើយតើលទ្ធផលយ៉ាងដូចម្តេចដែរ ?

Les indicateurs et sur perception de résultats ?

Q 5. ក្នុងគុណទីជាអ្នកគ្រប់គ្រងផ្នែកទេសចរណ៍ សូមលោករៀបរាប់ពីសកម្មភាពចំបងៗដែលលោកអនុវត្តន៍ជាប្រចាំ

Can you please briefly describe your "main duties" that you perform regularly ?

Q 6. ក្នុងគុណទីជាអ្នកគ្រប់គ្រងផ្នែកទេសចរណ៍ តើលោកគួរធ្វើខ្លះដើម្បីទទួលបាននិរន្តរភាពទេសចរ ណ៍ ?

As a tourism manager, a leadership role, what "should you do" to achieve Sustainable Tourism ?

Q 7. ក្នុងតួនាទីជាអ្នកគ្រប់គ្រងផ្នែកទេសចរណ៍ តើលោកមានបញ្ហាប្រឈមអ្វីខ្លះដើម្បីទទួលបាននិរន្តរភាពទេសចរណ៍ ?

As a public manager, a leadership role, what are "your challenges" to achieve sustainable tourism ?

Q 8. តាមរយៈបទពិសោធន៍របស់អ្នក តើលោកមានឧទាហរណ៍គំរូប្រអនុសាសន៍អ្វីខ្លះសម្រាប់អ្នកគ្រប់គ្រងផ្នែកទេសចរណ៍ដទៃទៀត ?

Based on your practical experience, can you give an "example or a model of Sustainable Tourism" in your territory? (Est ce que vous avez des indicateurs de pilotage?)

Q 9. តើលោកមានអ្វីចង់ស្វែងយល់បន្ថែមស្ដីអំពីនិរន្តរភាពទេសចរណ៍ក្នុងតួនាទីជាអ្នកគ្រប់គ្រងផ្នែកទេសចរណ៍

What you want to "learn more about Sustainable Tourism" ?

Q 10. តើលោកមានយោបល់ និងសំណូរអ្វីផ្សេងៗទៀតទេ ?

Your comment or other suggestion ?

Appendix B : Siem Reap Declaration on Tourism and Culture – Building a New Partnership Model

Siem Reap Declaration on

Tourism and Culture – Building a New Partnership Model

The Ministers of Tourism and Culture and heads of delegation of the UNWTO and UNESCO Member States, representatives of the World Tourism Organization (UNWTO), of the United Nations Educational, Scientific and Cultural Organization (UNESCO), of the United Nations Alliance of Civilizations, of regional organizations, academia, private sector, cultural and tourism institutions, and non-governmental organizations, meeting, on the occasion of the *UNWTO/UNESCO World Conference on Tourism and Culture – Building a New Partnership*, held in Siem Reap, Cambodia, on 4-5 February 2015 under the high patronage of H.E. Samdech Akka Moha Sena Padei Techo Hun Sen, Prime Minister of the Kingdom of Cambodia, of the Secretary-General of the World Tourism Organization (UNWTO) and of the Director-General of UNESCO;

Recalling that:

– Tourism has grown over recent decades to become one of the leading global socio-economic sectors of our times;

– Tourism creates immense opportunities for inclusive economic growth and sustainable development through job creation, regeneration of rural and urban areas, and the appreciation and protection of natural and cultural heritage;

– In 2012, for the first time, over one billion international tourists travelled the world, and in 2014, the World Heritage List reached 1000 sites;

– Culture, reflected in heritage and traditions as much as in contemporary art, languages, cuisine, music, handicrafts, museums and literature, is of immeasurable value to host communities, shapes community identities and fosters respect and tolerance among people, has become a key tourism asset, creating distinctive differences between destinations; and

– Cultural tourism can make a significant contribution to the socio-economic development and empowerment of local communities.

Considering that:

– Safeguarding of culture in its diverse manifestations is a guarantee of sustainable development, as

underscored in international standard setting instruments, including:

– The 2005 UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions;

– The 2003 UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage;
– The 2001 UNESCO Convention on the Protection of the Underwater Cultural Heritage;

– The 1972 UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage;

– The 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property;

– The 1954 UNESCO Convention for the Protection of Cultural Property in the Event of Armed Conflict;

- Sustainable tourism can be a considerable force in safeguarding and fostering the appreciation for tangible and intangible heritage as well as encouraging the development of arts, crafts and other creative activities;

- Article 4 of the Global Code of Ethics for Tourism, adopted by the UNWTO General Assembly in 1999 and endorsed by the United Nations General Assembly in 2001, underlines that "tourism is a user of the cultural heritage of mankind and contributor to its enhancement";

- The 2013 United Nations General Assembly Resolution on Culture and Sustainable Development (A/RES/68/223), acknowledges that culture contributes to inclusive economic development;

- The Hangzhou Declaration of May 2013, *Placing Culture at the Heart of Sustainable Development Policies,* reaffirms that culture should be considered as a fundamental enabler of sustainability, being a source of meaning and energy, a wellspring of creativity and innovation and a resource to address challenges and find appropriate solutions;

- The 2014 Florence Declaration on *Culture, Creativity and Sustainable Development, Research, Innovation, Opportunities* calls upon governments, civil society and the private sector to take action in global partnership to promote creative environments, processes and products;

- For many years, UNWTO and UNESCO have been working together to raise awareness and promote the strong interlinks between tourism and culture, while emphasizing the need for mutually beneficial partnership models, namely through the UNESCO World Heritage Sustainable Tourism Programme; and

- Building new partnership models for collaboration between tourism and culture falls within the emerging international consensus of the fundamental links between culture and heritage, and merits due consideration under the post 2015 sustainable development agenda.

Recognizing that:

- Despite the immense synergies between tourism and culture, the two sectors often operate within government and administrative structures that are disconnected or poorly coordinated, resulting in less than optimal outcomes for national and regional development policies, planning and development;

- At a time of unprecedented tourism growth, it is important to emphasize the shared responsibility among culture and tourism stakeholders, especially within government and public administrations at all levels, as well as the immense opportunities for both culture and tourism to develop new partnership models;

- Successful outcomes require engaging culture and tourism stakeholders at all levels to address cross-cutting responsibilities in areas such as governance, community engagement, innovation and corporate social responsibility;

- For tourism to achieve social, economic, and environmental sustainability, the natural and cultural assets of any nation or community must be valued and protected;

- Sustainable tourism can be a key driver in the preservation and promotion of cultural heritage, while nurturing a sense of pride and self-esteem within communities and

destinations around the world and that if inappropriately managed and developed it can jeopardize such heritage;

- Tourism development and activities associated with cultural heritage can achieve sustainability through building responsible governance structures, ensuring protection and conservation, promoting investment, fostering poverty reduction, facilitating linkages between tourism sectors and local suppliers of goods and services, showcasing local cultures and supporting human resource development;

- There is need to reinforce and expand the contribution of living cultures and creative industries, such as music, multimedia, crafts, cuisine, architecture and design, towards the achievement of sustainable tourism, because these have an increasing role in creating the distinctive and unique visitor experience of each destination, and tourism investment can bring new consumers, foster innovation and the exchange of experiences that grow the creative industries with expanding markets;

- Cultural routes linking such places offer important opportunities for tourism development, regional integration and economic development, while promoting the revitalization and promotion of cultural and economic links between people and communities; and

- Cultural tourism has the potential to contribute to the cultural development, growth and rejuvenation of urban areas and historic cities.

Reaffirm their commitment to:
1. *Build new partnership models between tourism and culture by,*

   1.1. Working towards greater integration of culture and tourism into the post 2015 development agenda;

   1.2. Reducing barriers and facilitating effective partnership models and governance structures within government at national, regional and local levels, to develop, coordinate and implement tourism and culture policies and practices in a more integrated manner;

   1.3. Encouraging and facilitating effective partnerships between government, private and community organizations in both tourism and cultural heritage sectors;

   1.4. Developing cultural tourism policies that recognize, protect and promote the authenticity of

culture and cultural heritage and forge effective synergies using a range of appropriate technologies and social media platforms whereby all stakeholders exchange more information, experience and best practice in this area; and

1.5. Using tourism and culture as a fundamental tool in development cooperation for developing countries and recovery in areas affected by crisis.

2. *Promote and protect cultural heritage by,*

2.1. Encouraging tourism activities that contribute to increase public awareness and support for the protection and conservation of cultural heritage; in particular, by communicating heritage characteristics and values through the tourism experience chain;

2.2. Considering the aspirations of the host communities in determining and managing the use of the tangible and intangible culture;

2.3. Ensuring that sufficient revenues derived from tourism activities go toward the management and conservation of cultural and natural heritage and promote the engagement of tourists;

2.4. Protecting and sustainably managing World Heritage Sites and encouraging the implementation of the World Heritage Sustainable Tourism Programme, including the implementation of effective tourism congestion management measures, training and capacity building of site managers and other stakeholders;

2.5. Supporting the fight against trafficking of cultural heritage;

2.6. Promoting examples for responsible and sustainable tourism management at World Heritage Sites and ensuring that the local or host community benefits from tourism;

2.7. Ensuring that ethnic and indigenous people and their cultures are respected and preserved and that tourism development and promotion is done with full participation and through equitable partnerships;

2.8. Implementing effective and appropriate heritage and socio-economic sustainability impact assessment procedures prior to the approval of tourism projects associated with World Heritage Sites and the local communities in the vicinity of such sites; and

2.9. Advancing service quality, the use of technology and visitors' research in order to increase the competitiveness of cultural sites.

3. *Link people and foster sustainable development through cultural routes by,*

3.1. Where appropriate, encouraging and facilitating international and national initiatives that draw together historically or thematically linked heritage places, including World Heritage Sites, into tourism routes, corridors or circuits;

3.2. Building international or regional networks across culture and tourism government agencies and within other relevant government areas such as foreign affairs, transportation, interior or immigration;

3.3. Cooperating across regional or national borders to encourage, facilitate and build governance and certification models to ensure quality and consistency of the visitor experience along the

cultural routes;

3.4. Fostering equity of governance structures, tourism development, public/private partnerships and marketing activities across the entire cultural route; and

3.5. Consulting local communities and engaging them as stakeholders in the formulation and management of tourism along cultural routes.

4. *Promote closer linkages between tourism, living cultures and creative industries by,*

4.1. Encouraging opportunities for cultural tourism to be a valuable generator of business opportunities and socio-economic development for creative industries and the cultural sector;

4.2. Encouraging and facilitating new forms of cultural tourism, such as creative tourism, and tourism related to special interests such as museums, industrial, underwater or memorial heritage;

4.3. Promoting sustainable value chains within local communities that ensure a consistent quality and creativity in the presentation and/or performance by cultural industries;

4.4. Fostering local training and educational opportunities for ongoing participation and growth in cultural industries; and

4.5. Encouraging public and private investment in physical and institutional infrastructure to sustain local creative industries.

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5. *Support the contribution of cultural tourism to urban development*

5.1. Encouraging local cultural traditions, museums and contemporary creative industries to become part of the programmes for urban development and/or regeneration;

5.2. Encouraging the regeneration of degraded or redundant industrial areas of historic cities includes the integration of cultural heritage;

5.3. Encouraging urban development to be undertaken in association with local communities and provides equitable opportunities for socio-economic development;

5.4. Encouraging urban development to be integrated socially and culturally with other urban areas to improve interaction between new and existing residential communities; and

5.5. Encouraging cultural programmes and creative industry initiatives aimed at regenerating urban areas to include participation by tourists as well as local people;

and express their sincere appreciation and gratitude to His Majesty Preah Samdech Preah Baromneath Norodom Sihamoni, King of Cambodia, who kindly provided an unforgettable opportunity to experience the rich cultural heritage of the country, as well as the Royal Government of Cambodia and the provincial government of Siem Reap for their warm hospitality, the excellent arrangements for the Conference and their fundamental contribution to advance the links between tourism and culture with the aim of promoting a more sustainable future for all.

Siem Reap, Cambodia, 5 February 2015.

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Appendix C : Law on Tourism

[*National Coat-of-Arms*]

ROYAL KROM

NS/RKM/0609/007

We,

Preah Karuna Preah Bath Samdech Preah Boromneath NORODOM SIHAMONI Samanaphoum Cheati Sasna Rakhatakhatiya Khemara Rath Reastr Puthintrea Thorea Mohaksatr Khemara Chunea Samohopheas Kampuchak Ekareach Rath Borana Santi Suphak Mangkalea Serei Vibolea Khemara Srei Pireastr Preah Chao Krong Kampuchea Thipadei,

- In view of the Constitution of the Kingdom of Cambodia;

- In view of the Royal Decree No. NS/RKT/0908/1055, dated on 25 September 2008, on the Appointment of the Royal Government;

- In view of the Royal Krom No. 02/NS/94, dated on 20 July 1994, promulgating the Law on the Organizing and Functioning of the Council of Ministers;

- In view of the Royal Krom No. NS/RKM/0196/15, dated on 24 January 1996,

promulgating the Law on Establishment of the Ministry of Tourism;

- In view of the submissions of Samdech Akak Moha Sena Padei Techo Hun Sen, Prime Minister of the Kingdom of Cambodia, and the Minister of Tourism;

HEREBY PROMULGATE

The Law on Tourism, which the National Assembly adopted on 29 April 2009 during the second session of its fourth legislature, and which the Senate approved as to its entire form and legality without change on 27 May 2009 during its extraordinary session, and which has the following provisions:

[*Seal of the Royal Palace*]

LAW
ON
TOURISM

[*Seal of the Royal Palace*]

CHAPTER 1

GENERAL PROVISIONS

Article 1:

This law aims to determine rules and mechanisms for managing and developing tourism sector in the Kingdom of Cambodia.

Article 2:

This law has the following objectives:

- To manage and develop tourism sector with effectiveness, quality and sustainability in order to contribute to poverty reduction;

- To contribute to protecting and maintaining natural resources, culture and customs, which serve as the foundations of tourism sector;

- To assure and promote the quality of tourism services in the Kingdom of Cambodia by establishing quality-assurance systems that provide security, safety, comfort and increase satisfaction for tourists;

- To draw maximum benefit from tourism sector, ensure equitable distribution and to prevent negative impacts of tourism sector;

- To advance broad cooperation, to find markets and promote Cambodian tourism more effectively through the involvement of the public and private sectors;

- To develop human resources in tourism sector;

- To contribute to building international friendship and understanding through the tourism industry.

Article 3:

The scope of this law is to regulate and cover all tourism activities in the Kingdom of Cambodia.

Article 4:

Key terms used in this law shall be determined in the Appendix.

CHAPTER 2

POLICY AND TOURISM DEVELOPMENT PLAN

Article 5:

The ministry of Tourism shall prepare policies and a Tourism Development Plan for the Kingdom of Cambodia, in consultation with relevant ministries, institutions, sub-national administrative units, tourism industry associations and the private sector.

The Tourism Development Plan includes The National Tourism Development Plan, Regional Tourism Development Plans, and The Tourism Development Plans of sub-national administrative units. Sub-national administrative units shall prepare a tourism development plan for their local areas.

Article 6:

The National Tourism Development Plan shall:

a. formulate policies, strategies and national plans for the development and promotion of Cambodian tourism sector;

b. create measures to reduce poverty and assure the sustainability of national tourism development;

c. be integrated into the ASEAN Tourism Plan and other international tourism plans.

Article 7:

Regional Tourism Development Plans and Tourism Development Plans of sub-national administrative units shall:

a. formulate tourism development strategies at regional and administrative levels;

b. create measures to reduce poverty and to ensure sustainability of development and management in tourism sector at the regional and sub-national administrative levels.

Regional Tourism Development Plans shall be prepared in accordance with the National Tourism Development Plan. The Tourism Development Plans of sub-national administrative units shall be prepared in accordance with Regional Tourism Development Plans.

Article 8:

The National Tourism Development Plan and Regional Tourism Development Plans shall be submitted to the Royal Government for approval and incorporation into the National Strategic Development Plan so that they become the Royal Government's common policy and strategy for tourism sector in the Kingdom of Cambodia.

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The Tourism Development Plans shall be reviewed and amended as required at least once in every five-year period.

CHAPTER 3

MANAGERIAL AUTHORITY

Article 9:

The Ministry of Tourism has the authority to lead and manage any task in tourism sector and effectively fulfill other duties in accordance with national and international practices.

The Ministry of Tourism shall lead and monitor the implementation of the Tourism Development Plan. Since tourism sector affects and is affected by the work and authority of many other ministries, institutions and authorities, the roles of the Ministry of Tourism shall be generally divided pursuant to principles stipulated in the Articles of this Chapter.

Article 10:

The Ministry of Tourism shall be primarily responsible for issuing necessary provisions concerning the tourism industry in order to promote effective implementation of the Tourism Development Plan.

Those necessary provisions include:

- Promotion of tourism sector, inside and outside the Kingdom of Cambodia;

- Assurance of quality in tourism sector;

- Standards of tourism sector;

- Tourism licenses;

- Tourism business activities;

- Guidelines for stakeholders in tourism sector;

- Management and monitoring of tourism information;

- International cooperation in tourism sector with bordering countries and the world.

The Ministry of Tourism shall consult with relevant ministries, institutions and authorities, in case any ministry, institution or authority is interested in consultation on any part of the tourism industry.

Article 11:

The Ministry of Tourism, together with other relevant ministries, institutions and authorities, shall be jointly responsible for issuing necessary provisions that affect or are affected by the tourism industry. Those necessary sections include:

- Tourism industry associations,

- Environmental protection,

- Protection and exhibition of natural heritage,

- Protection and exhibition of cultural heritage,

- Investment in tourism sector and incentives,

- Management and privatization of the state's tourism enterprises,

- Administration of state land which is rented for tourism purposes,

- Prevention of sexual exploitation,

- Development of tourism products,

- Eco-tourism,

- Local tourist communities,

- Poverty reduction,

- Food hygiene and safety,

- Tourist security and safety,

- Tourist police.

The Ministry of Tourism and relevant ministries, institutions and authorities shall collaborate to ensure that the sections within tourism industry are effectively managed and administered and respond to the Tourism Development Plan.

Article 12:

Relevant ministries, institutions and authorities whose work affects the tourism industry and the Tourism Development Plan shall consult with tourism experts in the Ministry of Tourism. The sections that affect or are affected by the tourism industry may include the following:

- Land-use planning,

- Personnel and development planning,

- Infrastructure and public services,

- Granting of ownership rights, leases or concessions for tourism purposes,

- Establishment of tax policy on tourism businesses,

- Visas,

- Airline policy.

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In order to ensure effective implementation, any construction plans for tourism activities shall be made pursuant to the Tourism Development Plan and with consultation of the tourism experts from the Ministry of Tourism.

The Ministry of Tourism assists in providing technical advice to municipal, provincial and local Tourism Management and Development Commissions, the Cambodia Tourism Marketing and Promotion Boards, tourism industry associations, and tour operators.

Article 13:

If necessary, the Ministry of Tourism, together with relevant ministries, institutions and authorities may issue various joint provisions to effectively manage and administer any work as stipulated in Article 11 and Article 12 of this law.

CHAPTER 4

INSTITUTIONS AND FINANCING

Article 14:

The Ministry of Tourism shall strengthen and expand its own designated infrastructure in response to the Tourism Development Plan.

Article 15:

The Ministry of Tourism shall organize and establish a National Institute of Tourism. The National Institute of Tourism is a center for study and research in the field of tourism in order to establish effective, quality and sustainable policies, strategies and Tourism Development Plans. The organization and functioning of the National Institute of Tourism shall be determined by sub-decree.

Article 16:

The Ministry of Tourism shall organize and establish a Vocational School of Tourism. The Vocational School of Tourism has the mission to educate and train vocational specialists in tourism, hotel and hospitality aimed at serving the tourism industry. The organization and functioning of the Vocational School of Tourism shall be determined by sub-decree.

Article 17:

The Ministry of Tourism shall organize and establish a University of Tourism and Hospitality. The University of Tourism and Hospitality is a higher educational institution which educates and trains human resources in all skills in the field of tourism and hospitality. The organization and functioning of the University of Tourism and Hospitality shall be determined by sub-decree.

Article 18:

The Ministry of Tourism, in collaboration with the Ministry of Education, Youth and Sports, and relevant ministries, institutions and authorities, shall acknowledge the valuable role of the private sector in education and professional and vocational training in tourism, hotel and hospitality as determined in any provisions stipulated in Chapter 5 of this law.

Article 19:

The Ministry of Tourism helps facilitate any tasks in establishing charters and/or statutes and internal rules and monitor the activities of tourism industry associations.

Tourism industry associations shall have charters and/or statutes or internal rules pursuant to applicable laws and provisions.

Article 20:

The Ministry of Tourism shall organize and establish the Cambodia Tourism Marketing and Promotion Board (CTMPB) in partnership with public and private sectors. The organization and functioning of the Cambodia Tourism Marketing and Promotion Board shall be determined by sub-decree.

Article 21:

Financing support for the development and management of tourism sector originates from the following:

- Annual national budget of the Ministry of Tourism,

- Cooperative financing of development partners,

- Contributions of generous people, customers and tourism industry associations,

- Contributions of the Cambodia Tourism Marketing and Promotion Board,

- Contributions of tour operators,

- Other legal financing sources or incomes.

The management and use of the budget for the development of tourism sector shall be determined by a joint Prakas of the Minister of Tourism and the Minister of Economy and Finance.

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CHAPTER 5

TOURISM QUALITY, STANDARDS, AND LICENSE

Article 22:

The Ministry of Tourism shall monitor the administration of any tourism businesses and activities by granting licenses, creating a ranking system, determining minimum standards and implementing systems in order to produce, improve, and maintain the quality of tourism services in the Kingdom of Cambodia.

Article 23:

The Ministry of Tourism shall determine standards and technical requirements of tourism services in the Kingdom of Cambodia. All tourism businesses shall be practiced according to the standards and requirements determined by a Prakas of the Minister of Tourism.

Article 24:

The Ministry of Tourism shall organize and establish a ranking system for hotels, tourist accommodation services and other tourism services in accordance with international standards and best practice in the Kingdom of Cambodia. The ranking system for hotels and tourist accommodation services shall be determined by sub-decree. The ranking system for tourism services shall be determined by a Prakas of the Minister of Tourism.

Article 25:

After a ranking system is established for any tourism business activity, a tourism license issued under this law shall specify the ranking of the business.

Article 26:

The Ministry of Tourism shall introduce measures for improving the quality assurance of other tourism services, such as special labels, quality labels, quality recognition, awards and incentives.

The Ministry of Tourism shall consult with the tourism industry and other stakeholders in preparing a plan outline, and in the development and implementation of those measures.

Special characteristics of special labels, quality labels, quality recognition, awards and incentives shall be determined by a Prakas of the Minister of Tourism.

Article 27:

In order to encourage the quality assurance of products and services in the tourism industry, the Ministry of Tourism shall create a special environmental label called "Eco-Label", to be given as an incentive for any tour operator who has followed the environmental standards of the Ministry of Environment. Only tour operators awarded the special environmental label can attach it to their products and services for the public and their customers.

Article 28:

Tour operators who have the special environmental label awarded by the Ministry of Tourism may obtain advantages and incentives from the Royal Government, ahead of other tour operators. Those advantages and incentives include the following:

2   Rights to operate in some special areas,

3   Reduction of charge for tourism license,

4   Publicity on the homepage of special awardees,

5   Publicity in the record book of special awardees,

6   Priority in publicity campaign.

Article 29:

Any tour operators providing good services may receive a special award from the Ministry of Tourism or the Royal Government or the King. Procedures and detailed criteria for the special award shall be determined by sub-decree.

Only tour operators receiving the special award can use this special award in communication with the public and their customers.

Article 30:

The tourism business activities as stipulated in Chapter 3 of this law shall be classified in the following categories and responsibilities of the Ministry of Tourism:

A. Tourism business activities in the section of primary responsibilities as stipulated in Article 10 of this law include the following:

- Tourist guides;

- Tour agency and travel agents;

- Tourism information and promotion;

- Tourist accommodation services;

- Tourist resorts;

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- Tourist attractions;

- Tourist transportation services;

- Tourist canteens and restaurants;

- Vocational school of tourism;

- Tourist entertainment centers;

- Tourist entertainment centers for adults;

- Sport tourism;

- Tourism events and exhibitions.

B. Tourism business activities in the section of joint responsibilities as stipulated in Article 11 of this law include the following:

- Canteens and restaurants for local tourists;

- Transportation services for local tourists;

- Natural preservation areas;

- Mekong River dolphin areas;

- Eco-tourist activities;

- Local tourist community activities;

- Souvenir businesses;

- Educational institutions of tourism, hotel and hospitality.

C. Tourism business activities in the section of responsibilities with consultation as stipulated in Article 12 of this law include the following:

- Air-passenger transportation;

- Locations of national cultural heritage;

- Locations of national natural heritage;

- Services for organizing national and international conferences, exhibitions, events and festivals.

The Ministry of Tourism may revise the categories of tourism business activities and its responsibilities as necessary or as required by the Tourism Development Plan.

Article 31:

In order to implement Article 10 of Chapter 3 and provisions stipulated in Chapter 5 of this law, the Minister of Tourism shall issue a Prakas to govern the granting of any licenses for tourism business activities in the section of the Ministry's primary responsibilities.

The Ministry of Tourism and relevant ministries, institutions and authorities shall collaborate to issue a joint Prakas in order to govern the section of joint responsibilities pursuant to Article 11 of Chapter 3 and provisions in Chapter 5 of this law.

Article 32:

The Ministry of Tourism shall issue a Prakas on categories of tourism business activities which require licenses from the Ministry of Tourism or sub-national administrative units.

No one can operate a tourism business unless they are granted a tourism license issued by the Ministry of Tourism and sub-national administrative units. In the case of a business that has many categories operated by only one person and from only one location, each category shall have a separate license as if it was a different business category operated from a different location.

In the case of a person who has a tourism business of one category with many branches, each branch shall have a tourism license.

Article 33:

A tourism license issued by the Ministry of Tourism or sub-national administrative units does not release any tour operator from the obligation for commercial registration or for obtaining any permission from relevant ministries, institutions and authorities, which is required by applicable laws and provisions. The Ministry of Tourism shall collaborate with relevant ministries, institutions and authorities to increase the effectiveness of the process of granting tourism licenses.

Article 34:

The Ministry of Tourism, in consultation with the private sector, relevant ministries, institutions and authorities, shall determine minimum standards and other criteria for each category of tourism license, organized in order to create, improve and maintain the quality of tourism services.

The criteria shall correspond to each category of tourism license and shall be related to some or all of the following subjects:

a. Nationality, qualification, experience, knowledge, and character of the main operator and staff,

b. Location, building, equipment, registration and financial capacity of the operator.

The criteria for each category of tourism license shall be determined by a Prakas of the Minister of Tourism.

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Article: 35:

Criteria for granting a tourism license to any tourist guide shall include the following:

a. Must be a person of Khmer nationality and aged from 18 years old and above;

b. Holds a Tourist Guide Certificate, with training recognized by the Ministry of Tourism.

Other criteria for issuing licenses to tourist guides shall be determined by sub-decree.

Article: 36

An application for a tourism license or continuation of a tourism license shall be completed by a tour operator in the prescribed form with other supporting documents and information attached as determined by a Prakas of the Minister of Tourism.

The application form for a tourism license shall be accompanied by a license fee as determined by a joint Prakas of the Minister of Tourism and the Minister of Economy and Finance.

Article 37:

The application form for a tourism license shall be adjudicated when the Ministry of Tourism or sub-national administrative units observe that the applicant has correctly filled the application form for a tourism license.

Article 38:

The Ministry of Tourism or sub-national administrative units shall check and assess the application form for tourism license based on received information or make further investigation as necessary.

The Ministry of Tourism or sub-national administrative units shall inform the tourism license applicant about the decision of approval or rejection within 28 (twenty-eight) days from the date of the submission of the complete application form. In the case of refusal to grant a tourism license, the Ministry of Tourism or sub-national administrative units shall provide the applicant with reasons for the rejection.

Officers of the Ministry of Tourism or sub-national administrative units who are responsible for checking and assessing an application form for a tourism license which is related to their own interests shall not be allowed to join in the approval process for the application form.

Article 39:

A license issued under this law shall contain conditions to be implemented by the license holder. Those conditions are as follows:

a. To follow the plans, standards of building, fire safety, food safety, hygiene, labor force tax, laws and other provisions related to activities, premises, equipment, employees and operation of tourism business;

b. To follow the standards and requirements set by the Ministry of Tourism as stipulated in Article 23 of this law;

c. To follow the ranking system set up by the Ministry of Tourism as stipulated in Article 24 and Article 25 of this law;

d. To follow the quality assurance measures set up by the Ministry of Tourism as stipulated in Article 28 of this law and not to falsify any information concerning special labels, quality labels, quality recognition, awards or incentives of their business;

e. If a tourism business is granted a specific ranking as stipulated in Article 24 and Article 25 of this law, the ranking shall be displayed in an easily visible place within the license holder's business premise and shall be specified in all marketing, advertisements and written correspondence;

f. To follow code of professional conduct and code of professional ethics set up by the Ministry of Tourism or tourism industry associations that are approved

by the Ministry of Tourism, for that category of tourism business;

g. To give written notice to the Ministry of Tourism or sub-national administrative units within 14 (fourteen) days after there is any detailed change to any point related to the license holder's business;

h. To provide the ministry of Tourism or sub-national administrative units, up-to-date statistics and information regarding the tourism business upon a request or any requirement by the Ministry of Tourism or sub-national administrative unit.

i. To display the tourism license in a clearly visible location within the business premises of the license holder.

j. To ensure that the registration number and the category of tourism license be specified whenever there is a written correspondence with relevant business partners.

Other special conditions required for each category of license shall be determined by a Prakas of the Minister of Tourism.

Article 40:

Travel agents and tour agencies, in order to assure their business and protect their customers, shall place a security deposit in a bank, in cash or in the form of bank guarantee, in an amount determined by a Prakas of the Minister of Tourism.

Procedures and requirements for administration of any security deposit and changes of security deposit in a bank shall be determined by a Prakas of the Minister of Tourism.

Article 41:

If an applicant fulfills the criteria and requirements as stipulated in Chapter 5 of this law, the Ministry of Tourism or sub-national administrative units shall issue the

applicant a license in which the minimum validity period is 1 (one) year.

If an applicant fails to fulfill the conditions stipulated in Chapter 5 of this law, and if the Ministry of Tourism or sub-national administrative units agree to accept a written contract from the applicant following the criteria and requirements, the Ministry of Tourism or sub-national administrative units may issue a temporary license with a validity period of 90 (ninety) days, after the applicant pays the license fee.

Within the specified period of the contract, if the temporary license holder is observed to have followed all criteria and requirements, the Ministry of Tourism or sub-national administrative units shall decide to grant the applicant with an authorized license. In contrast, if the applicant fails to fulfill the conditions of the contract and still continues the business with the invalid temporary license, the business shall be considered to be operating without a license.

Article 42:

A license holder shall apply for an extension of the license at least 30 (thirty) days before the expiry date of the license validity, accompanied by a license fee as well as other documents and information as determined in a Prakas of the Minister of Tourism.

Article 43:

A tourist guide license issued under this law shall not be transferred or sold because the license is issued based on the personal qualifications and experience of the license holder.

Other tourism licenses issued under this law may be transferred or sold under the following conditions:

a. The license holder shall submit an application form for the transfer or sale of

the license to the Ministry of Tourism or sub-national administrative units based on the prescribed form and accompanied by a transfer or sale service fee and other documents and information as determined by the Ministry of Tourism.

b. The person who obtains the license by means of transfer or purchase shall fulfill all requirements for the license granted by the Ministry of Tourism as stipulated in Chapter 5 of this law.

c. The transfer or sale of the license may occur only if the license holder has fulfilled tax obligations pursuant to applicable laws and has already resolved all matters with his or her relevant parties, or the person who will obtain the license by means of transfer or purchase has agreed in writing to fulfill the tax obligations or to resolve the remaining matters, except if there is another written agreement between the relevant parties.

c. If the license is a temporary license, the person who will obtain the license by means of transfer or purchase shall provide the Ministry of Tourism or sub-national administrative units with a written agreement to fulfill the rest of the conditions for the remaining duration.

Article 44:

If the Ministry of Tourism or sub-national administrative units find out that the tourist license holder has provided false information regarding the submission of the application form or has failed to follow all conditions or any condition of the license, the Ministry of Tourism or sub-national administrative units may cancel, suspend or downgrade the license to a temporary license by informing the license holder in writing 30 (thirty) days in advance. The notice of cancellation, suspension or downgrading of the tourism license shall clearly specify the reasons.

In an emergency, in which the Ministry of Tourism or sub-national administrative units consider that the continuation of a tourism business causes a serious immediate risk to health, safety or security, the Ministry of Tourism or sub-national administrative units may immediately cancel or suspend the license by giving

specific reasons.

The cancellation, suspension or downgrading of the license as stipulated in this Article does not release the license holder of liabilities for offenses and penalties determined in Chapter 10 of this law and other applicable laws.

Conditions and procedures for the cancellation, suspension or downgrading a tourism license to a temporary one shall be determined by a Prakas of the Minister of Tourism.

Article 45:

If a tourism license holder fails to fulfill the criteria or other requirements of the license due to a death of the tourism license holder or administrator, or due to lawful and reasonable grounds beyond the license holder's control, the Ministry of Tourism or sub-national administrative units may grant a temporary tourism license to the tourism license holder's heir or a person responsible for dissolution of the company and to deal with any matters to transfer the business.

Article 46:

Any person who considers that he or she has suffered from a decision of the Ministry of Tourism or sub-national administrative units regarding a refusal, suspension, cancellation, downgrading or other related decision as stipulated in Chapter 5 of this law, may make a letter of complaint to the Minister of Tourism or sub-national administrative units within 30 (thirty) days of receiving a written notice of such decision as described above.

After receiving the letter of complaint, the Ministry of Tourism or sub-national administrative units may suspend its decision and make a new decision within 60 (sixty) days.

Article 47:

The ministry of Tourism or sub-national administrative units shall keep a Tourism License Record and publish all decisions, as well as objections, grants, cancellations, suspensions, or downgrading of tourism licenses in its bulletins and/or homepage.

The public may request to see the Tourism License Record at the Ministry of Tourism or offices of sub-national administrative units during working hours and may request for a photocopy of the document.

CHAPTER 6

OBLIGATIONS OF RELEVANT PARTIES IN TOURISM SECTOR

Article 48:

All tour operators, as well as travel agents, employees and contractors shall have the following obligations:

a. To follow applicable laws and provisions relating to standards, code of professional conduct, code of professional ethics, and conditions of tourism licenses;

b. To follow any laws and provisions that affect or are affected by tourism sector such as determinations of urban planning, building construction, safety, fire, security, public order, environment, health, food hygiene, labor, tax obligations, accounting and finance, protection of cultural and natural heritages, and Road Traffic Law;

c. To preserve national and tourist interests and to contribute to conserving natural resources, not to pollute or destroy the environment, to protect and preserve Cambodian cultural heritage, arts, traditions and customs in all of their tourism activities;

d. To provide tourists with clear and true information, to be responsible for providing services as promised, to take proper measures in order to care for tourists' properties, security and safety when they are under their control;

e. To complain or to immediately report to the tourist police, competent authorities or the nearest tourist authorities in cases that they know or suspect an offense has been committed, of trafficking and abuse of drugs, trafficking and detention of human beings, child trafficking, sexual exploitation, publication of pornographic pictures and materials, or any other criminal offenses;

f. Managers of hotels or tourist accommodation services shall record customers' identities and other information during their stay;

g. To cooperate with inspections as stipulated in Article 60 of this law;

h. To properly follow code of professional ethics of the World Tourism Organization;

i. To firmly implement conditions stipulated in Article 39 and other conditions stipulated in Chapter 5 of this law.

Article 49:

Competent officers involved in the field of tourism shall have the following obligations:

a. To provide tourists with open and impartial information;

b. To assist honestly and provide friendship as a host;

c. To facilitate tourists' travel, documentation and simplify the formalities;

d. Not to discriminate based on nationality, race, color or religion;

e. To take necessary measures in order to preserve and take care of tourists' properties, security and safety;

f. To properly follow code of professional ethics of the World Tourism Organization.

Article 50:

Tourists or travelers shall have the following obligations:

a. To obey applicable laws and provisions of the Kingdom of Cambodia;

b. To respect Khmer traditions, customs and culture, and not to get involved in any activity abusing or damaging Khmer culture;

c. Not to damage the environment, or cultural and natural heritage;

d. Not to get involved in any activity relating to trafficking and abuse of drugs, trafficking and detention of human beings, child trafficking, sexual exploitation, publication of pornographic pictures and materials, money laundering, or to cause social insecurity;

e. Not to affect social order or general welfare;

f. Not to threaten social security or be involved in any terrorist group;

g. To firmly implement code of professional conduct and code of professional ethics set up by the Ministry of Tourism or established by tourism industry associations with approval of the Ministry of Tourism;

h. To properly follow code of professional ethics of the World Tourism Organization;

i. Foreign tourists or travelers shall not use their tourist destination as an opportunity to seek employment or residence.

Article 51:

The Ministry of Tourism shall organize, and initiate the establishment of code of professional conduct and code of professional ethics in consultation with relevant ministries, institutions and authorities, relevant tourism industry associations and other stakeholders.

Article 52:

The Ministry of Tourism may delegate its responsibility for the establishment

of code of professional conduct and code of professional ethics to relevant tourism industry associations when the tourism industry associations have been established with sufficient representatives and effectiveness. If the Ministry of Tourism requests the tourism industry associations to establish or improve code of professional conduct and code of professional ethics, the tourism industry associations shall carry out the task in consultation with their members and other stakeholders, and submit the drafts of code of professional conduct and code of professional ethics to the Ministry of Tourism for examination and approval.

Article 53:

Code of professional conduct and code of professional ethics set up by the Ministry of Tourism shall bind all stakeholders with obligations and may be used as conditions for granting tourist visas as requested by the Ministry of Tourism.

Code of professional conduct and code of professional ethics established by tourism industry associations and approved by the Ministry of Tourism shall bind the associations' members with obligations, and the associations shall take proper measures to ensure the code are implemented by their members.

CHAPTER 7

SETTLEMENT OF TOURISM DISPUTES

Article 54:

The Ministry of Tourism shall organize and establish a commission called "The Commission for the Settlement of Tourism Disputes" in order to conciliate and settle any disputes and any fulfillment of obligations under the provisions of this law.

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The Ministry of Tourism shall issue a Prakas to announce the types of disputes for which the Ministry accepts the role as conciliator.

Article 55:

Types of disputes which the Ministry of Tourism has the roles to conciliate and settle include any disputes between tourism business operators, their agents, employees, contractors, and authorities in charge of tourism, tourists and other stakeholders.

The Commission for the Settlement of Tourism Disputes shall fairly consider and settle all disputes. If the Commission cannot settle any dispute, any party of the dispute may continue the case to court for a legal decision.

Costs and expenses of the Commission for the Settlement of Tourism Disputes shall be determined by a joint Prakas of the Ministry of Tourism and the Ministry of Economy and Finance.

CHAPTER 8

PROHIBITION OF MINORS

Article 56:

Minors shall not be allowed to enter the premises of any tourist entertainment center for adults.

Article 57:

Managers and license holders of tourist entertainment centers for adults shall prohibit minors and take proper measures to ensure that there are no minors on the premises, and shall carefully monitor the identification cards of all young customers to ensure that all obligations under this Article are followed.

Formalities of the implementation of Article 56 and Article 57 of this law shall be determined by sub-decree.

CHAPTER 9

MONITORING, INSPECTION AND LAW ENFORCEMENT

Article 58:

The Ministry of Tourism shall be in charge of inspection:

a. Sending officers to control and inspect a business location, premises, or materials which have been used or are suspected to have been used as a tourist business for illegal purposes. During the inspection, the Ministry of Tourism may collaborate with officers from other relevant ministries, institutions, and authorities.

b. If any business premise is also used as a place of residence, the inspection may be conducted only during business hours.

Article 59:

Inspectors shall show their job identification card, mission card or mission permit before commencing their inspection. Tourist inspectors shall be qualified as judicial police officers.

Article 60:

License holders, tour operators and occupants of business locations, premises or equipment which are subject to inspection shall cooperate with tourist inspectors by providing true, clear and sufficient information and explanation to any interrogation in order that the inspectors can perform their duty. No one can forbid, interrupt or interfere in the inspection stipulated in this law.

Article 61:

If an inspector finds any breach of provisions of this law, the inspector may take measures based on this law, and if necessary, he or she shall request for collaboration from relevant authorities. If it is serious, he or she shall immediately report to the Ministry of Tourism to take legal measures.

If an inspector finds or has credible grounds proving that a criminal offense has been committed, he or she shall immediately report to a prosecutor or a competent local judicial police officer to take measures following legal procedures.

Article 62:

The Ministry of Tourism or sub-national administrative units have the right to take necessary measures to immediately stop and close down any business whose license has been cancelled or suspended, or any business without a tourism license.

CHAPTER 10

PENALTIES

Article 63:

Penalties determined by this law shall be imposed by tourist inspectors and/or tourist police. Procedures and conditions of penalties shall be determined by a Prakas of the Minister of Tourism.

The division of authority between the tourist inspectors and the tourist police shall be determined by a joint Prakas of the Minister of Tourism and the Minister of Interiors.

Article 64:

Penalties do not allow the perpetrator to be free of civil and/or criminal liabilities as stipulated in applicable laws and provisions.

Article 65:

Any person who operates a tourism business without a tourism license shall be liable to an inconvenient fine of a minimum amount of 2,000,000 (two million) Riels and a maximum amount of not more than 20,000,000 (twenty million) Riels. The amount of the fines for each category of tourism business shall be determined by a Prakas of the Minister of Tourism.

Article 66:

Any breach of obligations stipulated in Article 48 of this law may be a subject to a fine. Acts which are subject to an inconvenient fine and the amount of the fine shall be determined by a Prakas of the Minister of Tourism.

Article 67:

Any competent officer who does not follow provisions of this law shall be liable to an administrative penalty without prejudice to other penalties under applicable laws and provisions.

Article 68:

Tourists or travelers who breach Article 50 of this law may have their tourist visa cancelled, and they may be expelled or prohibited from being present at tourist sites of the Kingdom of Cambodia within a specified period of not more than 05 (five) years or permanently.

Article 69:

Tourists or travelers who damage the environment, cultural or natural heritage shall be subject to applicable laws and provisions.

Article 70:

Any manager or owner of a tourist entertainment center for adults who breaches Article 57 of this law shall be liable to an inconvenient fine of 1,000,000 (one million) Riels to 10,000,000 (ten million) Riels without prejudice to other administrative measures. In the event of a subsequent offense, the fine shall be doubled.

Article 71:

Any tour operator who forbids or does not allow tourist inspectors to perform their duty as stipulated in this law shall be liable to an inconvenient fine of 1,000,000 (one million) Riels to 10,000,000 (ten million) Riels without prejudice to other administrative measures. In the event of a subsequent offense, the fine shall be doubled.

Article 72:

Any person who causes any breach or protects any tourism business which breaches the provisions of this law shall face administrative penalties or criminal liabilities and civil reparations as stipulated by other applicable laws and provisions.

Article 73:

Any person who tricks or cheats his or her clients in the sale of false tourism products or services shall be liable to an convenient fine amounting to twice the cost of the tourist product or service. If such act leads to a criminal offense, he or she shall be punished pursuant to the applicable criminal law. In this case, the Ministry of Tourism may cancel, suspend or downgrade the tourist license to a temporary license.

Article 74:

Any person who fakes a tourism license or other public document shall be punished pursuant to the applicable criminal law.

CHAPTER 11

TRANSITIONAL PROVISIONS

Article 75:

Any tourism license issued by the Ministry of Tourism before this law comes into force is still valid and effective until the expiry date of its validity as specified in the license.

Any tour operator who operates a tourism business without a tourism license shall apply for a tourism license within 03 (three) months after this law comes into force.

CHAPTER 12

FINAL PROVISIONS

Article 76:

All provisions contrary to this law shall be abrogated.

Article 77:

This law shall be declared as a matter of great urgency.

Royal Palace, Phnom Penh, 10 June 2009

Signed and Sealed

NORODOM SIHAMONI

PRL 0906.646

Having submitted for the signature of His Majesty the King;

Prime Minister

Signed

Samdech Akka Moha Sena Padei Techo HUN SEN

Having notified Samdech Akka Moha Sena Padei Techo HUN SEN,

Prime Minister of the Kingdom of Cambodia;

Minister of Tourism

Signed

THORNG KHUN

No. 586 C.L.

For Dissemination

Phnom Penh, 12 June 2009

Deputy Secretary General of the Royal Government

[*Signed and Sealed*]

KHUN CHINKEN

APPENDIX

The followings are the definitions of some terms used in this law.

- **Incentive:** refers to any rewards given by the Ministry of Tourism under Article 26 to motivate tourism businesses or individuals that achieve highly in organizing tourism products or services and meet the quality assurance standards of tourism products or services.

- **Primary responsibilities:** refers to the direct management authority of the Ministry of Tourism to responsibly lead important development activities of the tourism industry and issue regulations and licenses as stated in Article 10 and 30 (a) of Chapter 3 and 5 respectively under the Law on Tourism.

- **Joint responsibilities:** refers to the management authority of the Ministry of Tourism that is in close cooperation with concerned ministries, institutions and authorities to jointly manage any sectors that affect or are affected by the tourism industry and issue common regulations to improve the effectiveness of their management as stated in Article 11 and 30 (b) of Chapter 3 and 5 respectively under the Law on Tourism.

- **Responsibility for consultation:** refers to responsibility of the Ministry of Tourism to ensure sustainable development of tourism by providing technical advice to concerned ministries, institutions and authorities whose work affects or is affected by the tourism industry as stated in Article 12 and 30 (c) of Chapter 3 and 5 respectively under the Law on Tourism.

- **Quality recognition:** refers to certificates issued by the Ministry of Tourism or Tourism Industry Association to certify the quality of tourism products or services that meet the quality assurance standards set by the Ministry of Tourism.

- **Tour Agency:** refers to individual organizing and selling package tours and other tourism services directly or through travel agents or other parties stated in the contracts.

- **Tourism license fee:** refers to an amount of money paid in order to obtain a tourism license from the Ministry of Tourism or other authorities at sub-national levels.

- **Code of professional conduct:** refers to any regulations adopted for each profession in the tourism industry, which specify types of conduct that are either prohibited or required and punishment to be imposed for those who engaged in professional misconduct or do not respect the practice of their own profession.

- **Code of professional ethics:** refers to rules formulated for each profession in the tourism industry, with ethical conduct through education, correction and advice to tour operators with the aim of improving their attitudes regarding their professional ethics.

- **Cambodia Tourism Marketing and Promotion Board:** refers to legal person in a public-private partnership, created to expand, strengthen and effectively implement tourism marketing and promotion activities in the Kingdom of Cambodia.

- **Package tour:** refers to any tour arranged by tour operator, which includes at least two kinds of essential services such as accommodation, transportation, food and beverage, trips, tour guides and other services with one inclusive price and a specific time-frame.

- **Purposes of tourism:** refers to the main purposes of traveling such as relaxation, recreation, sight-seeing, religion, sport, business, visiting relatives, health treatment, research and other legal tourism activities.

- **Tourist attraction:** refers to any site that attracts tourists, is appropriate for tourism, has comfortable services and is accessible.

- **Tourism Conflict Resolution Committee:** refers to an organization established by the Ministry of Tourism, when required, to facilitate resolution of conflicts as well as to carry out their duties in accordance with the regulations stated in the Law on Tourism.

- **Institutions of Tourism and Hospitality:** refers to educational institutions such as universities, colleges and institutes established by public, private or state-owned entity or non-government organizations (NGOs) offering training

courses in Tourism, Hotel and Hospitality.

- **Tourism site:** refers to any area in the Kingdom of Cambodia, which are chosen, organized and developed for the purposes and activities of tourism.

- **Tourism:** refers to any activities conducted by individuals who travel to and stay in places outside their usual environment, for the purposes of relaxation, recreation, business and other legal tourism activities during a limited period of time that is no longer than one consecutive year.

- **Tourist:** refers to anyone, Cambodian or foreign, arriving somewhere outside their usual environment, and staying there for more than a night but no longer than a limited time is no longer than one consecutive year for the purposes of relaxation, recreation, business or other legal tourism activity, but not related to the purposes of residing or carrying out any paid work.

- **Individual:** refers to physical or legal person.

- **Tour operator:** refers to any individual having a career or operating a business in providing tourism services.

- **Tourism product:** refers to existing resources or original resources such as cultural heritages, natural resources, facilities, goods, services and other products to fulfill tourism needs and wants.

- **National Tourism Development Plan:** refers to the overall plan of national tourism management and development including policies, plans and strategies developed by the Ministry of Tourism.

- **Regional Tourism Development Plan:** refers to the general plan of local tourism management and development in a targeted area, including policies, plans and strategies developed by the Ministry of Tourism.

- **Sub-National Tourism Development Plan:** refers to the general plan on tourism management and development at municipal, provincial, district/Khan levels, including policies, plans and strategies developed by municipalities, provinces, districts/Khan.

- **Tourist attraction:** refers to cultural heritage, natural resources, events, businesses, surroundings, facilities or other unique attractions in order to

serve the purposes of relaxation, recreation, or other legal tourism activities.

- **Travel agent:** refers to any Cambodian selling tourism services such as tickets, transportation, accommodation and other services including package holidays/tours arranged by tour operators.

- **Visitor:** refers to individual traveling for the purposes of relaxation, recreation, business, or other legal tourism activities. They are considered as tourists or travelers

- **Tour guide:** refers to any individual whose career is to receive, take care of national and international tourists and give explanatory comments about the geographic, natural, historical, cultural, traditional, artistic, customary, economic and social components of tourist sites.

- **Tourist entertainment centers**: refers to any locations offering services for relaxation, recreation and other activities of legal tourism recognized by Prakas issued by the Minister of Tourism.

- **Tourist entertainment centers for adults**: refers to any locations where services for relaxation and recreation are offered for adults. Those types of businesses shall be determined by sub-decree.

- **Food and beverage service centers**: refers to restaurants, buildings or any locations where food and beverage or other services are offered during parties or night shows.

- **Accommodation:** refers to hotels, apartments, motels, guesthouses, lodges, bungalows, camp sites and other places for tourists to stay.

- **Rewards:** refers to things offered by the Ministry of Tourism under Article 26 of the Law on Tourism in order to recognize the special achievement of tourism businesses or individuals for implementing the quality assurance standards of tourism products or services identified by the Ministry.

- **Resorts:** refers to tourist attraction sites such as cultural, historical, natural, seaside or man-made sites where businesses are permitted to operate for relaxation and recreation in accordance with the purposes of legal tourism.

- **Sub-national authorities:** refers to those at municipal, provincial, district/Khan levels.

- **Best practice in the Kingdom of Cambodia:** refers to any conditions that ensure the quality, security, safety and welfare and do not affect the environment, traditions or public order.

- **National Institute of Tourism**: refers to a center of study and research on the tourism sector in order to develop policies, strategies, and plans of effective, quality and sustainable tourism development.

- **Cambodian Tourism Industry Association**: refers to any legal persons who act as representatives for a group of tourism businesses of similar types and activities in order to promote and serve the benefits of their group.

- **University of Tourism and Hospitality:** refers to a higher education institution that offers training courses on tourism, hotel and hospitality in order to develop human resources in Cambodia.

- **Vocational Training School of Tourism**: refers any education institutions established by public, private, state-owned entity or NGO to offer training courses to people whose careers are in the areas of tourism, hotel and hospitality in order to serve the tourism industry.

- **Local transportation service**: refers to business set up to provide on-land and in-water transportation for the general public and tourists.

- **Tourism transportation service:** refers to business set up to provide transportation for tourists both on land and in water, including cruise ships at sea.

- **Tourism-based community:** refers to any place or tourist attraction site set up by communities themselves or through cooperation with others to improve community development with the aims of poverty reduction, the improvement of community living standards and the enjoyment of benefits for the community through the sustainable development of tourism.

- **Quality assurance sign:** refers to any sign determined by the Ministry of Tourism in accordance with Article 27 of this law to recognize the quality of the tourism products and services, which are required for each category of businesses in the tourism industry that meet the quality assurance standards.

- **Special sign**: refers to any sign determined by the Ministry of Tourism in accordance with Article 26 of this law to recognize special characteristics and qualities of the tourism products/services that meet the quality assurance standards.

- **Minor**: refers to any person whose age is under 18.

- **Tourism business**: refers to any business that offers tourism services as stated in Article 30 of the Law on Tourism.

- **Tourism license**: refers to permanent or temporary license issued by the Ministry of Tourism or authorities at sub-national levels in accordance with Article 30 in this law.

- **Restaurants for tourists**: refers to buildings or places where food and beverages are served for tourists.

- **Restaurants for domestic tourists**: refers to buildings or places where food and beverages are served for all kinds of people.

- **Eco-tourism**: refers to all forms of nature-based tourism established for the purposes of preserving the natural environment and local culture, promoting the living standards and welfare of local people and providing good experiences of responsible traveling, and recreation, while admiring and learning from nature.

- **Eco-label**: refers to environmental sign of eco-tourism products determined by the Ministry of Tourism in accordance with Article 27.

- **Recreational Traveler**: refers to anyone, Cambodian or foreigner, traveling to certain destination for relaxation, recreation, business, or other legal activity for less than one night.

- **Tour leader:** refers to any person assigned by tour operators to be responsible for leading a group of tourists during the period of a tour as well as coordinating and facilitating the work carried out by the tour guides.

- **Conflict resolver:** refers to official appointed by the Minister of Tourism to be in charge of resolving conflicts in the tourism sector in accordance with Article 54 and 55 of the Law on Tourism.

- **Tourism Industry:** refers to a sector of the service industry set up to fulfill the needs of tourists and society, including any facilities or services which are directly or indirectly related to tourism development and to help to create the ability to implement package holidays.

Appendix D : Charter for Sustainable Tourism

Charter for Sustainable Tourism, by the World

Conference on Sustainable Tourism, Lanzarote

Charter for Sustainable Tourism

by the World Conference on Sustainable Tourism, Lanzarote, 27-28 April 1995

We, the participants at the World Conference on Sustainable Tourism, meeting in Lanzarote, Canary Islands, Spain, on 27-28 April 1995,

Mindful that tourism, as a world-wide phenomenon, touches the highest and deepest aspirations of all people and is also an important element of socioeconomic and political development in many countries,

Recognising that tourism is ambivalent, since it can contribute positively to socioeconomic and cultural achievement, while at the same time it can contribute to the degradation of the environment and the loss of local identity, and should therefore be approached with a global methodology, Mindful that the resources on which tourism is based are fragile and that there is a growing demand for improved environmental quality,

Recognising that tourism affords the opportunity to travel and to know other cultures, and that the development of tourism can help promote closer ties and peace among peoples , creating a conscience that is respectful of the diversity of culture and life styles,

Recalling the Universal Declaration of Human Rights, adopted by the General Assembly of the United Nations declarations and regional conventions on tourism, the environment, the conservation of cultural heritage and on sustainable development, Guide by the principles set forth in the Rio Declaration on the Environment and Development and the recommendations arising from AGENDA 21.

Recalling previous declarations on tourism, such as the Manila Declaration on World Tourism, the Hague Declaration and the Tourism Bill of Rights and Tourist Code,

Recognising the need to develop a tourism that meets economic expectations and environmental requirements, and respects not only the social and physical structure of destinations, but also the local population,

Considering it a priority to protect and re-enforce the human dignity of both local communities and tourists,

Mindful of the need to establish effective alliances among the principal actors in the field of tourism so as to fulfil the hope of a tourism that is more responsible towards our common heritage,

APPEAL to the international community and, in particular URGE governments, other public authorities, decision-makers and professionals in the field of tourism, public and private associations and institutions whose activities are related to tourism, and tourists themselves, to adopt the principles and objectives of the Declaration that follows:

1. Tourism development shall be based on criteria of sustainability, which means that it must be ecologically bearable in the long term, as well as economically viable, and ethically and socially equitable for local communities.

Sustainable development is a guided process which envisages global management of resources so as to ensure their viability, thus enabling our natural and cultural, including protected areas, to be preserved (Clements *et al.*, 2014; Conti & Micera, s. d.; Salerno *et al.*, 2013). As a powerful instrument of development, tourism can and should participate actively in the sustainable development strategy. A requirement of sound management of tourism is that the sustainability of the resources on which it depends must be guaranteed.

2. Tourism should contribute to sustainable development and be integrated with the natural, cultural and human environment; it must respect the fragile balances that characterise many tourist destinations, in particular small islands and environmentally sensitive areas. Tourism should ensure an acceptable evolution as regards its influence on natural resources, bio-diversity and the capacity for assimilation of any impacts and residues produced.

3. Tourism must consider its effects on the cultural heritage and traditional elements, activities and dynamics of each local community. Recognition of these local factors and support for the identity, culture and interests of the local community must at

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all times play a central role in the formulation of tourism strategies, particularly in developing countries.

4. The active contribution of tourism to sustainable development necessarily presupposes the solidarity, mutual respect and participation of all actors, both public and private, implicated in the process, and must be based on efficient co-operation mechanisms at all levels: local, national, regional and international.

5. The conservation, protection and appreciation of the worth of the natural and cultural heritage afford a privileged area for co-operation. This approach implies that all those responsible must take upon themselves a true challenge, that of cultural, technological and professional innovation, and must also undertake a major effort to create and implement integrated planning and management instruments.

6. Quality criteria both for the preservation of the tourist destination and for the capacity to satisfy tourists, determined jointly with local communities and informed by the principles of sustainable development, should represent priority objectives in the formulation of tourism strategies and projects.

7. To participate in sustainable development, tourism must be based on the diversity of opportunities offered by the local economy. It should be fully integrated into and contribute positively to local economic development.

8. All options for tourism development must serve effectively to improve the quality of life of all people and must influence the socio-cultural enrichment of each destination.

9. Governments and the competent authorities, with the participation of NGOs and local communities, shall undertake actions aimed at integrating the planning of tourism as a contribution to sustainable development.

10. In recognition of economic and social cohesion among the people of the world as a fundamental principle of sustainable development, it is urgent that measures be promoted to permit a more equitable distribution of the benefits and burdens of tourism. This implies a change in consumption patterns and the introduction of pricing methods which allow environmental costs to be internalised.

Governments and multilateral organisations should prioritise and strengthen direct and indirect aid to tourism projects which contribute to improving the quality of the

environment. Within this context, it is necessary to explore thoroughly the application of internationally harmonized economic, legal and fiscal instruments to ensure the sustainable use of resources in tourism.

11. Environmentally and culturally vulnerable spaces, both now and in the future, shall be given special priority in the matter of technical co-operation and financial aid for sustainable tourism development. Similarly, special treatment should be given to zones that have been degraded by obsolete and high impact tourism models.

12. The promotion of alternative forms of tourism that are compatible with the principles of sustainable development, together with the encouragement of diversification, represent a guarantee of stability in the medium to long term. In this respect there is a need, for many small islands and environmentally sensitive areas in particular, to actively pursue and strengthen regional co-operation.

13. Governments, industry, authorities, and tourism related NGOs should promote and participate in the creation of open networks for research, dissemination of information and transfer of appropriate knowledge on tourism and environmentally sustainable tourism technologies.

14. The establishment of a sustainable tourism policy necessarily requires the support and promotion of environmentally compatible tourism management systems, feasibility studies for the transformation of the sector, as well as the implementation of demonstration projects and the development of international co-operation programmes.

15. The travel industry, together with bodies and NGOs whose activities are related to tourism, shall draw up specific frameworks for positive and preventative actions to secure sustainable tourism development and establish programmes to support the implementation of such practices. They shall monitor achievements, report on results and exchange their experiences.

16. Particular attention should be paid to the role and the environmental repercussions of transport in tourism, and to the development of economic instruments designed to reduce the use of nonrenewable energy and to encourage recycling and minimisation of residues in resorts.

17. The adoption and implementation of codes of conduct conductive to sustainability by the principle actors involved in tourism, particularly industry, are

fundamental if tourism is to be sustainable. Such codes can be effective instruments for the development of responsible tourism activities.

18. All necessary measures should be implemented in order to inform and promote awareness among all parties involved in the tourism industry, at local, national, regional and international level, with regard to the contents and the objectives of the Lanzarote Conference.

Final Resolution

The World Conference on Sustainable Tourism considers it vital to make the following statements:

1. The Conference recommends State and regional governments to draw up urgently plans of action for sustainable development applied to tourism, in consonance with the principles set out in this Charter.

2. The Conference agrees to refer the Charter for Sustainable Tourism to the Secretary General of the United Nations, so that it may be taken up by the bodies and agencies of the United Nations system, as well as by international organisations which have co-operation agreements with the United Nations, for submission to the General Assembly.

Appendix E : Sustainable Tourism Principles and Indicators (Principaux enjeux et indicateurs du tourisme durable, source UNEP & OMT, 2006, p. 190)

Problème	Indicateur(s) de référence suggéré(s)
Satisfaction de la population locale à l'égard du tourisme	• Niveau de satisfaction locale à l'égard du tourisme (questionnaire)
Effet du tourisme sur les communautés	• Proportion de touristes par rapport à la population locale (moyenne et période/jours de pointe) • Pourcentage qui pensent que le tourisme a permis la mise en place de nouveaux services ou infrastructures (questionnaire) • Nombre et capacité des services sociaux accessibles à la communauté (pourcentage imputable au tourisme)
Permanence de la satisfaction des touristes	• Niveau de satisfaction des visiteurs (questionnaire) • Perception du rapport qualité-prix (questionnaire) • Pourcentage de visiteurs qui reviennent
Saisonnalité du tourisme	• Arrivées de touristes par mois ou trimestre (répartition sur l'année) • Taux d'occupation des structures d'hébergements officielles par mois (périodes de pointe par rapport à la basse saison) et% du taux d'occupation total pendant le trimestre ou le mois le plus chargé • Pourcentage d'établissements commerciaux ouverts toute l'année • Nombre et% d'emplois touristiques qui sont permanents ou pour toute l'année (par rapport aux emplois temporaires)
Bénéfices économiques du tourisme	• Nombre de locaux (et proportion d'hommes par rapport aux femmes) employés dans le tourisme (et rapport des emplois touristiques à l'ensemble des emplois) • Revenus générés par le tourisme en pourcentage des revenus générés dans la communauté
Gestion de l'énergie	• Consommation d'énergie (toutes sources) par personne (globale,

	par secteur touristique, par jour/personne)
	• Pourcentage d'entreprises participant à des programmes de conservation de l'énergie ou appliquant une politique et des techniques d'économie d'énergie
	• Pourcentage de consommation d'énergie provenant de ressources renouvelables (dans la destination, les établissements)
Disponibilité de l'eau et consommation	• Consommation d'eau : (volume total consommé et nombre de litres par touriste par jour)
	• Économies d'eau (pourcentage économisé, récupéré ou recyclé)
Qualité de l'eau potable	• Pourcentage d'établissements touristiques fournissant de l'eau traitée selon des normes internationales de potabilité.
	• Fréquence des maladies hydriques : nombre/pourcentage de visiteurs faisant état de maladies hydriques pendant leur séjour
Épuration (gestion des eaux usées)	• Pourcentage d'eaux usées épurées (épuration primaire, secondaire et tertiaire)
	• Pourcentage d'établissements touristiques (ou d'hébergements) raccordé au(x) système(s) d'épuration
Gestion des déchets solides (ordures)	• Volume de déchets produit par la destination (tonnes) (par mois)
	• Volume de déchets recyclés (m3) / volume total de déchets (m3) (spécifier par type)
	• Quantité de déchets éparpillés dans les lieux publics (dénombrement des ordures)
Contrôle du développement	• Existence d'un processus d'aménagement du territoire ou de planification du développement couvrant le tourisme
	• Pourcentage d'espace soumis au contrôle (densité, architecture, etc.)
Contrôle de l'intensité d'utilisation	• Nombre total d'arrivées de touristes (moyenne, par mois, périodes de pointe)
	• Nombre de touristes au mètre carré sur les sites (par ex. plages, attractions), au kilomètre carré dans la destination, nombre moyen/moyenne des périodes de pointe

Appendix F : Global Code of Ethics for Tourism
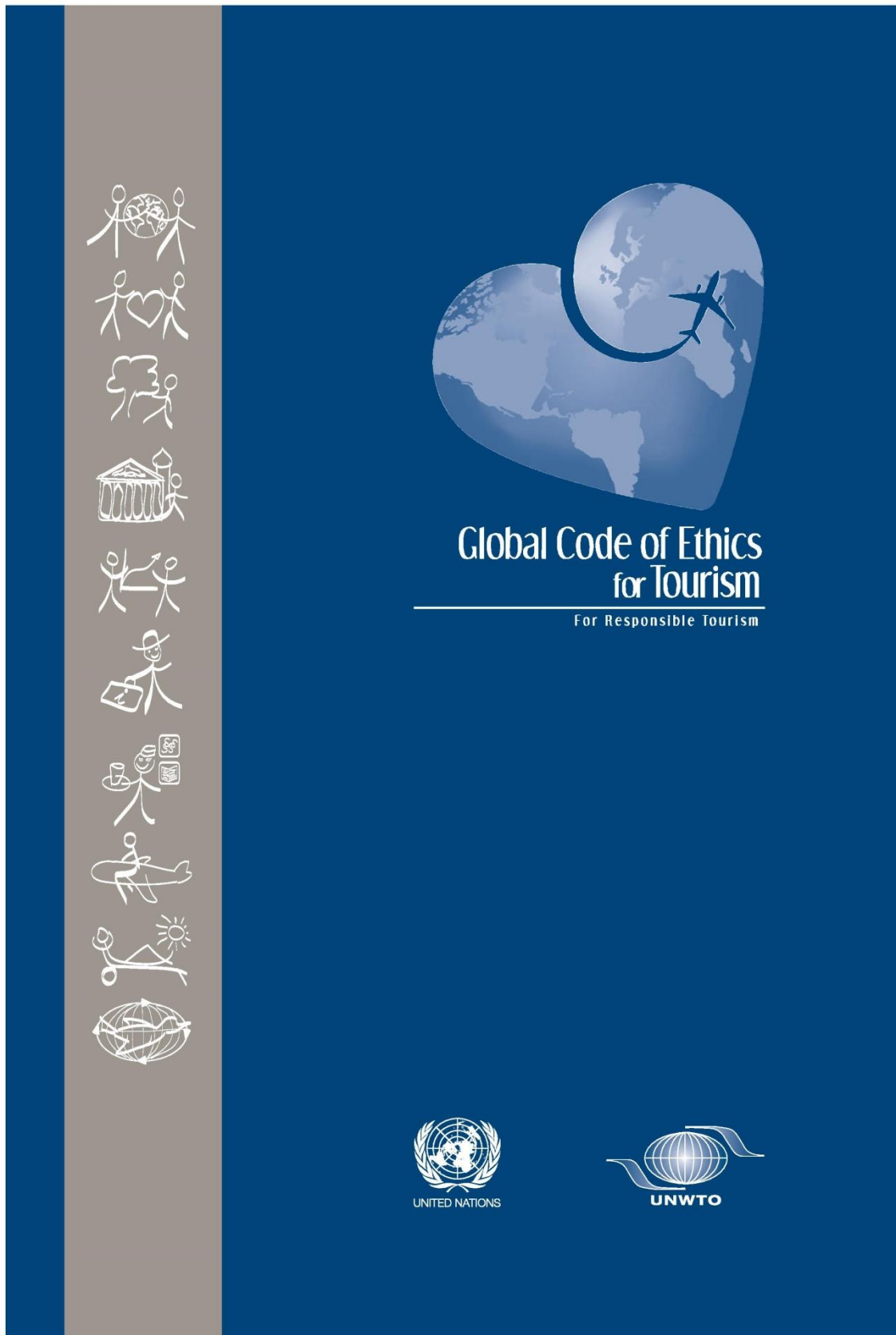
Resolution adopted by the General Assembly

21 December 2001

A/RES/56/212   Global Code of Ethics for Tourism

The General Assembly,

Recalling its resolution 32/156 of 19 December 1977, by which it approved the Agreement on Cooperation and Relationships between the United Nations and the World Tourism Organization,

Reaffirming paragraph 5 of its resolution 36/41 of 19 November 1981, in which it decided that the World Tourism Organization might participate, on a continuing basis, in the work of the General Assembly in areas of concern to that organization,

Recalling the Manila Declaration on World Tourism of 10 October 1980 adopted under the auspices of the World Tourism Organization,[1] the Rio Declaration on Environment and Development[2] and Agenda 21[3] adopted at the United Nations Conference on Environment and Development on 14 June 1992, and taking note of the Amman Declaration on Peace through Tourism adopted at the Global Summit on Peace through Tourism on 11 November 2000,[4]

Considering that the Commission on Sustainable Development, at its seventh session, held in April 1999, expressed interest in a global code of ethics for tourism and invited the World Tourism Organization to consider the participation of informed major groups in the development, implementation and monitoring of its globlal code of ethics for tourism,[5]

Recalling its resolution 53/200 of 15 December 1998 on the proclamation of 2002 as the International Year of Ecotourism, in which, inter alia, it reaffirmed Economic and Social Council resolution 1998/40 of 30 July 1998, recognizing the support of the World Tourism Organization for the importance of ecotourism, in particular the designation of the year 2002 as the International Year of Ecotourism, in fostering better understanding among peoples everywhere, in leading to greater awareness of the rich heritage of various civilizations and in bringing about a better appreciation of the inherent values of different cultures, thereby contributing to the strengthening of world peace,

Recognizing the important dimension and role of tourism as a positive instrument towards the alleviation of poverty and the improvement of the quality of life for all people, its potential to make a contribution to economic and social development, especially of the developing countries, and its emergence as a vital force for the promotion of international understanding, peace and prosperity,

1. Takes note with interest of the Global Code of Ethics for Tourism adopted at the thirteenth session of the General Assembly of the World Tourism Organization,[6] which outlines principles to guide tourism development and to serve as a frame of reference for the different stakeholders in the tourism sector, with the objective of minimizing the negative impact of tourism on environment and on cultural heritage while maximizing the benefits of tourism in promoting sustainable development and poverty alleviation as well as understanding among nations;

2. Emphasizes the need for the promotion of a responsible and sustainable tourism that could be beneficial to all sectors of society;

3. Invites Governments and other stakeholders in the tourism sector to consider introducing, as appropriate, the contents of the Global Code of Ethics for Tourism in relevant laws, regulations and professional practices, and, in this regard, recognizes with appreciation the efforts made and measures already undertaken by some States;

4. Encourages the World Tourism Organization to promote effective follow-up to the Global Code of Ethics for Tourism, with the involvement of relevant stakeholders in the tourism sector;

5. Requests the Secretary-General to follow up developments related to the implementation of the present resolution based on the reports of the World Tourism Organizaion and to report thereon to the General Assembly at its fifty-ninth session.

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1   A/36/236, annex, appendix I.
2   Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992 (United Nations publications, Sales No. E.93.I.8 and corrigenda), vol. I: Resolutions adopted by the Conference, resolution 1, annex I.
3   Ibid., annex II.
4   See A/55/640.
5   See Official Records of the Economic and Social Council, 1999, Supplement No. 9 (E/1999/29), decision 7/3
6   See E/2001/61, annex.

GLOBAL CODE OF ETHICS FOR TOURISM

adopted by resolution A/RES/406(XIII) at the thirteenth WTO General Assembly (Santiago, Chile, 27 September - 1 October 1999).

PREAMBLE

We, Members of the World Tourism Organization (WTO), representatives of the world tourism industry, delegates of States, territories, enterprises, institutions and bodies that are gathered for the General Assembly at Santiago, Chile on this first day of October 1999,

Reasserting the aims set out in Article 3 of the Statutes of the World Tourism Organization, and aware of the "decisive and central" role of this Organization, as recognized by the General Assembly of the United Nations, in promoting and developing tourism with a view to contributing to economic development, international understanding, peace, prosperity and universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language or religion,

Firmly believing that, through the direct, spontaneous and non-mediatized contacts it engenders between men and women of different cultures and lifestyles, tourism represents a vital force for peace and a factor of friendship and understanding among the peoples of the world,

In keeping with the rationale of reconciling environmental protection, economic development and the fight against poverty in a sustainable manner, as formulated by the United Nations in 1992 at the "Earth Summit" of Rio de Janeiro and expressed in Agenda 21, adopted on that occasion,

Taking into account the swift and continued growth, both past and foreseeable, of the tourism activity, whether for leisure, business, culture, religious or health purposes, and its powerful effects, both positive and negative, on the environment, the economy and the society of both generating and receiving countries, on local communities and indigenous peoples, as well as on international relations and trade,

Aiming to promote responsible, sustainable and universally accessible tourism in the framework of the

right of all persons to use their free time for leisure pursuits or travel with respect for the choices of society of all peoples,

But convinced that the world tourism industry as a whole has much to gain by operating in an environment that favours the market economy, private enterprise and free trade and that serves to optimize its beneficial effects on the creation of wealth and employment,

Also firmly convinced that, provided a number of principles and a certain number of rules are observed, responsible and sustainable tourism is by no means incompatible with the growing liberalization of the conditions governing trade in services and under whose aegis the enterprises of this sector operate and that it is possible to reconcile in this sector economy and ecology, environment and development, openness to international trade and protection of social and cultural identities,

Considering that, with such an approach, all the stakeholders in tourism development – national, regional and local administrations, enterprises, business associations, workers in the sector, non-governmental organizations and bodies of all kinds belonging to the tourism industry, as well as host communities, the media and the tourists themselves, have different albeit interdependent responsibilities in the individual and societal development of tourism and that the formulation of their individual rights and duties will contribute to meeting this aim,

Committed, in keeping with the aims pursued by the World Tourism Organization itself since adopting resolution 364(XII) at its General Assembly of 1997 (Istanbul), to promote a genuine partnership between the public and private stakeholders in tourism development, and wishing to see a partnership and cooperation of the same kind extend, in an open and balanced way, to the relations between generating and

receiving countries and their respective tourism industries,

Following up on the Manila Declarations of 1980 on World Tourism and of 1997 on the Social Impact of Tourism, as well as on the Tourism Bill of Rights and the Tourist Code adopted at Sofia in 1985 under the aegis of WTO,

But believing that these instruments should be complemented by a set of interdependent principles for their interpretation and application on which the stakeholders in tourism development should model their conduct at the dawn of the twenty-first century,

Using, for the purposes of this instrument, the definitions and classifications applicable to travel, and especially the concepts of "visitor", "tourist" and "tourism", as adopted by the Ottawa International Conference, held from 24 to 28 June 1991 and approved, in 1993, by the United Nations Statistical Commission at its twenty-seventh session,

Referring in particular to the following instruments:

- Universal Declaration of Human Rights of 10 December 1948;

- International Covenant on Economic, Social and Cultural Rights of 16 December 1966;

- International Covenant on Civil and Political Rights of 16 December 1966;

- Warsaw Convention on Air Transport of 12 October 1929;

- Chicago Convention on International Civil Aviation of 7 December 1944, and the Tokyo, The Hague and Montreal Conventions in relation thereto;

- Convention on Customs Facilities for Tourism of 4 July 1954 and related Protocol;

- Convention concerning the Protection of the World Cultural and Natural Heritage of 23 November 1972;

- Manila Declaration on World Tourism of 10 October 1980;

- Resolution of the Sixth General Assembly of WTO (Sofia) adopting the Tourism Bill of Rights and Tourist Code of 26 September 1985;

- Convention on the Rights of the Child of 20 November 1989;

- Resolution of the Ninth General Assembly of WTO (Buenos Aires) concerning in particular travel facilitation and the safety and security of tourists of 4 October 1991;

- Rio Declaration on the Environment and Development of 13 June 1992;

- General Agreement on Trade in Services of 15 April 1994;

- Convention on Biodiversity of 6 January 1995;

- Resolution of the Eleventh General Assembly of WTO (Cairo) on the prevention of organized sex tourism of 22 October 1995;

- Stockholm Declaration of 28 August 1996 against the Commercial Sexual Exploitation of Children;

- Manila Declaration on the Social Impact of Tourism of 22 May 1997;

- Conventions and recommendations adopted by the International Labour Organization in the area of collective conventions, prohibition of forced labour and child labour, defence of the rights of indigenous peoples, and equal treatment and non-discrimination in the work place;

affirm the right to tourism and the freedom of tourist movements,

state our wish to promote an equitable, responsible and sustainable world tourism order, whose benefits will be shared by all sectors of society in the context of an open and liberalized international economy, and

solemnly adopt to these ends the principles of the *Global Code of Ethics for Tourism*.

Article 1

Tourism's contribution to mutual understanding and respect between peoples and societies

1. The understanding and promotion of the ethical values common to humanity, with an attitude of tolerance and respect for the diversity of religious, philosophical and moral beliefs, are both the foundation and the consequence of responsible tourism; stakeholders in tourism development and tourists themselves should observe the social and cultural traditions and practices of all peoples, including those of minorities and indigenous peoples and to recognize their worth;

2. Tourism activities should be conducted in harmony with the attributes and traditions of the host regions and countries and in respect for their laws, practices and customs;

3. The host communities, on the one hand, and local professionals, on the other, should acquaint themselves with and respect the tourists who visit them and find out about their lifestyles, tastes and expectations; the education and training imparted to professionals contribute to a hospitable welcome;

4. It is the task of the public authorities to provide protection for tourists and visitors and their belongings; they must pay particular attention to the safety of foreign tourists owing to the particular vulnerability they may have; they should facilitate the introduction of specific means of information, prevention, security, insurance and assistance consistent with their needs; any attacks, assaults, kidnappings or threats against tourists or workers in the tourism industry, as well as the wilful destruction of tourism facilities or of elements of cultural or natural heritage should be severely condemned and punished in accordance with their respective national laws;

5. When travelling, tourists and visitors should not commit any criminal act or any act considered criminal by the laws of the country visited and abstain from any conduct felt to be offensive or injurious by the local populations, or likely to damage the local environment; they should refrain from all trafficking in illicit drugs, arms, antiques, protected species and products and substances that are dangerous or prohibited by national regulations;

6. Tourists and visitors have the responsibility to acquaint themselves, even before their departure, with the characteristics of the countries they are preparing to visit; they must be aware of the health and security risks inherent in any travel outside their usual environment and behave in such a way as to minimize those risks;

Article 2

Tourism as a vehicle for individual and collective fulfilment

1. Tourism, the activity most frequently associated with rest and relaxation, sport and access to culture and nature, should be planned and practised as a privileged means of individual and collective fulfilment; when practised with a sufficiently open mind, it is an irreplaceable factor of self-education, mutual tolerance and for learning about the legitimate differences between peoples and cultures and their diversity;

2. Tourism activities should respect the equality of men and women; they should promote human rights and, more particularly, the individual rights of the most vulnerable groups, notably children, the elderly, the handicapped, ethnic minorities and indigenous peoples;

3. The exploitation of human beings in any form, particularly sexual, especially when applied to children, conflicts with the fundamental aims of tourism and is the negation of tourism; as such, in accordance with international law, it should be energetically combatted with the cooperation of all the States concerned and penalized without concession by the national legislation of both the countries visited and the countries of the perpetrators of these acts, even when they are carried out abroad;

4. Travel for purposes of religion, health, education and cultural or linguistic exchanges are particularly beneficial forms of tourism, which deserve encouragement;

5. The introduction into curricula of education about the value of tourist exchanges, their economic, social and cultural benefits, and also their risks, should be encouraged;

Article 3

Tourism, a factor of sustainable development

1. All the stakeholders in tourism development should safeguard the natural environment with a view to achieving sound, continuous and sustainable economic growth geared to satisfying equitably the needs and aspirations of present and future generations;

2. All forms of tourism development that are conducive to saving rare and precious resources, in particular water and energy, as well as avoiding so far as possible waste production, should be given priority and encouraged by national, regional and local public authorities;

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3. The staggering in time and space of tourist and visitor flows, particularly those resulting from paid leave and school holidays, and a more even distribution of holidays should be sought so as to reduce the pressure of tourism activity on the environment and enhance its beneficial impact on the tourism industry and the local economy;

4. Tourism infrastructure should be designed and tourism activities programmed in such a way as to protect the natural heritage composed of ecosystems and biodiversity and to preserve endangered species of wildlife; the stakeholders in tourism development, and especially professionals, should agree to the imposition of limitations or constraints on their activities when these are exercised in particularly sensitive areas: desert, polar or high mountain regions, coastal areas, tropical forests or wetlands, propitious to the creation of nature reserves or protected areas;

5. Nature tourism and ecotourism are recognized as being particularly conducive to enriching and enhancing the standing of tourism, provided they respect the natural heritage and local populations and are in keeping with the carrying capacity of the sites;

Article 4

Tourism, a user of the cultural heritage of mankind and a contributor to its enhancement

1. Tourism resources belong to the common heritage of mankind; the communities in whose territories they are situated have particular rights and obligations to them;

2. Tourism policies and activities should be conducted with respect for the artistic, archaeological and cultural heritage, which they

should protect and pass on to future generations; particular care should be devoted to preserving and upgrading monuments, shrines and museums as well as archaeological and historic sites which must be widely open to tourist visits; encouragement should be given to public access to privately-owned cultural property and monuments, with respect for the rights of their owners, as well as to religious buildings, without prejudice to normal needs of worship;

3. Financial resources derived from visits to cultural sites and monuments should, at least in part, be used for the upkeep, safeguard, development and embellishment of this heritage;

4. Tourism activity should be planned in such a way as to allow traditional cultural products, crafts and folklore to survive and flourish, rather than causing them to degenerate and become standardized;

Article 5

Tourism, a beneficial activity for host countries and communities

1. Local populations should be associated with tourism activities and share equitably in the economic, social and cultural benefits they generate, and particularly in the creation of direct and indirect jobs resulting from them;

2. Tourism policies should be applied in such a way as to help to raise the standard of living of the populations of the regions visited and meet their needs; the planning and architectural approach to and operation of tourism resorts and accommodation should aim to integrate them, to the extent possible, in the local economic and social fabric; where skills are equal, priority should be given to local manpower;

3. Special attention should be paid to the specific problems of coastal areas and island territories and to vulnerable rural or mountain regions, for which tourism often represents a rare opportunity for development in the face of the decline of traditional economic activities;

4. Tourism professionals, particularly investors, governed by the regulations laid down by the public authorities, should carry out studies of the impact of their development projects on the environment and natural surroundings; they should also deliver, with the greatest transparency and objectivity, information on their future programmes and their foreseeable repercussions and foster dialogue on their contents with the populations concerned;

Article 6

Obligations of stakeholders in tourism development

1. Tourism professionals have an obligation to provide tourists with objective and honest information on their places of destination and on the conditions of travel, hospitality and stays; they should ensure that the contractual clauses proposed to their customers are readily understandable as to the nature, price and quality of the services they commit themselves to providing and the financial compensation payable by them in the event of a unilateral breach of contract on their part;

2. Tourism professionals, insofar as it depends on them, should show concern, in cooperation with the public authorities, for the security and safety, accident prevention, health protection and food safety of those who seek

their services; likewise, they should ensure the existence of suitable systems of insurance and assistance; they should accept the reporting obligations prescribed by national regulations and pay fair compensation in the event of failure to observe their contractual obligations;

3. Tourism professionals, so far as this depends on them, should contribute to the cultural and spiritual fulfilment of tourists and allow them, during their travels, to practise their religions;

4. The public authorities of the generating States and the host countries, in cooperation with the professionals concerned and their associations, should ensure that the necessary mechanisms are in place for the repatriation of tourists in the event of the bankruptcy of the enterprise that organized their travel;

5. Governments have the right – and the duty - especially in a crisis, to inform their nationals of the difficult circumstances, or even the dangers they may encounter during their travels abroad; it is their responsibility however to issue such information without prejudicing in an unjustified or exaggerated manner the tourism industry of the host countries and the interests of their own operators; the contents of travel advisories should therefore be discussed beforehand with the authorities of the host countries and the professionals concerned; recommendations formulated should be strictly proportionate to the gravity of the situations encountered and confined to the geographical areas where the insecurity has arisen; such advisories should be qualified or cancelled as soon as a return to normality permits;

6. The press, and particularly the specialized travel press and the other media, including modern means of electronic communica-tion, should issue honest and balanced information on events and situations that could influence the flow of tourists; they should also provide accurate and reliable information to the consumers of tourism services; the new communication and electronic commerce technologies should also be developed and used for this purpose; as is the case for the media, they should not in any way promote sex tourism;

Article 7

Right to tourism

1. The prospect of direct and personal access to the discovery and enjoyment of the planet's resources constitutes a right equally open to all the world's inhabitants; the increasingly extensive participation in national and international tourism should be regarded as one of the best possible expressions of the sustained growth of free time, and obstacles should not be placed in its way;

2. The universal right to tourism must be regarded as the corollary of the right to rest and leisure, including reasonable limitation of working hours and periodic holidays with pay, guaranteed by Article 24 of the Universal Declaration of Human Rights and Article 7.d of the International Covenant on Economic, Social and Cultural Rights;

3. Social tourism, and in particular associative tourism, which facilitates widespread access to leisure, travel and holidays, should be developed with the support of the public authorities;

4. Family, youth, student and senior tourism and tourism for people with disabilities, should be encouraged and facilitated;

Article 8

Liberty of tourist movements

1. Tourists and visitors should benefit, in compliance with international law and national legislation, from the liberty to move within their countries and from one State to another, in accordance with Article 13 of the Universal Declaration of Human Rights; they should have access to places of transit and stay and to tourism and cultural sites without being subject to excessive formalities or discrimination;

2. Tourists and visitors should have access to all available forms of communication, internal or external; they should benefit from prompt and easy access to local administrative, legal and health services; they should be free to contact the consular representatives of their countries of origin in compliance with the diplomatic conventions in force;

3. Tourists and visitors should benefit from the same rights as the citizens of the country visited concerning the confidentiality of the personal data and information concerning them, especially when these are stored electronically;

4. Administrative procedures relating to border crossings whether they fall within the competence of States or result from international agreements, such as visas or health and customs formalities, should be adapted, so far as possible, so as to facilitate to the maximum freedom of travel

and widespread access to international tourism; agreements between groups of countries to harmonize and simplify these procedures should be encouraged; specific taxes and levies penalizing the tourism industry and undermining its competitiveness should be gradually phased out or corrected;

5. So far as the economic situation of the countries from which they come permits, travellers should have access to allowances of convertible currencies needed for their travels;

Article 9

Rights of the workers and entrepreneurs in the tourism industry

1. The fundamental rights of salaried and self-employed workers in the tourism industry and related activities, should be guaranteed under the supervision of the national and local administrations, both of their States of origin and of the host countries with particular care, given the specific constraints linked in particular to the seasonality of their activity, the global dimension of their industry and the flexibility often required of them by the nature of their work;

2. Salaried and self-employed workers in the tourism industry and related activities have the right and the duty to acquire appropriate initial and continuous training; they should be given adequate social protection; job insecurity should be limited so far as possible; and a specific status, with particular regard to their social welfare, should be offered

to seasonal workers in the sector;

3. Any natural or legal person, provided he, she or it has the necessary abilities and skills, should be entitled to develop a professional activity in the field of tourism under existing national laws; entrepreneurs and investors - especially in the area of small and medium-sized enterprises - should be entitled to free access to the tourism sector with a minimum of legal or administrative restrictions;

4. Exchanges of experience offered to executives and workers, whether salaried or not, from different countries, contributes to foster the development of the world tourism industry; these movements should be facilitated so far as possible in compliance with the applicable national laws and international conventions;

5. As an irreplaceable factor of solidarity in the development and dynamic growth of international exchanges, multinational enterprises of the tourism industry should not exploit the dominant positions they sometimes occupy; they should avoid becoming the vehicles of cultural and social models artificially imposed on the host communities; in exchange for their freedom to invest and trade which should be fully recognized, they should involve themselves in local development, avoiding, by the excessive repatriation of their profits or their induced imports, a reduction of their contribution to the economies in which they are established;

6. Partnership and the establishment of balanced relations between enterprises of generating and receiving countries contribute to the sustainable development of tourism and an equitable distribution of the benefits of its growth;

Article 10

Implementation of the principles of the Global Code of Ethics for Tourism

1. The public and private stakeholders in tourism development should cooperate in the implementation of these principles and monitor their effective application;

2. The stakeholders in tourism development should recognize the role of international institutions, among which the World Tourism Organization ranks first, and non-governmental organizations with competence in the field of tourism promotion and development, the protection of human rights, the environment or health, with due respect for the general principles of international law;

3. The same stakeholders should demonstrate their intention to refer any disputes concerning the application or interpretation of the Global Code of Ethics for Tourism for conciliation to an impartial third body known as the World Committee on Tourism Ethics.

THE WORLD TOURISM ORGANIZATION (UNWTO)
is a specialized agency of the United Nations and the only intergovernmental organization that serves as a global forum for tourism policy issues and a practical source of tourism know-how. Its membership includes 154 Member States, 7 Associate Members and more than 400 Affiliate Members representing the private sector, educational institutions, tourism associations and local tourism authorities. UNWTO plays a central role in promoting the development of responsible, sustainable and universally accessible tourism, paying particular attention to the interests of developing countries.

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