

Dichotomies between needs and decisions in the construction of tourism governance. The case of Cuenca del Lago Ranco

Dicotomías entre necesidades y decisiones en la construcción de gobernanzas turísticas. El caso de la Cuenca del Lago Ranco.

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ABSTRACT

This work attempts to understand the expectations and needs of tourism actors in the Cuenca del Lago Ranco destination, as well as the advantages and opportunities offered by the territory with the aim of proposing a governance model appropriate to this destination. The methodology is exploratory in nature and addresses a series of interviews, participant observation and secondary data. The results show that there are important differences between the actions that are being carried out and the needs raised by tourism actors. It is concluded that it is necessary to create a public-private governance model with a mixed financing system, addressing aspects such as articulation, financing and planning.

Keywords: Governance, turistic agents, turistic destination, competency, Lago Ranco.

RESUMEN

Este trabajo busca conocer las expectativas y necesidades que tienen los actores turísticos del destino Cuenca del Lago Ranco, al igual que las ventajas y oportunidades que ofrece el territorio con el objetivo de proponer un modelo de gobernanza adecuado a este destino. La metodología es de carácter exploratoria y aborda una serie de entrevistas, observación participante y datos secundarios. Los resultados arrojan que existen diferencias importantes entre las acciones que se están llevando a cabo y las necesidades planteadas por los actores turísticos. Se concluye que es necesario crear un modelo público-privado de gobernanza con sistema de financiamiento mixto, abordando aspectos como articulación, financiamiento y planificación.

Palabras clave: Gobernanza, actores turísticos, destino turístico, competitividad, Lago Ranco.

INTRODUCTION

Global tourist destinations live different processes that respond to their immediate context and that begin to shed light on sustainability problems in the tourism industry. Some aspects such as the collapse of formal services, the tourist and the increase of elitism are consequences of a deficiency in planning of tourist destinations that grow spontaneously or carelessly (Rodríguez, Feder & Frattucci, 2015). Thus, the need to generate tourism planning processes with a view to the construction of development models adapted to the needs of each place.

In Chile, as in many parts of the world, tourist destinations are organizing themselves to try to develop and consolidate a sector that contributes to the local well-being of the territories. Good governance in tourism is based on the idea of a balance between efforts from the public and private worlds, and not only local or regional government are destined to build policies for the tourism development of the territory (Valente, F. et al, 2015). However, it is not always possible to demonstrate the construction of adequate models that integrate the visions and positions of social, economic and productive stakeholders. There are apparently, significant differences between the needs evidenced by tourism stakeholders and the models that are being built for the management of destinations. The so-called tourism governance are models that involve the construction of a collaborative system through which the different stakeholders will relate to each other with the aim of developing aspects such as competitiveness, innovation, quality, among others; but what are the determining factors for the construction of a Governance Model? In practice, what aspects are taken into consideration to create a Governance Model? It seems that local governance models are not always adequate or built on the basis of real needs and opportunities of the territory and local stakeholders, even evidencing cases in which decision-making in management matters goes through other aspects that are not necessarily shared by the actors involved.

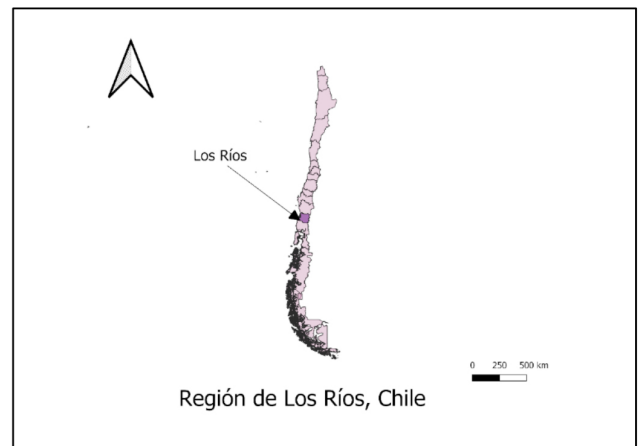
The objective of this research is to analyze what are the needs and fundamental aspects that should be addressed in the construction of a tourist governance, comparing them with the real efforts that are being carried out. In this way, it seeks to demonstrate whether the construction of these governance models is effectively adequate to the territories and the needs of their stakeholders. The Cuen-

ca del Lago Ranco, a tourist destination located in the Los Ríos region in southern Chile, was taken as a case study for the analysis.

Territorial Context

Administratively located in the Los Ríos region, this territory includes the municipalities of Lago Ranco, Futrono, La Unión, Paillaco and Río Bueno, and offers attractions from the mountains and valleys to the Pacific Ocean.

Figure 1. Area of study



Source: Own elaboration using Qgis.

At the same time, it has a broad historical context linked to colonization and the presence of Mapuche-Huilliche cultures that mark differential milestones in the enjoyment of nature activities. However, these elements of the historical and cultural identity of the territory have not been fully preserved and valued in tourist terms.

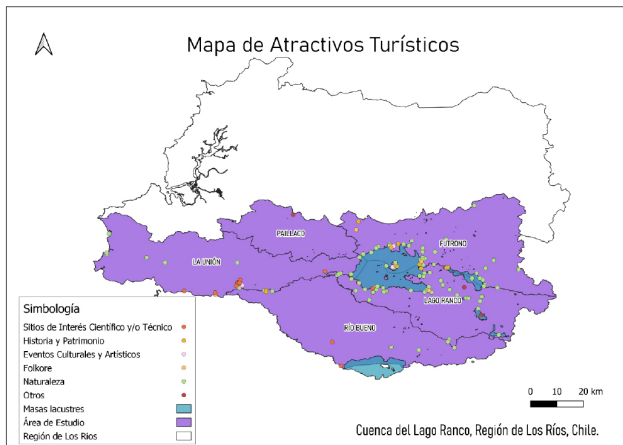
The Cuenca del Lago Ranco as a destination of great beauty, is recognized for having very relevant attractions: the millenary Alerce (the longest-lived tree in the world), Lake Ranco (third largest lake in the country), and Huapi Island (center of the Mapuche-Huilliche indigenous concentration against colonization) that symbolize in a great way the variety of flora and fauna that amazes its visitors. The territory was a powerful witness of economic growth related to industrialization, to wood and flour production, which allows us to find large architectural landmarks in good condition. This reflects an identity and a collective imaginary present in the local culture, which makes this area a relevant part of the Los Ríos region (Campos-Winter, 2018).

Tourist condition of the destination

The Cuenca del Lago Ranco’s a territory that has all the necessary characteristics to promote itself as a competitive destination, with great tourist attractions related to the natural heritage and other local and complementary determining variables (Serrado, Montoya & Amado, 2021). These multiple natural attractions today move tourism activity with a landscape and scenic approach involving waterfalls, rivers, hills, and parks.

In tourism terms, it could be categorized as a destination that is gradually seeing its growth limited due to administrative deficiencies and the lack of strategies designed for tourism related to the challenges of public-private articulation (Subsecretaría de Turismo, 2022).

Figure 2. Distribution of tourist attractions in the Cuenca del Lago Ranco



Source: Own elaboration using Qgis.

The destination has a varied offer of tourist services, distributed in the different municipalities and sectors that are part of this territory.

Table 1. Tourist Services of the Cuenca Lago Ranco

Comune	Number of Services			
	Accommodation	Gastronomy	Handcrafts	Recreation
Futrono	18	0	0	0
Lago Ranco	25	25	5	12
Paillaco	2	13	0	0
La Unión	15	45	1	16
Total	60	83	6	28
Total in the territory			177	

Source: Own elaboration based on information from the Technical Tourism Board of the Cuenca del Lago Ranco.

In general, the Cuenca del Lago Ranco has cabin and hostel type accommodations. Most of them are structures built with wood and/or similar materials that do not have much diversification in what they offer or in their environment. There are few restoration services in core zones with a high concentration of tourists, such as Lago Ranco and Futrono, that are exclusively dedicated to this type of service. In the territory the tourist attractions are exploited through eco-tourism and adventure tourism activities: sun and beach enjoyment, recreational fishing, birdwatching, trekking, and hiking, kayaking, bicycle touring, paddle boarding, boating, and rafting. In this way, the natural wealth of the territory is used from a sustainable point of view.

Cultural activities typical of the territory that speak of the cultural symbiosis between the Mapuche and German descendants are displayed (Campos-Winter, 2018). These characteristics are exploited through local craftsmanship that uses native resources to develop gourmet products (jams, jerky, hot sauces, beers and dairy products), products for daily use (native wood spoons and tables, river stone mortar, leather aprons, boqui baskets, etc.), ornamental products (scented candles, sculptures, fabrics, wancos, etc.), traditional clothing (ponchos, hats and natural sheep wool fabrics, etc.), among others.

Table 2. Recreational services by municipality

Commune	Handcrafts	Tour Operator	Tourist Guide	Adventure Tourism
Futrono	6	7	2	11
Lago Ranco	9	8	10	22
Río Bueno	11	5	3	3
Paillaco	4	1	2	0
La Unión	10	7	3	13
Total	40	28	20	49
Total in the destination			137	

Source: Own elaboration with SERNATUR data.

The barometer built by Futrono through a tourist consultation instrument includes questions regarding the service received at its Tourist Information Offices. Thus, this instrument applied only in the district characterizes the tourist of the 2020-2021 season as: men and women from the national territory coming mainly from Santiago, Valdivia and Concepción, who travel as a family or couple; most of them stay between 1 and 3 days, spending an average of 473,603 CLP and whose main motivation for their trip is the natural beauty of the destination, enjoying sun and beach activities (Ilustre Municipalidad de Futrono, 2021). The demand is characterized by a family segment of me-

dium-high socioeconomic level whose main interest is to visit the beaches. Tourists are also characterized as hikers who stay with relatives, second homes, and cabins, who tend to visit the attractions closest to the lake's surrounding area and, therefore, do not engage in many activities or spend a lot of money on tourism.

The destination has a number of planning and land management instruments that ensure the development of tourism in the area.

Table 3. Planning Management Instruments

Name of the instrument	Territory involved
Zona de Interés Turístico / Zone of Tourist Interest (ZOIT) ZOIT Lago Ranco - Futrono	Lago Ranco- Futrono
Zona de Interés Turístico / Zone of Tourist Interest (ZOIT) Biregional ZOIT Lakes and Volcanos	Río Bueno – Puyehue
Plan Regulador Comunal / Communal Regulatory Plan	All the communes have one: Lago Ranco, Futrono, La Unión, Paillaco and Río Bueno.
PLADECO (Communal Development Plan)	All the communes have one: Lago Ranco, Futrono, La Unión, Paillaco and Río Bueno.
PLADETUR (Tourist Development Plan)	Only Lago Ranco and Futrono

Source: Own elaboration

The territory of the Cuenca del Lago Ranco has been trying to articulate through a "Public-Private Technical Committee on Tourism" since 2018, which aims to be a management body of the territory through collaboration and cooperation between the public and private sectors. However, this organization is formed by the Municipalities of Lago Ranco, Futrono, La Unión, Paillaco and the Cuenca del Lago Ranco Private Corporation, the latter being the only representative of the private sector in the Board. Its main actions are linked to the promotion of the tourist destination at a national level.

LITERATURE REVIEWED

Territory and Development

Geography defines territory as a “theoretical and methodological concept that explains and describes the spatial development of social relations established by human beings in the cultural, social, political or economic spheres” (Hernández L. L., 2010); in a more poetic way Ríos (2012) explains it from anthropology by stating that the territory is built by and in time (...)It becomes the product of the set of relationships that man daily weaves between all his own with nature and with others. In contrast, from tou-

rism as a growing economic activity, the territory can be understood as the geographical area that determines a tourist destination and provides a set of interdependent products, services and experiences offered by multiple private providers and public organizations public in certain places with a range of scale that goes from the local to the macro regional" (Pearce, 2016)

The territory has three layers of increasing complexity, so we can speak of "natural territory" to refer to the elements of nature present on a surface without human intervention; "equipped territory" to which man has already installed transport systems, equipment works and extractive productive activities; and "organized territory" to that area that denotes the existence of a community with an identity related to the territory due to human settlements and that is regulated through political-administrative systems (Boisier,2009). This is how, when talking about "Territorial Development", we talk about the process resulting from the transformations given in those 3 stages.

Vásquez Barquero (2005) proposes a comprehensive view by determining that "to develop a region or locality it is necessary to resort to both endogenous and exogenous factors, and the control of the process of change would belong to the local actors, who are the ones who truly have the capacity to transform the territory with their participation in the decisions on investment and localization” (Vásquez Barquero, 2005, cited in Mozas & Bernal, 2006, p. 133). In summary, communities have historically undergone changes and transformations that have enabled their evolution and development and, according to what could be seen, these transformations respond to a non-isolated reality that contemplates both internal factors of their territory and factors that arise from the interactions of that society with other territorialities.

Tourist Development

The development of local tourist destinations involves a process in which a society, while maintaining and preserving its own identity and territory, generates and strengthens its economic, social, and cultural dynamics, in order to allow the articulation of the different components of tourism and its availability to the market.

For this process to be successful, the participation of all tourism agents or forces interacting within the system

boundaries is imperative. It is also essential to have a common project that combines different values: generation of economic growth, equity, social and cultural change, environmental sustainability, gender focus and quality of life, among others (Muñoz-Mazón & Velasco González, 2015). This is how it is understood that tourism is a cross-cutting, multidisciplinary, and key area to develop in order to provide solutions to territorial needs based on sustainability.

Some models of alternative economies to the neoliberal model are reflected in the tourism industry under the concept of "community tourism", which "associates in a dynamic and synergistic way the principles of social cohesion around a common goal, promoting self-management, so that community members assume the role that corresponds to them in their planning, operationalization, supervision and development; strengthening democratic practices, participation and cooperation among community members" (Bravo, 2019). Hence, the solidarity economy is considered as a strategy for sustainable local development from the tourism industry. Landriscini (2013) states that the social economy implies sustainable production and distribution processes that demand technical-political teams committed to its principles, and with new, more horizontal forms of management, and cooperate to streamline the mechanisms of design, implementation and evaluation of associative programs and projects, aimed at development with social inclusion. This implies deploying strategies and practices that generate new legal, social and institutional forms that consolidate the sphere of the Social and Solidarity Economy.

But beyond the system or economic model that may be developed in the territory, in this regard, Butler (1980), relating to the development of tourism, states that tourist destinations evolve through time in a bottom-up manner and that, although there is a limit to such growth, the restructuring of destinations can change their course. For this purpose, making analogy to the life cycle of goods from the marketing industry, he determines 5 successive phases in tourist destinations: exploration, involvement, development, consolidation and stagnation. Already in 1991, understanding the criticisms to his proposal, he points out that it is necessary to combine the phases he proposes in his model with the concept of sustainability for a correct future development. Thus, the environment is recognized as one of the factors that affect the life cycle of products beyond the influence of tourists. Then in 2011 Butler formalized this approach by generating a modified proposal of the Life Cycle Model of

Tourism Destinations, highlighting the existence of factors such as the economy, politics, trends and preferences, investments and promotion.

Destination Management and Planning

There are several areas of study on how to manage tourism activity within the territories, for this reason, over the years, destination management models have been created as a mechanism to simplify these tourism phenomena. Managing a destination implies a "set of actions that, administering resources of diverse nature, pursue the tourism development of a given space or place of consumption." (Velasco, 2015). In 2016 Pearce takes on the task of presenting and analyzing the Management Models that have been proposed over the years, citing works by other authors and perceiving the weaknesses of such proposals. Therefore, it establishes that in practice a model can be a way to ensure sustainable management of tourist destinations, a tool in which in a schematic and simple way the strategic variables and interrelationships that explain or allow understanding the functioning of tourist destinations are identified, adding that a management model is a tool that can significantly help to achieve coordination between actors and guide them in their decision making regarding the tourism development of the destination they share (González Cornejo & Rivas Ortega, 2008, cited in Pearce, 2016, p. 3).

Fernandez, Herrero, & Vidal explain it very well when they point out that "the management of the tourist destination, from the conceptualization of the tourist experience understood as satisfaction of the expectation in a global way, takes into account the alignment of different elements of the offer, integrating goods and services, resources, infrastructure and equipment, planning and management, brand image and price, and that have to be added to the motivational component that every destination offers. Such an accumulation of components, their complexity, and the possibilities of resolving conflicts arising from the multiple and different interests of the actors involved in the tourism system, require a methodology oriented to the design of strategies adapted to the local realities of these actors" (Herrero, 2014, cited in Fernández, Herrero, & Vidal, 2017).

The economic planning of tourism is "the process by which tourism activity is analyzed within a given area, describing its historical development, foreseeing its natural

development and consciously establishing for its future an integral model of behavior through the establishment of objectives, goals and clear and achievable instruments, in order to promote, coordinate and direct its development in absolute integration with the process of the economy to which it belongs and is integrated" (Hernández E., 1991). This tourism planning process requires the coordination of various public and private organizations to establish joint actions in favor of the sustainable management of tourism activities with a focus on local development.

In this sense, and with a view to benefiting local development, it is advisable to work with territorial spaces above the local level. This is because the flexibility of the destination concept supports the thesis of the difficulty of empowering local levels as important decision-making bodies (Velasco, 2015). From this need for planning and within the framework of the establishment of destination management models, "Destination Management Organizations" (DMOs) and "Tourism Governance" are born.

A DMO is defined as a "main organizational entity that may include various authorities, stakeholders and professionals, and facilitates partnerships within the tourism sector with a view to a collective project for the destination, playing a key role in promoting greater involvement in sustainable development of the tourism industries and sector, policy makers and decision makers" (World Tourism Organization, 2019). Thus, it is visualized as an organizational structure of cooperation focused on the marketing and promotion of a tourist destination; that is to say, it emphasizes the attraction of demand. Otherwise, it can also be noted that the role of the Destination Management Organization (DMO) should be to direct and coordinate activities under a coherent strategy. These organizations do not control the activity of their partners, but rather bring together the resources and expertise and the degree of independence and objectivity to lead the way through a high level of partnership development and management skills. Although DMOs have typically carried out marketing activities, their power is becoming much broader to become strategic leadership in destination development (Fernandez, Herrero, & Vidal, 2017).

The concept of governability and/or governance are new proposals that were born in the eighties of the twentieth century from the reflection of the contexts of the time. Governance affects the capacity of the political system to generate trust and, extrapolating this aspect to desti-

nation management, it is possible to determine that improving destination governance would make it possible to observe what are the limits and incentives perceived by all actors and that structure their own behavior (Velasco, 2015). Tourism governance can therefore be understood as the process of managing tourism destinations through the synergic and coordinated efforts of governments at different levels and with different powers, the civil society living in the host communities and the business fabric related to the operation of the tourism system (Madrid Flores, 2009, cited in Barini et al, 2011, p. 115). And given that tourism activity has a significant impact on host communities, the perspective proposes a close relationship between the social relations established in the tourism field and the possibilities of tourism development and local development, understood as a process of economic growth and structural change that leads to an improvement in the standard of living of the population and includes economic, sociocultural and political-administrative dimensions (Barini et al, 2011).

In practice, a key problem of governance is the significance of the structural power of the institutional framework that allows it to carry out its development objectives; thus, by involving public and private actors with different capacities for action and resources, an asymmetry is produced in the organization's relations, despite the fact that this is established from a horizontal structure. In this regard, it is possible to state that: "political, human, organizational, material, cultural, financial and legal resources can be characterized as scarce and critical. By virtue of this, the resources carried and contributed by the actors in the public policy network environment are not equally relevant and do not have the same weight, which generates inequalities among the actors that translate into asymmetries whereby some actors depend more than others and consequently have less influence on decisions". (Vásquez Ceballos, 2014)

Whether through a DMO or a Governance, the main logic is the collaborative work between agents that offers ample possibilities for the management and planning of tourist destinations, from the contribution generated by the interrelated agents and their diverse positions with respect to local tourism development (Muñoz-Mazón & Velasco González, 2015). The positive aspects of both organizational structures for destination management, is that many times the externalities, which the cooperative work situation has produced, drive the agents to continue their re-

relationships over time (Muñoz-Mazón & Velasco González, 2015). Therefore, many authors conceive governance as the key to take into account when generating tourist destinations or initiating a sustainable development of tourism activity (Barini et al, 2011).

METHODOLOGY

The work involves qualitative research with a descriptive approach to the territorial problems associated with the tourism sector. Even when data analyses such as proportions and percentages are carried out to explain the problems more clearly, the research maintains a qualitative approach since it starts from the opinions of the relevant actors of the territory under study (Hernández, Fernández and Baptista, 2014). An exploratory approach is added, in the search for a better understanding of the specific needs pointed out by the tourism stakeholders themselves, without putting any opinion or perspective before anything else, but rather to investigate from the personal views of each interviewed stakeholder. In addition, the field work is carried out with participant observation actions over a period of 6 months, divided into 4 months of desk work and background collection, and two months between April and May 2022 of interviews with stakeholders in the territory.

In order to analyze the reality and needs of the territory of the Cuenca del Lago Ranco, taking into account its notable tourist vocation, the main actors involved in the industry were interviewed. The universe of those involved considers as strategic actors of the public sector representatives of the National Tourism Service of the Los Ríos Region and those in charge of tourism in the municipalities involved in the territory covered by the destination. As strategic actors of the private sector, all those representatives of the Chambers of Tourism, Trade Associations, Chambers of Commerce and Corporations with tourism purposes. Lastly, a representative of the "Ruta Escénica Lagos y Volcanes" program, which has positioned itself with an important list of initiatives in recent times in favor of local tourism development in the regions of Los Ríos, Los Lagos and La Araucanía.

A total of 12 stakeholders were interviewed by means of a semi-structured questionnaire. Thirty-three percent of them were interviewed in a virtual format through a video call, and 67% responded to the interview in person, involving travel by public transport to areas such as Valdivia, Paillaco, Futrono, Lago Ranco and La Unión.

Table 4. List of tourist agents

Position	Organization	Time on charge
Tourism and Culture Manager	Lago Ranco Municipality	16 years
Support Professional, Tourism and Development Department	Futrono Municipality	1 year
Tourism Manager	La Unión Municipality	5 years
Tourism Manager	Paillaco Municipality	1 year
Tourism Manager	Río Bueno Municipality	2 months
General Manager	Cuenca del Lago Ranco Corporation	12 years
President	Chamber of Tourism of Lago Ranco	3 years
President	Chamber of Tourism of La Unión	10 years
Legal Representative	Chamber of Tourism of Futrono	12 years
President	Guild Association "Viento Sur Paillaco"	5 years
Technical Executive	Lagos y Volcanes Rute	2 years
Local Development Manager	SERNATUR Los Ríos Regional Office	8 years

Source: Own elaboration

Although other organizations with cultural impact in the territory linked to the commercialization and exhibition of local handicrafts were considered in the initial census, tourism seasonality factors at the time of the survey application made it difficult to access them and imply a limitation of the universe to a purely tourist area. This refers to the fact that although they are not direct tourism stakeholders, they are part of the complementary offer of the destination and therefore their opinion may be relevant.

In order for the interview to fulfill its objective of gathering information about tourism needs from the perspective of the stakeholders themselves, a basic questionnaire with open and closed questions was designed with the following structure:

- Background of the interviewee related to the tourism sector.
- Information about the territory and the communes that comprise it.
- Tourists offer of the Cuenca del Lago Ranco destination.
- Management that has been carried out at the destination.

Finally, based on the theories and models of destination development and tourism governance analyzed, in addition to the information obtained from field work and interviews with stakeholders, a tourism governance model is proposed for this destination, which converges as a response to the needs detected and the opportunities of the destination under study.

RESULTS AND DISCUSION SECTION

Based on the field work through the analysis of the data presented in the introduction and the participant observation at the destination, a synthesis of the internal and external analysis of the destination is presented.

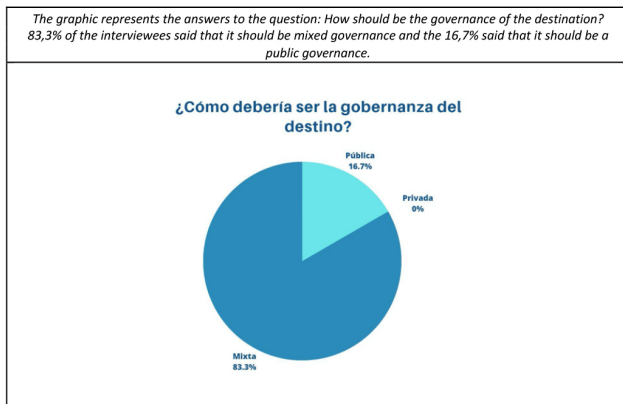
Figure 3. Internal and External Analysis of the Destination



Source: Own elaboration

Based on the analysis of the interviews conducted, 83% of the stakeholders involved in the tourism activity of the Cuenca del Lago Ranco destination determined that the territory needs public-private governance that, through a variety of actions, will make it possible to manage solutions to the territory's main emergencies and problems in the short and long term.

Figure 4. Characteristics of a governance for the destination



Source: Own elaboration

Among the factors that are presented as justification for this territorial need, previous territorial management efforts that have failed due to problems of articulation between the stakeholders of the territory.

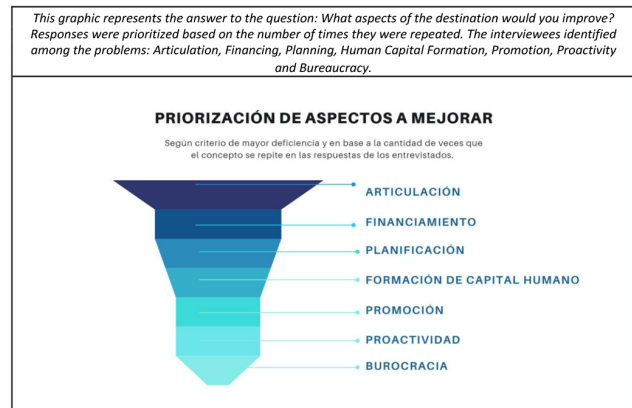
Since 2018, the Cuenca del Lago Ranco Basin Technical Tourism Board has been established by the tourism departments of the territory and the Cuenca del Lago Ranco Corporation as an instance of public-private articulation for the management of the destination. However, it has not positioned itself well in the destination due to representativeness problems.

The business sector states that it does not actively participate in decision-making and project implementation because it does not have the right to participate in these types of bodies, which are mainly made up of municipalities. In contrast, the public sector questioned the motivations of the private sector to be part of this type of bodies, mostly linked to the economic interest of the businessmen to collaborate in the planning of the activity. The private sector demands greater representation and voting rights in decision-making, blaming the public sector for the stagnation of development processes and initiatives

in the destination. This leads to tensions and mistrust between the public and private sectors to carry out joint initiatives.

Articulation then becomes the main problem that should be improved in the management of the destination for the creation, implementation and evaluation of actions.

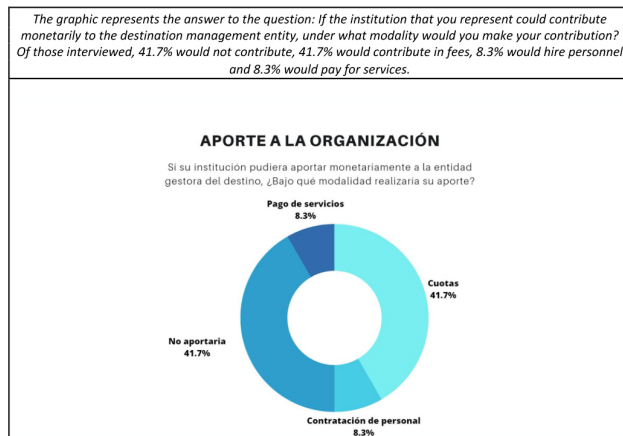
Figure 5. Aspects to improve in the destination



Source: Own elaboration

The second problem detected is financing. While recognizing the existence of tourism planning instruments that leverage resources, which are mentioned in the territorial context of this study, it is important to point out that the destination's stakeholders question their effectiveness. The stakeholders believe that there is a lack of economic resources linked to the financing and/or budget of the articulation initiatives or tourism planning instruments that would allow them to carry out the actions they propose. However, not all stakeholders are willing to make financial contributions to governance initiatives; on the contrary, they report a willingness to make valuable contributions, such as hiring personnel, paying for services and technical or professional staff hours.

Figure 6. Contribution to the destination management



Source: Own elaboration

In the same context, they state of the planning instruments are not aligned between municipalities and that there is no socialization of information that would allow the involvement of the community in their creation, which would allow a better link between planning and the needs of the industry. At the same time, they state that there is no methodology for monitoring and addressing gaps in the current instruments to enable continuous improvement of management and long-term strategic planning rather than reactive planning.

In line with this same idea, the "Ranco" brand fails in its effort to highlight and differentiate the destination. The stakeholders of the territory agree that it is not a representative brand because there was no participatory process of socialization and acceptance by the community. However, they do recognize that it is an input that can be improved and reinvented in the future, and that it can be used today to generate a unified vision of the destination, referring to one of the most iconic and recognizable attractions of the destination: Lago Ranco.

Figure 7. Ranco Brand



Source: Technical Tourism Board of the Cuenca del Lago Ranco.

Therefore, stakeholders propose that destination governance should address the promotion and marketing of the destination as a priority line of action.

Figure 8. areas to prioritize for governance



Source: Own elaboration

It is worth mentioning that associativity is mentioned as a second priority line of action, but from a different point of view. Although public-private articulation was previously mentioned as a relevant factor for the configuration of governance, in this section associativity is mentioned as a line of action to be worked on in order to promote decision-making with the greatest possible representation and, at the same time, as a more feasible way of carrying out actions directed at the private sector to fill gaps related to the professionalization of the tourism sector, the transfer of technological tools and knowledge, among others.

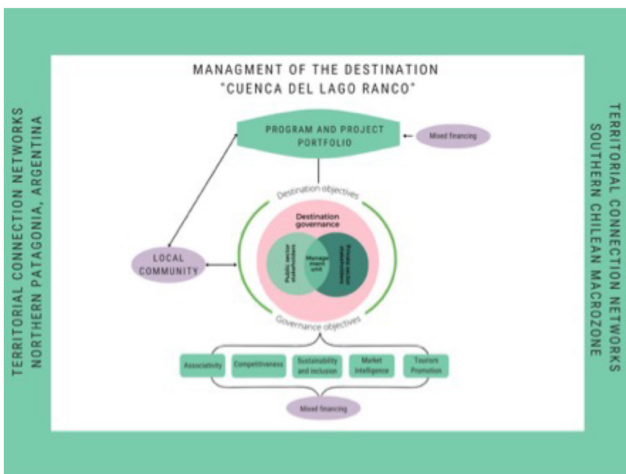
Among the other relevant areas of work, the stakeholders refer to the construction of a narrative that allows the unification of the tourist territory in the collective imagination in order to strengthen collaborative efforts towards a common goal: a single destination. On the other hand, mention is made of the creation of tourism products to diversify the current offer - linked purely to the sun and beach -, allowing a solution to the problem of congestion of attractions during the summer season and the seasonality of tourism, while expanding the marketing of the destination to new market segments during the rest of the year, for example: social tourism with a focus on the elderly.

Finally, the need to establish market intelligence as an organizational objective is mentioned, understanding it as the ability to support with quantitative and qualitative data the critical decision-making process of destination mana-

gement through the collection of information from the tourism industry in the territory.

Based on the information generated in the interviews with tourism stakeholders, as well as data from the territory itself generated in an exploratory manner in the various localities and municipalities that make up the destination, a governance proposal is generated. This governance model attempts to schematize the different visions obtained from those who make up the public and private management of local tourism.

Figure 9. Proposed governance model for the Cuenca del Lago Ranco destination



Source: Own elaboration

The proposal presents a governance of the Cuenca del Lago Ranco destination with a mixed Management Unit, establishing within its management model public-private participation, ensuring the associativity and collaboration of both municipalities and the business sector, in line with the guidelines provided by UNWTO (2019). This model is based on 5 essential areas: public-private partnership, competitiveness of the territory with other similar destinations, enhancing sustainability and inclusion, generating market intelligence to facilitate decision-making and, in addition, tourism promotion according to a studied carrying capacity of the territory. In order to meet the objectives of governance, mixed financing is required, which implies a shared responsibility for the progress of the organization's efforts. In addition, the governance proposal recognizes the potential for the development of a complementary tourism offer, thus implying a wide range of initiatives and projects that take par-

ticular elements of the destination, its history and heritage, in order to sustainably exploit the territory over time.

Although the governance model is projected from the general management of the tourist destination, it is also relevant to mention that the model is aware of the context in which it is located and, therefore, seeks to ensure that its management has a positive impact on the local socioeconomic development of the surrounding communities, and to get involved in the tourist offer to build the identity of the destination in an inclusive manner. In addition to this, the proposal recognizes opportunities for growth by establishing links with the southern Chilean macro-zone and northern Patagonia in Argentina, in a vision close to what is proposed by some development models such as the competitive macro and micro environment in destinations with a focus on competitiveness (Ritchie & Crouch, 2000).

Finally, in contrast to the needs detected in the territory, it is currently evident that efforts are being made to implement an Association of Tourist Municipalities of the Cuenca del Lago Ranco. This would be a non-profit organization that is financed through municipal contributions and whose board of directors would be composed of representative political roles from each of the municipalities, for example, mayors, councilors and other municipal teams.

This Association is visualized as a response to the management and leveraging of resources from the public sector in order to improve and facilitate political relations to carry out structural change projects, not only in the tourism area, but also in other areas that indirectly affect tourism and in "the training and improvement of mayors, councilors and municipal personnel linked to the development of tourism activities" (Montecinos O., 2022).

DISCUSSION

Tourism stakeholders in charge of decision making in the territory agree on important aspects of what they consider to be adequate management for the destination, but in reality, they determine actions that are apparently not the most important. Why then does the construction of a governance model not reflect these needs? In the case of the Cuenca del Lago Ranco, decisions are framed in terms of generating an association of municipalities, i.e., opting for a fully public management unit. It could be established

then that decisions in the area of tourism not only respond to the sector's own issues, but are also subject to external political variables, or to influences emanating from other sectors of the territory.

Hall (2011) established that there are governance frameworks with scopes and conditions depending on aspects such as hierarchies, markets, collaboration networks, and the communities with which they work. But despite this and many other possible options to facilitate a governance model, when needs are detected from within, from the stakeholders themselves, such as the need for governance to be public-private, it would be expected that actions would be framed in this sense, but this does not occur.

According to the literature, it could be inferred that: since the internal factors that structure a governance model cannot be applied in different environments, then it is the exogenous factors of the environment where the governance model is applied and its particularities that define the functional and institutional structure. From the political point of view, the public governance of the Cuenca del Lago Ranco would be a bridge for the generation of territorially interconnected efforts for the socioeconomic development of the region, but it moves away to a certain extent from the direct management of the tourist destination and the industry, leaving aside the direct involvement of the private sector and the current demand emanating from the territory.

The proposed model attempts to comprehensively reflect a governance model based on the reality detected in the territory, both from the information gathered on site and from the vision of the tourism stakeholders. This model attempts to respond to the articulation needs as well as other imbalances detected in the study. Vásquez-Ceballos (2014) mentions the asymmetries that can occur among the actors due to their relative weights in the actions that occur in the management of the territory. In this case there is a shift towards a public view of destination management and therefore it has been decided to generate an agency from the municipalities of each commune, with the obvious political weight that will exist in the direction of this body, probably causing differences between the public and private world.

Although it is understood that there may be a social and/or local development approach, since the state and muni-

cipal governments are assimilated as key actors for this, this does not detract from the incorporation of the private sector in this approach. From a traditional logic as in the free market, or even with alternative forms such as social economy or corporativism, the relationship between the public and private sector is always recognized as highly relevant for local tourism development, therefore these decisions that do not seem to be aligned in purely tourism matters are not understood.

CONCLUSIONS

The competitiveness of a tourist destination is not necessarily based on the natural wealth and advantages of its geography or its natural and cultural attractions. It is necessary to establish frameworks for the articulation of the actors that make up the tourism sector and in this sense the construction of governance models are key to the management of the destination and its positioning in the territory, demonstrating the need for joint work between the public and private sectors to achieve (and maintain) competitiveness. This situation is evident in destinations where tourism is a highly relevant activity in the productive dynamics of the territory; however, this condition may vary from one territory to another.

As social and political actors, the decisions made by the destination's authorities are not only aimed at tourism, but also address other issues associated with the territory. This makes the construction of governance models complex, where, as the literature has pointed out, an active participation of the private sector would be expected. However, it is evident that tourism criteria are not necessarily used, but that there are factors external to the reality of the sector that have an impact on decisions. This is reflected in the fact that in certain situations one sector may play a greater role than another in the development of governance.

While we know that tourism can affect the communities of a territory with economic variables such as inflation or the exchange rate, and other social variables such as gentrification and social mobility, the territory can also affect the tourism sector. In the case of the destination under study, decisions coming from the public sector are closer to socio-political issues, so they do not necessarily take into consideration the needs of the tourism industry, generating differences that may not be the most appropriate for tourism analysis.

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