

Research paper

# Participation Principle Assessment in Governance Model Tourist Interest Zones in Chile

## Evaluación del Principio de Participación en el Modelo de Gobernanza de Zonas de Interés Turístico

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### ABSTRACT

*States and their governments permanently propose methodologies for their territorial management in tourism, one of them is the Tourist interest Zones which installs a governance model in those territories with a tourist vocation. The central objective of the research is to evaluate the participation principle in the governance model of 4 heterogeneous and distant territories that obtained the Zoit declaration. The research consists of a quantitative, exploratory, non-probabilistic study through the technique of convenience sampling, being Pica, Casablanca, Araucanía Lacustre, and Chelenko as the sample.*

*It is concluded that the Zoit located in the northern zone spend less time in the declaration process than those located in the southern zone, but the Zoit located in the southern zone are carried out by more people, which accounts for a more participatory governance.*

**Keywords:** Tourism, Interest Tourist Zone, Governance, Participation.

### RESUMEN

Permanentemente los estados y sus gobiernos proponen metodologías para su gestión territorial en turismo, uno de ellos es la Zona de Interés Turístico la cual instala un modelo de gobernanza en aquellos territorios con vocación turística. El objetivo central de la investigación consiste en evaluar el principio de participación en el modelo de gobernanza de 4 territorios heterogéneos y distantes que obtuvieron la declaración Zoit. La investigación consiste en un estudio cuantitativo, exploratorio, no probabilístico a través de la técnica de muestreo por conveniencia, siendo Pica, Casablanca, Araucanía Lacustre y Chelenko la muestra.

Se concluye que las Zoit ubicadas en la zona norte gastan menos tiempo en el proceso de declaración que aquellas ubicadas en la zona sur, pero las Zoit ubicadas en la zona norte son realizadas por más personas, lo que da cuenta de una gobernanza mas participativa.

**Palabras clave:** Turismo, Zona de Interés Turístico Gobernanza, Participación.

## INTRODUCTION OR SIMILAR SECTION HEADING

Although the public management of tourism in Chile has long decades of development in which management efforts have been established, such as the creation in 1975 of the National Tourism Service (Sernatur in Spanish), which has helped the promotion and development. However, this has been part of regulatory changes due to shortcomings in terms of coordination of actors, budget or weak, isolated or fragmented legislative measures (Sz-mulewicz, 2014).

Starting in 2010, an effort by the State to strengthen tourism activity materializes, promulgating Law 20,423, called the Institutional System for the Development of Tourism, in this way a new way of thinking about tourism as an integrated system emerges, with a multiplicity of actors, which could be designated as a modern view of tourism, propose a set of initiatives and a regulatory framework for the development and promotion of tourism activity. The first article of the legal framework establishes:

"Tourism constitutes a strategic activity for the development of the country, being a priority within the State policies, for which it must promote it in a harmonious and integral way, promoting its sustainability in accordance with the characteristics of the regions, communes and localities. of the country" (Law 20,423, p. 1).

Among the regulatory guidelines is the Zone of Tourist Interest (Zoit), which consists of a territorial distinction that aims to strengthen the tourism development of one or more localities, through the prioritization of initiatives, programs and/or projects public promotion, which allow to value and protect its cultural and natural characteristics as a tourist resource (Law 20,423). In order to achieve the objectives set, a Zoit must establish the articulation of the actors related to tourism to plan and develop the activity in a sustainable manner.

After six years of the entry into force of the Law, Decree 30 of the Ministry of Economy, Development and Tourism is promulgated. This regulation establishes that the Zone of Tourist Interest must be implemented through a governance integrated by public and private partnership of the territory, who will coordinate a four-year action plan, in which, through this new institutionality, they will be able to project lines of action which in turn may be financed through public funds prioritized by the State. (Law 20,423)

From the foregoing, it follows that tourism activity will have governance as its axis, which will allow compliance with what is established in the regulatory frameworks. The purpose of this paper is to evaluate the participation principle of governance model of 4 heterogeneous and distant territories, through a set of indicators built from the principles of good governance for human development and a review of the relevant literature.

### Governance

Although the term governance is frequently cited by actors in public administration, it is still difficult to describe it precisely. Its origin goes back to the Greek society where *gubernare* adopts the meaning to describe the government, being the Concise Oxford Dictionary who defines it as the function or act of governing (OMT 2013) It is precisely this act of governing that has been questioned by the governed, by evidence of the inability of the public apparatus to respond satisfactorily to the demands of today's society, which is reflected in the exhaustion of traditional territorial administration schemes. Therefore, as Miguel Bárcena points out (Cited in Ferrusca et al. 2018), the old government must be transformed, or the classic way of governing must be rethought through the implementation or re-implementation of a horizontal structure that seeks to integrate the interests of the social, administrative and business actors of a territory.

Madrid (2014) citing the dictionary of politics *Toupictionnaire*, states that governance is a set of measures, rules and bodies that ensure the control and proper functioning of any type of organization, whether public, private, regional, national or international.

Governance as a concept is suggestive, has a poorly defined outline and presents reflections with various objectives (Velasco, 2014). This contains a look centered on the State and another polycentric. The first refers to the preferential role of the State in satisfying the need to establish mechanisms that direct society, and the second, which supports a multidisciplinary perspective, considering it as a process in which the State, the private sector and the local community participate, fulfilling each of them different roles. (Whittingham, 2010).

Unkuch and Rodrigues, citing Peters and Pierre (2017), consider governance as a process through which actions are coordinated by obtaining public and private resources, giving them a sense of direction and a shared meaning.

Cruz Jimenez citing Mayntz (2001) refers to governance as a more inclusive way of governing, separating from the old hierarchical model, in which state authorities exercised sovereign power over the groups and citizens that constituted civil society. In this way, state and non-state institutions, public and private actors, act cooperatively in the formulation and implementation of public policies.

Alcántara (2013) citing Serna de la Garza, points out that governance contains a duality in its meaning, which finds a descriptive plane and on the other hand a normative edge. The first is associated with the way of leading society and structuring collective action, which is distinctive of a multidisciplinary nature. This approach affirms that governance transcends the State, its subjects being the invitation and articulation of various public, private and community actors. On the other hand, the normative reference attends to what is called good governance in terms of what to do and how to do it, referring to an adequate, correct or effective way of doing governance, its approach is related to the interdependence between government actors and social which allow a direction of society.

Since the end of the 20th century, the concept of governance has been linked to new public management, which can be understood as "a process of validating public policies through the direct participation of ordinary citizens and influential actors within a common local social context. , which allows viewing sustainability projects" (Vegas, 2017), this is how governance currently accounts for the decentralization that characterizes the current structure of society, directing it to a new management process, considering its characteristics and dynamics such as multipolarity and its systemic nature, referring to the concept of governance by networks or participatory governance, which necessarily implies the synergy between public, private and social resources so that society does not drift, generates general living conditions secure and prosperous and its members carry out their particular projects (Aguilar, 2010).

Tourism, being a phenomenon in expansion and with international reach, has increased the interest of the authorities in its promotion and regulation, its particu-

larities such as the multiplicity of actors, both direct and indirect, who act in a chained manner, it is considered that they can be managed or led through governance (Duran, 2013). The World Tourism Organization (UNWTO) refers to tourism governance as the act of efficiently directing the sector at the different levels of government, through forms of coordination and collaboration between them to achieve the goals shared by networks of actors that affect tourism sector, in order to achieve solutions and opportunities, based on agreements based on the recognition of interdependence and shared responsibilities (2010).

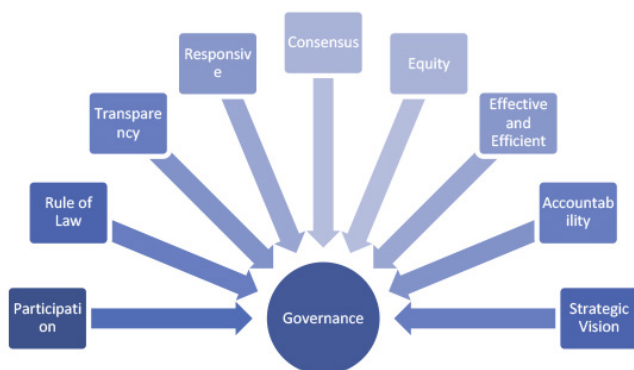
Governance in tourism can collaborate in deepening the interaction relationships between the actors to face challenges that increase the competitiveness of a destination or locality, in a framework of making sustainable development feasible Velasco (2014). Durán (2013) citing the UNWTO (2008) points out that the main uses of tourism governance are aimed at improving the levels of associativity, the development of a marketing and promotion strategy, the implementation of a territorial tourism policy, decentralization and the development of interorganizational networks.

Based on the foregoing, it can be pointed out that tourism governance will consist of a systemic form of government and public action in which the actors of a territory meet to diagnose a particular context, to subsequently reach agreements that will allow the design and execution of an action plan. Governance must necessarily be representative, which is why it will integrate actors from the public sector, the private sector and civil society, which will reduce the risk of developing inconsistent, isolated and inappropriate policies. In addition, it will allow an adequate use of resources in accordance with local territorial needs. Therefore, from a functional point of view, governance in tourism establishes an articulating, permanent and efficient territorial management methodology, aimed at acting in accordance with the characteristics and needs of a territory and its inhabitants.

In this way, Pulido (2014) citing the United Nations Development Program (UNDP) in the publication Governance for Sustainable Human Development, presents nine principles of good governance which, due to the complexity, chaining, and necessarily collaborative nature, can be applied to tourism activity, its principles are: Participation, Rule of Law, Transparency, Response Capacity, Consensus Orientation, Equity, Efficacy and Efficiency, Accountability

and Strategic Vision.

**Figure 1. Governance Principles for Sustainable Human Development**



Source: Pulido Fernández based on the United Nations Development Program (2014).

In addition, the feasibility of developing a set of indicators that allows the monitoring and evaluation of territorial management through the establishment of standards and patterns that allow guiding and strengthening the structure of governance models is considered. (Pulido citing Durán 2014). In this way, a set of indicators will allow control of territorial management through the review of the organizational structure, compliance with regulations, dissemination instances, monitoring of planned processes and objectives, establishing pertinent and timely corrections, reducing the risk of make wrong decisions and guide the management entity in the scope of the territorial strategic vision. In Zoit case, according to the 30 decree, partnerships must put high emphasis on local and regional participation, and this will be the focus of this research.

### Participation Principle

The Participation Principle has the purpose of promoting that a large number of local actors integrate the public-private table, contribute to its management and financing. The actors are active participants in the workshops in which they discuss and validate the points and themes related to the public-private partnership.

In summary, the approach is related to all the participants having an influence on decision-making and agreements, on the design and execution of the action plan and in some cases on the financing of the public-private partnership. With this set of indicators, it is intended to externalize par-

ticipation in quantitative terms, establishing a reference parameter (average), which will subsequently be compared with the data of each territory declared Zoit, finally a review of the results is made.

The indicators corresponding to measuring the principle of participation are:

a) Workshop Attendance Rate (WAR): Number of total registered actors / total attendance.

This indicator is intended to know the relationship between the number of actors who express their interest in participating and attendance at participatory instances.

b) Representation rate of the Public-Private Partnership (RPPP): Number of actors that make up the public-private partnership / total actors registered.

This indicator is intended to establish the representativeness of the public-private table in relation to the number of actors who express interest in participating in the workshops. In this sense, it should be specified that the actors that make up the table are those who assume the responsibility of representing the public-private table and executing the action plan, instead the registered actors correspond to all those individuals who attend and contribute to the workshops participatory.

c) Convocation Capacity Rate (CCR): Number of actors that make up the public-private table / b) total attendance

The indicator aims to reveal the relationship between the actors that represent the public-private table in relation to the total number of effective attendances at the workshops.

d) Action Plan Design Representation Rate (APDR): Number of participants in action plan elaboration / b) Number of registered actors.

This indicator reveals the relationship between the total numbers of actors that participate in editing the action plan compared to the total number of actors enrolled in the participatory workshops.

e) Previous meetings quantity to Zoit declaration (PMQ): Number of meetings held prior to the Zoit declaration (Backed up in the Zoit File).

This indicator aims to indicate the total number of partici-

patory meetings or workshops convened and developed in the territories before Zoit declaration.

f) Elapsed Time to Zoit Declaration (ETZD): Start and end dates of activities for the application to Zoit

This indicator aims to indicate the time interval between the first and last meeting or participatory workshop convened by the managing body.

The study does not intend to carry out a detailed analysis of each variable, but rather it is intended to externalize certain data or general patterns related to participation. In addition, it should be noted that each territory experiences its own process according to its own characteristics and scenarios.

METHODOLOGY AND RESULTS

The Tourism Subsecretary on its website publishes that there are currently 35 locations that have the Zoit declaration. For the present study, it is decided to apply an exploratory study through the non-probabilistic sampling technique that consists of the choice of the sample for reasons related to the characteristics of the researcher, this type of procedure is not mechanical or based on formulas of probability, but by subjective decisions. (Hernandez et al., 1997).

Additionally, the sample will be of the convenience type, which consists of the selection of a sample, based on heterogeneity, geographical dispersion of the territories, as well as the accessibility of the information, a relevant criterion is the time of collection of the information from what is intended to be investigated, in this case between the months of May to November 2019.

Image 01: Map Tourist Interest Zones Examined



Source: Own elaboration from Tourism Subsecretary and Geographic Militar Institute.

For the collection of information, a combined spreadsheet is created, made up of a checklist together with the proposal of indicators. The methodological procedure consists of a review of the relevant literature, as well as a documentary study of laws, decrees and reports issued by public and private organizations, which allow recognizing the state of the art of the research topic at present, and then proceed to examine the files of the selected Zoit. Finally, based on the principles of participation established in the literature, indicators are applied, so that the results of this research guide the formulation of future applications in terms of good governance.

Table 1. Zoit Identification

| Zoit Name          | Location      | Region     | Cities                         |
|--------------------|---------------|------------|--------------------------------|
| Pica               | North         | Tarapacá   | Pica                           |
| Casablanca         | Central       | Valparaíso | Casablanca                     |
| Araucanía Lacustre | Central-south | Araucanía  | Pucón, Villarrica y Curarrehue |
| Chelenko           | South         | Aysén      | Rio Ibáñez y Chile Chico       |

As previously mentioned, indicators are calculated through the quotient between point a and point b, in this way their result allows obtaining a numerical data which quantitatively reflects what is intended to be evaluated. For example, the indicator related to Workshop Attendance Rate (Table 2) is obtained by dividing the number of total registered actors (a) by the total number of attendances (b), at this point the number of participating and registered actors is listed, while in the case of total attendance, the total number of effective attendances is added throughout the entire process, thus in the case of Pica, out of a total of 50 people registered, a total of 134 attendances is obtained, which reflects a ratio of 0.37, Araucanía Lacustre 0.36, Casablanca presents a ratio of 0.25, and Chelenko 0.25.

**Table 2. Workshop Attendance Rate (WAR)**

| Zoít               | Actors registered | Total Attendance | Ratio | Average |
|--------------------|-------------------|------------------|-------|---------|
| Pica               | 50                | 134              | 0.37  | 0.31    |
| Casablanca         | 42                | 165              | 0.25  |         |
| Araucanía Lacustre | 121               | 334              | 0.36  |         |
| Chelenko           | 170               | 704              | 0.25  |         |

When measuring the representativeness rate of the public-private table in comparison to the number of participants, Zoít Casablanca and Araucanía Lacustre stand out, followed by Pica, in this case, Chelenko is the only territory below the general average.

To measure the representation of the public-private partnership, it's divided the total number of actors that represent the partnership, in relation to the total number of registered actors, where Araucanía Lacustre and Casablanca obtained 0.31, Pica 0.26, and Chelenko 0.14.

**Table 3. Representation Rate of the Public-Private Partnership (RPPP).**

| Zoít               | Public/private Actors Partnership | Actors Registered | Ratio | Average |
|--------------------|-----------------------------------|-------------------|-------|---------|
| Pica               | 13                                | 50                | 0.26  | 0.26    |
| Casablanca         | 13                                | 42                | 0.31  |         |
| Araucanía Lacustre | 38                                | 121               | 0.31  |         |
| Chelenko           | 23                                | 170               | 0.14  |         |

Partnership convocation capacity it's calculated through the quotient between partnership actors quantity and total attendance, being Araucanía Lacustre and Pica whose obtain better results after Casablanca obtain 0.08 and Chelenko 0.03.

**Table 4. Partnership Convocation Capacity Rate (CCR).**

| Zoít               | Public/private Actors Partnership | Actors Registered | Ratio | Average |
|--------------------|-----------------------------------|-------------------|-------|---------|
| Pica               | 13                                | 134               | 0.10  | 0.08    |
| Casablanca         | 13                                | 165               | 0.08  |         |
| Araucanía Lacustre | 38                                | 334               | 0.11  |         |
| Chelenko           | 23                                | 704               | 0.03  |         |

**Table 5. Action Plan Design Representation Rate (APDR).**

| Zoít               | Action Plan Elaboration Actors | Actors Registered | Ratio | Average |
|--------------------|--------------------------------|-------------------|-------|---------|
| Pica               | 5                              | 50                | 0.10  | 0.16    |
| Casablanca         | 13                             | 42                | 0.31  |         |
| Araucanía Lacustre | 8                              | 121               | 0.07  |         |
| Chelenko           | 23                             | 170               | 0.14  |         |

Action plan design representation rate it's calculated considering the quotient between the number of participants in the development of the action plan and the total number of registered local actors, in this case best results are for Casablanca, Chelenko, Pica And Araucanía Lacustre in order.

**Table 6. Previous Meetings quantity to Zoít declaration (PMQ).**

| Zoít               | Meetings / Workshops | Average |
|--------------------|----------------------|---------|
| Pica               | 9                    | 15      |
| Casablanca         | 8                    |         |
| Araucanía Lacustre | 17                   |         |
| Chelenko           | 26                   |         |



It reflects the number of instances of participation through participatory meetings or workshops prior to the Zoit declaration, where Pica appeared at 9 meetings, Casablanca at 8, Araucanía Lacustre at 17 meetings, and Chelenko at 26 total meetings.

**Table 7. Elapsed Time to Zoit Declaration (ETZD).**

| Zoit               |            |            | Ratio     | Average |
|--------------------|------------|------------|-----------|---------|
| Pica               | 04/01/16   | 09/03/17   | 14 months | 11.5    |
| Casablanca         | 25/07/2017 | 25/10/17   | 3 months  |         |
| Araucanía Lacustre | 08/08/16   | 15/12/16   | 4 months  |         |
| Chelenko           | 13/05/15   | 13/06/2017 | 25 months |         |

The temporality rate of the meetings prior to the Zoit declaration reflects that the time during which the workshops were held in Pica was 14 months, Casablanca 3 months, Araucanía Lacustre 4 months, and Chelenko 25 months.

**Table 8. Comparative Table of Results.**

| Ratio   | Pica | Casablanca | Araucanía Lacustre | Chelenko | General Average |
|---------|------|------------|--------------------|----------|-----------------|
| a) WAR  | 0.37 | 0.25       | 0.36               | 0.25     | 0.30            |
| b) RPPP | 0.26 | 0.31       | 0.31               | 0.14     | 0.26            |
| c) CCR  | 0.10 | 0.08       | 0.11               | 0.03     | 0.08            |
| d) APDR | 0.10 | 0.31       | 0.07               | 0.14     | 0.16            |
| e) PMQ  | 9    | 8          | 17                 | 26       | 15              |
| f) ETZD | 14   | 3          | 4                  | 25       | 11.50           |

After calculating ratios, it proceeds to determine the general average among 4 Zoit, establishing discrimination in high and low performance (Table 9), although the participation principle can be considered balanced, it can be deduced that who achieves best result is Araucanía Lacustre, obtaining high performance in 4 of 6 indicators.

**Table 9. Synthesis of Results**

| Ratio   | Pica    | Casablanca | Araucanía Lacustre | Chelenko |
|---------|---------|------------|--------------------|----------|
| a) WAR  | High    | Low        | High               | Low      |
| b) RPPP | High    | High       | High               | Low      |
| c) CCR  | High    | High       | High               | Low      |
| d) APDR | Low     | High       | Low                | Low      |
| e) PMQ  | Low     | Low        | High               | High     |
| f) ETZD | Lengthy | Short      | Short              | Lengthy  |

Comparing the results of each territory, in the first place, Pica presents the highest Attendance Rate, seconded by Araucanía Lacustre, in terms of Representation Rate of the Public-Private Partnership based on the attendee's point out that Araucanía together with Casablanca achieved greater representativeness, in terms of the Partnership Convocation Capacity of the public-private table, Araucanía Lacustre obtained better results, followed by Pica. Casablanca followed by Chelenko leads the Action Plan Design Representation Rate.

Quantity Previous Meetings to Zoit Declaration is lead by Chelenko getting 26 activities, in second place Araucanía Lacustre carried out 17 workshops.

In terms of Elapsed Time to Zoit declaration Chelenko reached a long time getting 25 months, followed by Pica who spent 14 months.

## CONCLUSIONS

Governance like a concept is a long-standing dynamic term that has acquired greater prominence in society from the new public management, it's meaning continues under construction as societies develop and reconfigure, therefore the heterogeneity of the territories makes It is complex to establish a standard that allows evaluating the Zoit, however, participation principle would enable establishing good governance.

In this research 4 zones were studied through the non-probabilistic sample for convenience and it was possible to apply a set of indicators that measured participation principle which has high importance because it validates the work led out by the public-private partnership on the part of the community and on the other hand complies with the obligation indicated in the legal framework.

These indicators come to contribute to establishing standard way to measure how Zoit's are configured and how worked to obtain Zoit declaration, setting parameters related to attendance, representation, convocation, workshops and time spend in the whole process.

From the point of view of Participation Participle, the data show a preeminence on the part of the Zoit Araucanía Lacustre, which has a high rate of attendance at the workshops, a high rate of representation of the public-private table, and a high capacity of summons. It also has high participation in the number of workshops prior to the Zoit declaration. The time between the first and last workshop is considered short, which could be interpreted as a good governance model.

The Zoit Casablanca is considered the second territory with the best governance model in terms of participation, mainly because it has a high rate of representation of the public-private table, a high rate of representation in carrying out the action plan, and also the period of work was short when presenting an interval of 3 months between the first and last workshop. Its weaknesses are related to a low number of workshops and attendance rates.

The third territory in terms of the best result in the principle of participation is Zoit Pica, which presents a high rate of attendance at the workshops, a high rate of representation of the public-private table, and a high rate of convocation, its weaknesses are related to a low participation rate with 9 workshops in total and the interval between the first and last workshop is considered to be long.

The fourth place in terms of indicators is Zoit Chelenko, which has a low attendance rate, low representation rate of the public-private table, of convening, of representatives in the action plan, its strength is evidenced by the number of meetings which is considered the highest of the 4 territories.

Zoit's located in the northern and central zones dedicate fewer workshops than the southern zones since it is made up of only 1 city, on the other hand, the southern zones of tourist interest are made up of 2 and even 3 cities (Chelenko and Araucanía Lacustre respectively) which implies a greater effort in process.

It is important to analyze and take a deeper look at the data indicated above, since, although at first glance there is a

classification of territories with good governance in terms of participation, other elements that are not easily measurable must be taken into account and that is related to the management of the Zoit in the localities. For example, Chelenko, Zoit integrates the communes of Chile Chico and Rio Ibáñez, a town located in the extreme south of the Aysén region. The territory presents important connectivity difficulties, since, although they are approximately 150 kilometers away from one another, the transfer time can exceed 4 hours where Lake Chelenko or also baptized as Lake General Carrera must be crossed. In addition, one of the main barges has mechanical problems, further delaying the movement, likewise, climatic conditions, time, and wind are real barriers to accessing the different locations that make up the Zoit.

However, it should be specified that Araucanía Lacustre and Chelenko, which are located in the central south and south austral zones, are those that have a more significant number of meetings/workshops held, being able to convene a more significant number of people, these localities they have the particularity that in their geographical delimitation they unified 2 or more communes. Unlike the Zoit Pica and Casablanca.

From the analysis of the files of the Zoit and the current regulations, it can be pointed out that the success of an Area of Tourist Interest will be determined by:

Establish a governance model that ensures compliance with the principle of participation, which contains

Workshop Attendance Rate, Representation rate of the Public-Private Partnership, Convocation Capacity Rate, Action plan design representation rate, Previous meetings quantity to Zoit declaration and Elapsed time to Zoit declaration,

These will make it possible to monitor and compare whether the participation of local actors is being fulfilled and will make it possible to take measures to encourage it.

Strategies and methodologies must be established that encourage the participation of public actors, the private sector, as well as the local community, in the case of the latter, the low levels of civic participation in the country must be taken into account, for, Therefore, it is recommended to establish efforts to promote the participation of civil society.



purpose of the governance model is to be able to achieve development following the community's priorities, where, through this new structure, the opinion of all its actors, the public sector, the private sector, and the community, can be taken into account. The locals must be able to talk and work together to achieve sustainable tourism development, the ultimate goal of any initiative in the sector.

Finally, to evaluate the success of territorial management or good governance, 4 years must be completed. That moment will be the formal instance to examine and analyze the expected results of the management of the public-private table, an opportunity in which compliance with the principles of good governance in theory and practice can be verified.

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