GREEN TOURISM PLANNING: TRIPLE BOTTOM LINE SUSTAINABILITY- RHETORIC OR REALITY

A case study of the Bluestone development

By

Islam Elgammal, BSc., MSc., PgC (HE)

Thesis submitted to the Cardiff School of Management in partial fulfillment of the requirements for the degree of Doctor of Philosophy

University of Wales Institute, Cardiff
Academic Registry
Western Avenue
Cardiff
CF5 2YB

Cardiff School of Management
Colchester Avenue
Cardiff, UK, CF23 9XR
DECLARATION

I declare that this work has not been previously been accepted in substance for any degree and is not being concurrently submitted for any other degree. I further declare that this thesis is the result of my own independent work and investigation, except where otherwise stated (a bibliography is appended). Finally, I hereby give consent for my thesis, if accepted, to be available for photocopying and for inter-library loan, and for the title and abstract to be made available to outside organisations.

Islam Mahmoud Elgammal (Candidate)

Prof. Eleri Jones (Director of Studies)

Prof. David Botterill (Supervisor)
DEDICATION

This thesis is dedicated to my husband Wael for his endless love, patience, encouragement and support all along the way, and my beloved daughter Jana, for all the hard times she has suffered during my research path.

It is also dedicated to my parents for all the love and encouragement they have given me during my life.
Acknowledgments

ACKNOWLEDGMENTS

Although a few words do not do justice to their contribution, I would like to thank the following people for making this work possible:

My supervisor Prof. Eleri Jones, for her patience, interest, support, assistance and professional guidance continuing throughout this journey. Eleri’s unlimited intellectual advice has been very inspirational.

I would also like to express my sincere thanks to my supervisor Prof. David Botterill for his encouraging support and valuable advice through this journey.

Special thanks to all representatives of central government, local authority and NGOs that I met during my fieldwork, despite their tight schedules, managed to spare time for the interviews.

I would like also to thank staff members, as well as research students, in Cardiff School of Management with whom I have interacted. You have been inspirational and made this journey worthwhile.

Last, and by no means least, I am very grateful to my extended and immediate family for their support. I would like especially to thank Wael, my husband, for his unlimited love, support and encouragement, my daughter Jana who has been my source of inspiration and my parents who have been supportive and encouraging to me from the moment I was born.
ABSTRACT

Triple Bottom Line Sustainability (TBLS), i.e. the balancing of economic, social and environmental agendas, is being increasingly used as a framework for sustainable tourism development, especially in rural areas. However, the conflicting priorities of different stakeholders and the different emphases of governmental policies pose major challenges to its achievement. This thesis presents a case study demonstrating issues of stakeholder empowerment in relation to TBLS in relation to the Bluestone development in west Wales - a major holiday village is aiming to create a leading UK short-break destination and to deliver sustainable tourism. A major problem relates to half of the development being inside the National Park with the other half outside the National Park. Accordingly, two planning authorities were involved in granting planning permission to the development. The case for Bluestone emphasised the provision of 600 jobs - a promise which achieved a significant contribution (£16.5M) from the public purse before planning permission for building inside the National Park was granted. This thesis explores the issue of stakeholder empowerment as illustrated through the Bluestone case study which involves a range of stakeholders (the developers, local and national government, the community, lobby groups). The research used stakeholder analysis and a Venn diagram of TBL to identify the various stakeholders' approaches and foci on different aspects of the TBL. Discourse Analysis (DA) was used and the case study was developed using document analysis, in-depth convergent and semi-structured interviews, archival records, direct observation to collect data about the priorities of different stakeholders in relation to this development. The thesis concludes that TBLS is rhetoric not reality and can only be considered a guiding fiction. When forced to select between the different aspects of the TBL, this case study demonstrates that it is the economy not the social and environmental agendas that win.
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<th>Description</th>
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<tr>
<td>ARAD</td>
<td>Welsh Assembly Government Agriculture and Rural Affairs Department.</td>
</tr>
<tr>
<td>C&amp;D</td>
<td>Construction and Demolition.</td>
</tr>
<tr>
<td>CDA</td>
<td>Critical Discourse Analysis.</td>
</tr>
<tr>
<td>CEO</td>
<td>Chief Executive Officer.</td>
</tr>
<tr>
<td>CNP</td>
<td>Council for National Parks.</td>
</tr>
<tr>
<td>DA</td>
<td>Discourse Analysis.</td>
</tr>
<tr>
<td>DEAT</td>
<td>The Department of Environmental Affairs and Tourism in South Africa.</td>
</tr>
<tr>
<td>DMRB</td>
<td>Design Manual for Roads and Bridges</td>
</tr>
<tr>
<td>EAP</td>
<td>Environmental Action Plan.</td>
</tr>
<tr>
<td>EIA</td>
<td>Environmental Impact Assessment.</td>
</tr>
<tr>
<td>ELW</td>
<td>Education and Learning Wales.</td>
</tr>
<tr>
<td>EMS</td>
<td>Environmental Management System.</td>
</tr>
<tr>
<td>FMD</td>
<td>Food and Mouth Diseases.</td>
</tr>
<tr>
<td>FPCNP</td>
<td>Friends of Pembrokeshire Coast National Park.</td>
</tr>
<tr>
<td>FW</td>
<td>Finance Wales</td>
</tr>
<tr>
<td>DMRB</td>
<td>Design Manual for Roads and Bridges</td>
</tr>
<tr>
<td>GDES</td>
<td>Green Dragon Environmental Standard.</td>
</tr>
<tr>
<td>ISO</td>
<td>International Organisation for Standardisation.</td>
</tr>
<tr>
<td>JUDPP</td>
<td>The Joint Unitary Development Plan for Pembrokeshire.</td>
</tr>
<tr>
<td>LBAPP</td>
<td>Local Biodiversity Action Plan for Pembrokeshire.</td>
</tr>
<tr>
<td>NAW</td>
<td>National Assembly of Wales.</td>
</tr>
<tr>
<td>NGOs</td>
<td>Non-Governmental Organisations.</td>
</tr>
<tr>
<td>NPA</td>
<td>National Parks Authority.</td>
</tr>
<tr>
<td>PCC</td>
<td>Pembrokeshire County Council.</td>
</tr>
<tr>
<td>PCNPA</td>
<td>Pembrokeshire Coast National Park Authority.</td>
</tr>
<tr>
<td>PCNP</td>
<td>Pembrokeshire Coast National Park.</td>
</tr>
<tr>
<td>QUANGOs</td>
<td>Quasi Autonomous Non-Governmental Organisations.</td>
</tr>
<tr>
<td>TBLs</td>
<td>Triple Bottom Line Sustainability.</td>
</tr>
<tr>
<td>UKTS</td>
<td>United Kingdom Tourist Survey</td>
</tr>
<tr>
<td>WAG</td>
<td>Welsh Assembly Government.</td>
</tr>
<tr>
<td>WCED</td>
<td>The World Commission on Environment and Development.</td>
</tr>
<tr>
<td>WDA</td>
<td>Welsh Development Agency.</td>
</tr>
<tr>
<td>WSDAP</td>
<td>Welsh Sustainable Development Action Plan.</td>
</tr>
<tr>
<td>WTO</td>
<td>World Tourism Organisation.</td>
</tr>
<tr>
<td>WTTC</td>
<td>World Travel and Tourism Council.</td>
</tr>
<tr>
<td>WTB</td>
<td>Wales Tourist Board.</td>
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Chapter One

Introduction

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1.2 Background 1-2
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1.1 Introduction

This chapter explains the motives that urged me to conduct the current research. It begins by introducing the term TBLS then narrates my research journey and the motives for my interest in investigating the case study of the Bluestone development, a proposal for a holiday village in west Wales to be built in a National Park. The chapter crystallizes my research question, overall aim and specific objectives and ends with a description of the research agenda.

1.2 Background

TBLS became very popular concept in the late 1990s when it was first mentioned by John Elkington in the tourism management and development literature (Elkington, 1997). Elkington asserted that TBLS enables businesses and developments to focus on not only the economic benefits they provide, but also on the social and the environmental benefits and impacts resulting from their activities. He suggested that TBLS is considered a framework for evaluating performance in relation to economic, social and environmental agendas; however, the term can be used to capture the whole range of issues that stakeholders must take into account in order to minimise the negative impacts of their actions. TBLS enables a better understanding of the best ways of achieving sustainability, and at the same time, helps investors as well as governments to identify developments which contribute to the economy, society and the environment (Elkington, 1997; Norman and MacDonald, 2004; Butler, 2004).
In terms of the relationship between sustainability and TBLS; it can be noted that TBLS and sustainable development are potentially synonymous (Government of South Australia, 2005); however, sustainable development is not a concept that can be operationalised since it can mean whatever (Wheeller, 1999), whereas TBLS is a concept which can more easily be operationalised as it is much more specific in requiring a balancing of the social, environmental and economic agendas (Hart 1997 cited in Elkington 1997).

Wight (1998) and McDonough and Braungart (2002) describe sustainable development as the TBL approach which is often based on ecology, society and economy and assert that the value of this approach is often based on its positive effect on stakeholders’ agendas. However, in practice and as a result of the different interpretation of the term, it often appears to centre on economic considerations more than social or environmental benefits although the fundamental contribution of environmental quality to tourism development emphasizes the importance of adopting sustainable practices (Wheeller, 1993; Horobin and Long, 1996; Hart, 1997 cited in Elkington 1997; Butterfield, 1999; McDonough and Braungart, 2002; Lea, 2002; Clayton, 2003; Jackson, 2006).

Consequently, stakeholders are responsible for achieving the balance between the economy, society and the environment (Elkington, 1997; Aiking and Boer, 2004). However, according to Morgan and Pritchard (1999: 5), conflict might be expected:

The inherent tensions within tourism destinations - amongst local politicians, planners, residents and the tourism trade- over the
mutually conflicting needs of different groups of residents and tourists are a key thread.

Agenda 21, adopted in Rio de Janeiro in 1992, reported various ways by which sustainable development can be implemented, such as maintaining economic, social and environmental agendas and contributing to national and international environmental policy (United Nations, 1992; Harrison et al., 2003). Kennedy et al. (2002) noted that Agenda 21 focuses on achieving sustainability and encourages the world's administrations to enhance communication with their different stakeholders, including communities, public organizations, and the private sector, in order to understand the importance of preserving the natural resources for the next generation.

Although there are hundreds of pieces of research on the topic of sustainable tourism development as evidenced by a key word search of various electronic resources using the search term "sustainable tourism development" (Table 1.1) and many on the significant importance of achieving TBLS; it seems that these terms have little recognition in the outside world (Chapman and Milne, 2004).
Table 1.1: Volume of literature on sustainable tourism development available from some electronic resources (2007).

<table>
<thead>
<tr>
<th>Electronic resources</th>
<th>No. of literatures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Themes</td>
<td>Sustainable tourism development</td>
</tr>
<tr>
<td>CABI</td>
<td>269</td>
</tr>
<tr>
<td>EBSCO</td>
<td>198</td>
</tr>
<tr>
<td>Emerald</td>
<td>137</td>
</tr>
<tr>
<td>Zetoc</td>
<td>641</td>
</tr>
<tr>
<td>Google Scholar</td>
<td>57,100</td>
</tr>
</tbody>
</table>

Like Shumway (1991 cited in McCool and Moisey's 2001: 3) comments on sustainable development and his description of it as "a guiding fiction", this research study has been carried out in order to investigate: if TBLS is a "guiding fiction" or if it can be achieved in practice; explore the stakeholders' motivations behind the process of approving the Bluestone development in a National Park; explore the relationship between TBLS (Elkington, 1997; Butler, 2004) and stakeholder theory (Mitchell et al, 1997) via using case study (Yin, 2003) and DA (Hammersley, 2002) methodologies.

TBLS is a way to balance the economical, social and environmental agendas (Elkington, 1997; Butler, 2004), however, the main research question is:

"Is Triple Bottom Line Sustainability a guiding fiction or can it be achieved on the ground?"
1.3 The research journey

This section presents the motives that underpinned the development of the current study. My interest in studying tourism started 12 years ago when I was encouraged by my father to enrol in the School of Tourism in Suez Canal University in Egypt. At that time, I knew nothing about the tourism industry except what I had observed during holidays with my family. I was interested in studying the relationship between tourism and the environment and how tourism could destroy the natural resources through unplanned developments and unsustainable practices. I was always the first in my class in all the modules concerned with sustainable tourism development. My family was very pleased when I was ranked in the first position among all graduates. I was nominated as an instructor and a post-graduate researcher in the tourism studies department in 1999.

When I had the chance to start researching for my Masters degree in 2000, I decided to carry on my interest in learning about the environmental impacts of tourism with a case study of tourism in Sharm Elshiekh in Egypt. I succeed in demonstrating that tourism's negative impacts in Sharm ElShiekh outweigh its benefits to the area and I suggested alternative approaches for the government to adopt. The Governor of Sharm Elshiekh called some months later to thank me and he asked for a copy of my Master thesis and congratulated me on my big achievement. Yes, it was a big achievement as I struggled a lot in order to collect appropriate data and find information to prove my point of view. The reason was that there are no organised informative resources in most cities in
Egypt in addition to the lack of a database on issues related to the tourism studies.

After I obtained my Masters degree in Egypt in 2003; I was nominated for a government scholarship to study for my Ph.D. abroad. I contacted many universities but I felt comfortable with Prof. Eleri Jones, my supervisor. She encouraged me to come to study in the University of Wales Institute, Cardiff. When I arrived here in 2003, I was very impressed by the way people talked about sustainability and conserving the environment and I thought that here in the UK one would find that people are putting the conservation of the environment as the first priority of any development. Moreover, I did not have any doubt that the principles of sustainability would be neglected in National Parks. At that time, Prof. Eleri mentioned that there was a controversial case in west Wales called the Bluestone development. She recommended a meeting with Prof. Elwyn Owen in 2004 who was a member of the National Park Authority (NPA) and was involved in the then very recent decision around approving the Bluestone development in Pembrokeshire Coast National Park (PCNP).

Prof. Elwyn Owen gave an overview on the Bluestone development. He indicated that the development was to be located within 110.5 hectares at the south-west Wales in the county of Pembrokeshire. This project would aim to create a sustainable short break destination. The project owners, at that time, had submitted a grant application to the National Assembly for Wales (NAW),
Welsh Development Agency (WDA), Wales Tourist Board (WTB) and Finance Wales (FW). Eventually, a £16.5M grant from Team Wales was awarded in March 2003 subject to a successful application for planning permission.

Consequently, a dual planning application was submitted to Pembrokeshire Country Council (PCC) and PCNP in November 2002 along with a detailed environmental impact study. While PCC unanimously approved outline planning for the project in July 2003, PCNP refused planning permission. The problem was eventually solved several months later in the court and the Bluestone development was given permission to go ahead.

Despite the fact that owner of the development William McNamara provided all the requisite Environmental Impact Assessment (EIA) and the environmental studies for this development required for obtaining planning permission, the regulations of all National Parks stressed that major development shouldn’t take place in National Parks and the environment has the first priority over society and economy. Therefore, this development is against the regulations of not only PCNP but also the regulations of all the other National Parks in the UK. Moreover, I was surprised that the government promised to give the grants before the development obtained planning permission, albeit that the grants were subject to planning permission.

At that time in 2004, I looked at the development and I was impressed by the way it had been planned. I liked it and I wished that one day I would see the
plans realised. But something inside me was telling me that would be impossible. Surely the developers could not obtain planning permission inside a National Park, especially in the UK rather than a developing country where anything in tourism development should not happen in National Parks. However, approximately a year later, it was written in newspapers in January 2004 that the developers of Bluestone development succeeded in obtaining planning permission for the development land inside PCNP (CNP, 2004i).

The decision to approve the development in PCNP was a surprise not only for me but also for many people in Pembrokeshire. Many questions came across my mind; how could that happen? What about the environment in the National Park? Should not it be protected from this major development? How would this development affect the natural resources, flora and fauna in the National Park? Is it possible to have a project like the Bluestone in a National Park with zero effect on the environment? Can this project cope with the National Park regulations? What were the government reasons behind accepting this development in PCNP? How can the PCC support the claim that it balances the economic, social and environmental agendas although it accepted this development which was proposed for one of the most precious areas of land which should be protected?

Several questions to be asked but no answers - the situation became more complicated when the Council for National Parks (CNP) objected to the decision and started a legal battle in the court against PCNP in March 2004 (CNP,
2004i). At that time, I believed that there was something going on among different arms of the government and it seemed that the confusion had resulted from policy conflict between their agendas. So I decided to investigate this mysterious case study and explore what's going on behind the scene as I believe in the following statement:

*The universe is organised in such a way that can become clear to scientists. It therefore maintains that with the correct use of techniques, it is possible to reveal objective facts.*

(Holliday, 2002: 5)

Bluestone is really an interesting case study to be explored as it is cross-boundary development and half of the proposal in PCNP which is set up to be protected. Additionally, the environment should always win if there is a conflict between conservation and the economic/social agendas of stakeholders. Bluestone provides a fascinating and informative case study on these issues.

In exploring the Bluestone case study, I have elected to adopt an interpretivist approach using DA. In interpreting the evidences provided by the various stakeholders, it is difficult, if not impossible, to separate out my own perspectives on the Bluestone project. I started my research really wanted the Bluestone project to go ahead and was disappointed when in the early days of my research, planning permission was refused. However, as my research progressed and I learnt more and more about the project, my position changed and I now feel that to build Bluestone in the National Park is wrong and will have a significant negative impact on the environment and potentially the community in Pembrokeshire. The economic benefits of the project do not
seem to me to outweigh the negative impacts on the environment and I believe that these benefits are overstated by the developers. In reading the thesis, I have tried to be objective in my analysis of the data I have collected. However, it must be recognised that this is an interpretivist study and, for good or bad, my views as the interpreter shine through. I will try to remind the reader of this at different points in the thesis as the story infolds.

1.4 The significance of the research

This thesis provides an in-depth analysis of a controversial case study which has no precedence in any other National Park. The case of the Bluestone development is the first case of its kind and can be considered as a test case.

Test cases are those cases which are the first in their kind to be presented in the court; therefore, it was important to investigate the Bluestone case because its outcomes are likely to set the precedence for future similar cases. The thesis also explores the achievability of the TBLS in the Bluestone development case study and the probability of policy conflict between the government and Non-Governmental Organizations (NGOs) (e.g. CNP and FPCNP) as a result of different policies and tension between three aspects of the triple bottom line, i.e. environment, economy and society. Moreover, sustainability as a concept inevitably cuts across different departments of central government, unitary (local) authorities and government-funded QUANGOs (Quasi Autonomous Non-Governmental Organisations) (e.g. WTB, WDA) and the policies of these different authorities are therefore difficult to keep joined up. The thesis will take
the Bluestone development in west Wales as a case study because it illustrates the conflicts between different parts of local and national government and government-funded organisations. Therefore, it was interesting to investigate why economic and social considerations are in conflict with environmental considerations. These investigations are supplemented by semi-structured interviews with officials of the WTB, WDA, FW, WAG, PCNP, CNP, and FPCNP.

The thesis explores how public-sector stakeholders have different attitudes and perspectives towards achieving TBLS. It reveals the types of relationship between different departments of the government in addition to the relationship between local and national government (e.g. WAG and PCC), QUANGOs (e.g. WTB, WDA and FW) and NGOs (e.g. CNP and FPCNP). The contribution of the understanding of various related issues through the review of the literature and the discussion will also add to the growing academic literature about achieving TBLS.

1.5 Aim and objectives

1.5.1 Aim

The aim of this study is to evaluate the achievability of TBLS in the context of the Bluestone proposal for the National Park where the environment under the National Park regulations should have the first priority and whether it is rhetoric, reality or a “guiding fiction”. This aim will be achieved by exploring the case study of the Bluestone project in west Wales and investigating key stakeholders’
motivations behind the process of approving the development in a National Park. Economic and social considerations are often in conflict with environmental considerations and manifest themselves in policy conflict. This research will develop a case study of a major development in a National Park highlighted by the Bluestone project in west Wales where government policies in relation to economic and social development of the area are in conflict with National Parks regulations.

1.5.2 Objectives

Objective one
Undertake a critical review of relevant literature on sustainable tourism development with a particular focus on TBLS and stakeholder theory.

Objective two
Identify issues relating to the operationalisation of sustainable tourism development and TBLS through a live case study of the Bluestone project in west Wales which resulted in a costly and time-consuming legal battle over planning permission.

Objective three
Explore the discourse underpinning the policies and perspectives of the different stakeholders involved in the Bluestone project.

Objective four
Make recommendations to enhance the potential for achieving TBLS.
1.6 Overview of thesis

The thesis consists of seven chapters. Chapter one, the present chapter, introduced the term TBLS and outlined my research journey which highlighted my motivation in carrying out this specific research and the significance of the research. It ends up with addressing the overall thesis aim and the specific objectives and a description of the organisation of the thesis.

Chapter two outlines the epistemological and theoretical perspectives of the research and provides a justification for choosing the research methodology. The chapter provides a brief introduction on the elements of social research and outlines the research approach. I chose case study methodology and DA involving both primary and secondary research to collect information concerned with accepting the decision of having the development in PCNP. Additionally, a number of data collection methods, including: convergent and semi-structured interviews, document analysis, archival records and direct observation were used in order to provide an in-depth understanding of the stakeholders’ perspectives in relation to achieving the balance between the three bottom lines of economic, environment and society. Chapter two further discusses the issue of generalization in interpretive research.

Chapter three captures the key literature on the sustainability issues, in addition to providing a discussion on the differences between sustainable tourism related terms, such as alternative tourism, soft tourism, ecotourism, green tourism and alternative tourism and highlights the relationship between them. It
also explores the term TBLS and the various ways of achieving sustainability and preserving natural resources, such as Environmental Management System (EMS) and ISO 14001. The chapter reviews the literature on stakeholder theory and highlights the various types of relationship between a stakeholder and a development which are the attributes of power, legitimacy and urgency.

Chapter four introduces the controversial case study of the Bluestone development in west Wales. It starts by providing a background on tourism in Pembrokeshire, then it continues to highlight the main aim of the development, a description of the overall components, partnerships and methods used to minimise the development impacts on the environment in the National Park, such as ISO 14001 and the Green Dragon Environmental Standard (GDES). Additionally, the chapter critically analyses the Bluestone development in relation to the sustainability concept and the three aspects of TBLS (economy, society and the environment). The chapter identifies the stakeholders involved in the Bluestone development and analyses their agendas in relation to the sustainable development and presents the results of the consultation which was carried out by PCC and summarises the comments from the various stakeholders involved in the Bluestone development. Furthermore, the chapter presents a summary of 404 letters of objection and support which has been sent to PCNP from the local community in Pembrokeshire. The chapter ends with an analysis of the positives and negatives of the development from the public point of view.
Chapter five presents the interpretation of the data collected via the semi-structured interviews with the key stakeholders involved in the development, documents and archival records. By using DA, data was interpreted and different issues were revealed. The chapter investigates the relationship between the benefits which were provided by the development and the various agendas of the key stakeholders. Several issues are discussed, such as the political agenda, the economic agenda and the environmental agenda of the key stakeholders, and how these three agendas are in conflict as a result of different stakeholders’ interests. Furthermore, it presents an in-depth discussion on issues, such as the labour market in Pembrokeshire and the pressure on PCNP officers to accept the development in the National Park. Moreover, key stakeholders involved in the development are categorised according to their power, legitimacy and urgency. The chapter concludes that although PCC and PCNP officers were aware of the negative environmental impacts of the development in the National Park, they had no problems in providing it with planning permission which reveals the answer to the research question, i.e. *Is Triple Bottom Line Sustainability a guiding fiction or can it be achieved on the ground?*

Chapter six presents the conclusion of this study and focuses on the major findings in relation to TBLS and the critical issues highlighted in the test case of the Bluestone development, such as the economic is the winner even in National Park; the political pressures on the National Parks’ officers; the cross membership between PCC and NPA and the devaluation of National Parks.
Additionally, the chapter highlighted the recommendations which could enhance the potentials for achieving TBLS.

Chapter seven sums up this study on TBLS; the chapter presents a summary of the thesis' major findings and contributions and further explores the study's limitations and opportunities for future research. Lastly, the chapter presents the researcher's own personal reflection on the journey of this thesis and the whole research process.
Chapter Two

The research approach

2.1 Introduction
2.2 Research framework
2.3 Justification of the research approach
2.4 Social science research
2.5 Epistemological and theoretical perspective of this study
2.6 Research methodology
  2.6.1 Practical approach: Objective two
    2.6.1.1 Case study
    2.6.1.2 Research methods and techniques
      2.6.1.2.1 Convergent interviews
      2.6.1.2.2 Document analysis
      2.6.1.2.3 Archival records
  2.6.2 Practical approach: Objective three
    2.6.2.1 Discourse Analysis (DA)
    2.6.2.2 Research methods and techniques
      2.6.2.2.1 In-depth semi-structured interviews
  2.7 Verification of interviews: Reliability, validity and triangulation,
  2.8 Ethical considerations
  2.9 Generalization in interpretive research
  2.10 Criticism of qualitative research
  2.11 Summary

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Chapter two: The research approach

2.1 Introduction
This chapter seeks to contextualize both the philosophical approach adopted and the methods chosen to explore the research question and operationalise the research objectives. The chapter begins with highlighting the research approach, and then moves to explore the epistemology of the research, i.e. constructionism, and to outline the theoretical perspective adopted, i.e. an interpretive approach. Moreover, the chapter presents an introduction to the methodologies adopted, which are the case study and DA. Both methodologies were used in order to dig more in the stakeholders’ motivation in approving the Bluestone development in PCNP via various data collection methods, such as convergent and semi-structured interviews, document analysis, archival records and direct observation. Finally, the chapter discusses the issue of generalization in qualitative research and a critique of qualitative research.

2.2 Research framework
Research is about studying a phenomenon at a deeper level so that researchers can predict, explore and solve problems related to it (Marshall, 1997). However, research is more of an art than a technique. Researchers have the ability to develop their own methodology after deciding which theoretical approach will be adopted. In tourism research, for example, although researchers perhaps investigate similar phenomena, they possibly adopt different approaches and thus different methodologies and methods which depend on the research conditions.
In this research, one preliminary consideration was to identify a framework for the study; a number of authors wrote about the two different forms of research, i.e. "qualitative and quantitative" (e.g. Henwood and Pidgeon, 1992; Hammersely, 1994; Yin, 1994; Silverman, 2000). The two forms are seeking to arrange and rearrange the complexities of raw data (Henwood and Pidgeon, 1992). According to Creswell (2003: 18), the quantitative approach can be defined as follows:

A quantitative approach is one in which the investigator primarily uses postpositivist claims for developing knowledge (i.e., cause and effect thinking, reduction of specific variables and hypotheses, and questions, use of measurement and observation, and the testing of theories).

Accordingly, by adopting a quantitative approach, a researcher collects data which measures observations or attitudes and analyse information by using statistical procedures and hypothesis testing. Moreover, statistics should be used in order to validate generalization from survey samples and experiments.

In contrast, qualitative research can be defined as:

Any type of research that produces findings not arrived by statistical procedures. It can refer to research about person's lives, lived experiences, behaviours, emotions, and feelings as well as about organizational functioning, social movements, cultural phenomena, and interactions between nations.

(Strauss and Corbin 1998: 11)

In that sense, researchers adopt a qualitative approach in order to seek to examine an issue related to individuals or a phenomena and use a narrative approach in order to explore issues related to the research problem. Strauss and Corbin (1998: 12) asserted that qualitative analysis is about interpreting "non-mathematical raw data" in order to discover relationships between that
data and to organise it into a theoretical scheme. They suggested three major components of qualitative research: the first component is "data" which can be obtained through different methods, such as documents and interviews; the second component is "procedures" which should be used for interpretation and analysing the data; the last component is "writing" reports.

In terms of the distinction between qualitative and quantitative approach; Alan Bryman (1988:108-9 cited in Henwood and Pidgeon, 1992) presented one view in suggesting that:

*The distinction between qualitative and quantitative research is really a technical matter whereby the choice between them is to do with their suitability in answering particular research questions.*

Table 2.1 illustrates the difference between quantitative and qualitative research:
## Chapter two: The research approach

<table>
<thead>
<tr>
<th>Activities</th>
<th>Quantitative research</th>
<th>Qualitative research</th>
</tr>
</thead>
<tbody>
<tr>
<td>1- Counts occurrences across a large population.</td>
<td>1- Looks deep into the quality of social life.</td>
<td></td>
</tr>
<tr>
<td>2- Uses statistics and replicability to validate generalization from survey samples and experiments.</td>
<td>2- Locates the study within particular settings, which provide opportunities for exploring all possible social variables; and set manageable boundaries.</td>
<td></td>
</tr>
<tr>
<td>3- Attempts to reduce contaminating social variables.</td>
<td>3- Initial foray into the social setting leads to further, more informed exploration as themes and focuses emerge.</td>
<td></td>
</tr>
</tbody>
</table>

### Beliefs

<table>
<thead>
<tr>
<th>Quantitative research</th>
<th>Qualitative research</th>
</tr>
</thead>
<tbody>
<tr>
<td>1- Conviction about what it is important to look for.</td>
<td>1- Conviction that what it is important to look for will emerge.</td>
</tr>
<tr>
<td>2- Confidence in established research instruments.</td>
<td>2- Confidence in an ability to devise research procedures to fit the situation and nature of the people in it, as they are revealed.</td>
</tr>
<tr>
<td>3- Reality is not so problematic if the research instruments are adequate; and conclusive results are feasible.</td>
<td>3- Reality contains mysteries to which the researcher must submit, and can do no more than interpret.</td>
</tr>
</tbody>
</table>

### Steps

<table>
<thead>
<tr>
<th>Quantitative research</th>
<th>Qualitative research</th>
</tr>
</thead>
<tbody>
<tr>
<td>1- Decide the research focus (e.g. testing a specific hypothesis).</td>
<td>1- Decide the subject is interesting (e.g. in its own right or because it represents an area of interest).</td>
</tr>
<tr>
<td>2- Device research instruments (e.g. survey, questionnaire or experiment).</td>
<td>2- Explore the subject and let focus and themes emerge.</td>
</tr>
<tr>
<td>3- Approach the subject.</td>
<td>3- Devise research instruments during process (e.g. observation or interview).</td>
</tr>
</tbody>
</table>

### Rigour

<table>
<thead>
<tr>
<th>Quantitative research</th>
<th>Qualitative research</th>
</tr>
</thead>
<tbody>
<tr>
<td>1- Disciplined application of established rules for statistics, experiment and survey design.</td>
<td>1- Principled development of research strategy to suit the scenario being studied as it is revealed.</td>
</tr>
</tbody>
</table>

Table 2.1: Quantitative research vs. qualitative research (Source: Holliday, 2002: 6).
Another comparison between quantitative and qualitative research was introduced by Corbetta (2003), who compared quantitative and qualitative research from different points of view under different headings: such as research planning; data collection; data analysis; production of results. This comparison is highlighted in Table 2.2 as follows:

<table>
<thead>
<tr>
<th>Research planning</th>
<th>Quantitative research</th>
<th>Qualitative research</th>
</tr>
</thead>
<tbody>
<tr>
<td>Theory-research relationship</td>
<td>Structured; logically sequential phases. Deduction</td>
<td>Open interactive</td>
</tr>
<tr>
<td>Concepts</td>
<td>Operationalized</td>
<td>Orientative, open</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Data collection</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Research design</td>
<td>Structured, closed research</td>
<td>Unstructured, open</td>
</tr>
<tr>
<td>Representativeness</td>
<td>Statistically representative sample</td>
<td>Single cases not statistically representative</td>
</tr>
<tr>
<td>Nature of data</td>
<td>Hard</td>
<td>Soft</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Data analysis</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Object of the analysis</td>
<td>The variable</td>
<td>The individual</td>
</tr>
<tr>
<td>Aim of the analysis</td>
<td>Explain variation in variables</td>
<td>Understand the subject</td>
</tr>
<tr>
<td>Mathematical techniques</td>
<td>Used intensely</td>
<td>Not used</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Production of the results</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Data presentation</td>
<td>Tables</td>
<td>Extract from interviews and text</td>
</tr>
<tr>
<td>Generalizations</td>
<td>Correlations, models</td>
<td>Classifications and typologies</td>
</tr>
<tr>
<td>Scope of results</td>
<td>Generalizability</td>
<td>Specificity</td>
</tr>
</tbody>
</table>

Table 2.2: A comparison between quantitative and qualitative research
[Adapted from: Corbetta, 2003].
Holliday (2002) indicated that quantitative research sometimes produces false or confusing evidence. He suggests that there may be background or contextual data that is hidden from the quantitative researcher. Therefore, qualitative research has been more widely adopted in order to better capture the richness of social phenomenon (Black, 2002).

However, Miller and Brewer (2003: 192) presented their point of view in claiming that “the quantitative and qualitative approach are not totally understandable as opposing approaches”, although the two approaches may adopt different positions on understanding and organizing ideas and evidence. In other words, they indicated that while quantitative research relies on the numerical measurement of the phenomena and explores relationship between variables in order to demonstrate and assure the general features of social life, qualitative research is “based on intensive study of as many features as possible of one or a small number of phenomena” in order to provide and build understanding by depth in addition to seeking meanings rather than generality. Meanings could be emerging by looking to all aspects of phenomena rather than a particular feature of more than one phenomenon (Hammersley, 1994; Silverman, 2000). Indeed, both approaches are flexible and the outcomes of each research often depend on the researcher interpretation (Gummesson, 2003; Baxter and Eyles, 1997).

In that sense, Creswell (2003: 18) indicated that a mixed approach between quantitative and qualitative could be used in some studies. He stated that
researchers use it when they "tend to base knowledge claims on pragmatic grounds, e.g. consequence-oriented, problem-centered and pluralistic" and it is concerned with strategies which involves collecting the two forms of data (numeric and textual information) in order to explore the research problem.

2.3 Justification of the research approach

According to Creswell (2003: 21), there are three criteria for identifying the factors which affect the choice of one approach over the other; these three criteria, which are explored in turn below, are:

1- Match between problem and approach;
2- Personal experiences;
3- Audience.

Different types of social research problems adopt different approaches. I decided to adopt the qualitative approach as it seeks explanation and as mentioned by Creswell (2003) would help me in identifying the important variables to examine. In this research, in order to answer the research question, I used case study and DA and non-numerical data had to be collected through convergent and semi-structured interviews, documents, archival records and direct observations to provide a rich picture of the case study. Moreover, data was examined through in-depth analysis of the semi-structured interviews conducted.

Additionally, I had already experienced a qualitative approach in exploring the research problem of my Master’s thesis through open-ended interviews and
observations. Consequently, I preferred using the qualitative approach as it is flexible and it would allow me to be more creative.

According to Creswell (2003), audience refers to people to whom the research will be reported and they are possibly journal editors, journal readers or a committee. In respect to that, the audience for this research is initially the thesis examination panel. Practical implications of the study should reach tourism planning professionals involved in large-scale tourism developments, government executives and non-governmental organisations. However, the primary audience is the tourism research community and this study reflects the diversity of research approaches found in tourism studies and specifically, it contributes to the growing influence of qualitative research in tourism (Phillimore and Goodson, 2004)

2.4 Social science research

Several authors (e.g. Mann, 1985; Hammersley, 1994; Marshall, 1997; May, 1997) referred to the social sciences as an introduction to social research which is concerned with the study of social behaviour. The study of human beings can be undertaken according to several perspectives, including: economics, political theory, social anthropology, human geography and social psychology. Consequently, they emphasized the need for social research to be based on clear steps and procedures.
In several social research texts (e.g. Mann, 1985; Hammersley, 1994; Crotty, 1998; Silverman, 2000) the discussion is often related to four elements. These four elements are epistemology, theoretical perspective, methodology and methods (Figure 2.1).

**Figure 2.1: The elements of social research** [Adapted from: Crotty, 1998].

The epistemology and the theoretical perspective are related to the researcher's philosophy of thinking, whereas the methodology and methods are related to the techniques for exploring the research mysteries. Consequently, I will explain my epistemological approach and move on to present my techniques in conducting the presented research investigations.

### 2.5 Epistemological and theoretical perspective of this study

The term epistemology is derived from the Greek words “episteme”, which means knowledge, and “logos” which means explanation (Miller and Brewer, 2003). According to Crotty (1998: 3) the term “epistemology” means:
The theory of knowledge embedded in the theoretical perspective and thereby in the methodology. It is the way of understanding and explaining how we know what we know.

The above definition shows that the term epistemology is used in conjunction with justification and knowledge. In contrast, and according to Miller and Brewer (2003), the term ontology is used in order to explore the nature of social reality and what kinds of facts can be said to exist. They indicated that during the seventeenth century, there were two main "opposing philosophical schools" for establishing the foundations for knowledge; these were the "rationalists" or "idealists" and the "empiricists"; on one hand, the majority of rationalists believed that "reality could be, reasoned logically by working from established concepts", on the other hand, "empiricists disputed the idea that a prior knowledge existed before sensory experience" (Miller and Brewer 2003: 94). Indeed, they concluded that social research and sciences, (such as, physics and chemistry) rely on empirical knowledge when they aim to make deep observations.

Crotty (1998) identified three other types of epistemology: constructionism, objectivism and subjectivism. In many social research texts, the word "constructivism" is used interchangeably with "constructionism". The theory of constructivism is based upon the thinking of John Dewey (1859-1952), who used the word constructivism and questioned traditional epistemology, Dewey believes that:

The theory of knowledge must begin with a consideration of the development of knowledge as an adaptive human response to
environing conditions aimed at an active restructuring of these conditions. However, traditional approaches in the theory of knowledge saw thought as a subjective primitive out of which knowledge was composed.

(Encyclopaedia of Philosophy, 2007: np)

Miller and Brewer (2003: 41) argued that constructionism is based on knowledge which evolves from social interaction. They presented an early example of social constructionism which is “when people define situations as real, they become real in their consequence”. Therefore, constructionists believe that people are able to make their own reality and “that there are no universal laws external to human interaction waiting to be discovered” (Miller and Brewer, 2003: 42). Indeed, constructionism in the proposed study refers to exploring the existing reality through adopting a qualitative approach.

Objectivism, on the other hand; is a term developed by Ayn Rand in 1962 and is a philosophy that encompasses positions on epistemology, ethics and politics and scholars who adopt objectivism believe that “humans gain objective knowledge from perception by measurement, and by forming concepts that correspond to natural categories by measurement omission” and the role of art is “to transform abstract knowledge into a physical form by reproduction of reality” (Encyclopedia of Philosophy, 2007: np). Although objectivism is a philosophy which is significant in holding that reality and facts exist as objects, it fails to consider historical influences (May, 1997) and man’s feelings, wishes, hopes or fears (Crotty, 1998).
Unlike constructionism and objectivism, subjectivism is close to believing that the nature and existence of every object depends only on the researcher's subjective awareness of it (Crotty 1998). In other words, subjectivism holds that the construction of all meaning is emerges from the interaction between the subject and object “we humans are not that creative. Even in subjectivism, we make meaning out of something” Crotty (1998: 9).

Accordingly, epistemology is concerned with the philosophy of the researcher in learning and understanding the social world. In that sense, Crotty (1998) pointed out that epistemology is the theory of knowledge which based on the theoretical perspective and the methodology and reflects the methods used in collecting data.

The theoretical perspective is the philosophical approach informing the methodology and thus providing a context for the logic of the research (Crotty, 1998). However, theoretical perspective can be used interchangeably with the term “paradigm” which was defined in an online English Dictionary as “a mode of viewing the world which underlies the theories and methodology of science in a particular period of history” (Merriam Webster online English dictionary, 2005: np).

Henwood and Pidgeon (1992: 15) suggested that two opposing epistemological positions should be adopted in order to achieve a broader understanding of the research as follows:
The gathering, analysis and interpretation of data are always conducted within some broader understanding of what constitutes legitimate inquiry and warrantable knowledge. In this respect, the quantity-quality debate has been anchored within two apparently opposed epistemological positions. The two poles are known variously as “experimental”, “hypothetic-deductive” or “positivist” and the “naturalistic”, “contextual” or “interpretative” approaches respectively.

Interpretivism in the proposed study can be defined as the theoretical perspective used to develop a hermeneutic understanding of the data collected from the case study. Although in this thesis I adopted interpretivism, I was interested to read and learn about positivism and be aware of the main differences between them.

Table 2.3 summarises the differences between positivism and interpretivism in terms of ontology, epistemology, research object, methods and theory of truth:

<table>
<thead>
<tr>
<th>Metatheoretical assumption about</th>
<th>Positivism</th>
<th>Interpretivism</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ontology</td>
<td>Person (researcher) and reality are separate.</td>
<td>Person (researcher) and reality are inseparable (life-world).</td>
</tr>
<tr>
<td>Epistemology</td>
<td>Objective reality exists beyond the human mind.</td>
<td>Knowledge of the world is intentionally constituted through a person's lived experience.</td>
</tr>
<tr>
<td>Research Object</td>
<td>Research object has inherent qualities that exist independently of the researcher.</td>
<td>Research object is interpreted in light of meaning structure of person's (researcher's) lived experience.</td>
</tr>
<tr>
<td>Methods</td>
<td>Statistics, content analysis</td>
<td>Hermeneutics, phenomenology, etc.</td>
</tr>
<tr>
<td>Theory of Truth</td>
<td>Correspondence theory of truth: one-to-one mapping between research statements and reality.</td>
<td>Truth as intentional fulfillment: interpretations of research object match lived experience of object</td>
</tr>
</tbody>
</table>

Table 2.3: A comparison between interpretivism and positivism [Adapted from Weber, 2004].
According to Weber (2004), the main difference between interpretivism and positivism is that in positivism, there is no relation between a researcher and the reality, however in interpretivism, a researcher and the reality are connected and therefore, a researcher has the ability to reach that reality via his investigations and understanding of different situations.

There is a relationship between interpretivism and constructivism. Schwandt described this relationship as follows:

*Interpretivism often addresses essential features of shared meaning and understanding whereas constructivism extends this concern with knowledge as produced and interpreted to an anti-essentialist level. Constructionists argue that knowledge and truth are the result of perspective. Hence all truths are relative to some meaning, context or perspective.*

(Schwandt, 1994 cited in Gephart, 1999: 125)

In order to achieve the aims of this research, starting from the theoretical perspective, an interpretive approach is best suited, as the research process requires engagement with the public-sector stakeholders and other stakeholders in order to gather in-depth qualitative data, from which interpretations are made. Additionally, the epistemological stance of this thesis is constructionism, which as already mentioned, is linked with interpretivism. The reason is that constructionism allows the researcher to gain a better understanding of the selected problem and to view it from all angles in order to gain a better perspective and to present a clear interpretation (Miller and Brewer, 2003). Figure 2.2 highlights the specific approaches adopted in this study:
Before starting to explain the research methodology, it is important to decide the research approach in terms of whether it is inductive or deductive. Many authors wrote about the role of empirical testing or research in the development of ideas or theories in terms of deduction and induction (e.g. Yin, 1994; Marshall, 1997; Miller and Brewer, 2003). Miller and Brewer (2003: 67) defined deduction as “the process of reasoning by which logical conclusions are drawn from a set of general premises”. Later in the same text, they defined the term induction as an approach in social research which “argues that empirical generalizations and theoretical statements should be derived from the data” (Miller and Brewer, 2003: 154). By focusing on these two definitions, it can be
noted that induction is used when a researcher's aim is to collect data in order to find some organization between it and thus draw a conclusion which contributes to theory building. In contrast, deduction is an approach based on challenging or testing a concept or a theory by testing the hypotheses suggested. Additionally, in deduction, the findings always confirm or falsify the hypotheses and thus it is probably used to confirm the basic theory or add to it (Yin, 1994; Marshall, 1997). Figure 2.3 illustrates the wheel of research in terms of induction and deduction:

![Diagram of the wheel of research showing the processes of logical interference in research](Source: Miller and Brewer, 2003: 1).

The above figure showed that researchers probably use the deductive approach when they test a theory by suggesting a hypothesis and investigate deeply the achievability of this theory (the right side of the wheel); on the other hand, the inductive approach is probably used when a researcher aims at forming a
theory from the data collected (the left side of the wheel) (Miller and Brewer, 2003).

Thus, the deductive approach has been used most often in the studying of natural science where researchers are seeking to apply the methods of the natural sciences to social sciences and in contrast, inductive approach is often associated with qualitative research where researchers seek to build a theory from the data acquired and they reach some generalizations to other cases as a result of developing and analysis of the data collected (Miller and Brewer, 2003). These terms can be used according to the research circumstances. Marshall (1997) asserted that the development of knowledge can be progressed by focusing on facts or theories. She explains the theoretical use of both terms as follows:

*When researchers first begin to open up any new line of inquiry there will be no useful theories available from which to deduce propositions for testing. Knowledge has to begin with collecting facts and then trying to find some order in them. This is known as induction. Deduction is the technique by which knowledge develops in more mature fields of enquiry. It involves a sort of logical leap. Going a stage further than the theory provides. Data is then collected to test it.*

(Marshall, 1997: 17)

Consequently, it can be concluded that in deduction, observations in the real world are deduced from general ideas or theories. In contrast, induction enables the researcher to generalize the findings of the research to more abstract concepts. Table 2.4 summarises the main differences between inductive and deductive approaches:
<table>
<thead>
<tr>
<th>Induction</th>
<th>Deduction</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Focusing on facts</td>
<td>• Focusing on theory</td>
</tr>
<tr>
<td>• Theory from data</td>
<td>• Data from theory</td>
</tr>
<tr>
<td>• Often associated with qualitative research</td>
<td>• Often associated with natural science</td>
</tr>
<tr>
<td>• Findings could be generalized to similar cases</td>
<td>• Hypotheses tested to confirm or falsifying theory</td>
</tr>
</tbody>
</table>

Table 2.4: A comparison between the inductive and deductive approaches.

In order to achieve the aim of this study, both inductive and deductive approaches were used. An inductive approach was adopted in the early phases of this study by conducting three convergent interviews in order to investigate the Bluestone case study and explore the controversial situation of building on a part of PCNP land. After investigating and exploring the Bluestone case study and collecting the appropriate facts and data, a deductive approach was used which helped to focus on the TBLS theory and address the research question by testing the achievability of TBLS in the real world via investigating the Bluestone case study in west Wales.

2.6 Research methodology

Crotty (1998) asserted that the research methodology is the strategy behind use of specific data collection methods, and linking the use of methods to the research outcomes. In this research, case study and DA methodologies were
used in order to explore and understand the hidden stakeholder’s motivation in relation to achieving the balance between the three aspects of TBLS.

2.6.1 Practical approach: Objective two

2.6.1.1 Case study

Scholars (e.g. Yin, 1994; Holliday, 2002; Miller and Brewer, 2003; Weber 2004) indicated that a case study is an interpretive research methodology and recently is used widely as a methodology across several types of social research, such as sociology, psychology, history, economics, planning, administration, public policy, education, management studies and tourism. According to Yin (1989: 23) case study methodology can be defined as:

An empirical inquiry that investigates a contemporary phenomenon within its real-life context when the boundaries between phenomenon and context are not clearly evident, and in which multiple sources of evidence are used.

The methodology of this research followed the recommendations of Yin (2003) which has four stages as follows:
Chapter two: The research approach

Stage one: Design the case study

Stage two: Conduct the case study

Stage three: Analyze case study evidence

Stage four: Develop conclusions and implications based on the evidence

Figure 2.4: Stages of conducting case study methodology [Adapted from: Yin, 1994 cited in Tellis, 1997].

Figure 2.4 highlights the main four stages required for carrying out a case study. Stage one is concerned with designing a case study by determining the required skills and developing the protocol; In stage two, one may begin to conduct the case study by preparing for the data collection and conducting interviews; stage three is concerned with analysing the evidence and adopting a strategy and stage four is about developing conclusions, recommendations, and implications based on the evidence and data collected (Yin, 1994).
Case study is the best methodology when researchers seek an in-depth investigation (Yin 2003). Additionally, it has been used in various investigations, particularly in sociological studies (Feagin et al., 1991). Yin (1994) and Stake (1995) developed basic procedures in order to carry out case studies. When these procedures are followed, researchers are required to adopt specific methods like other researchers in the scientific field who are working in laboratories (Stake, 1995).

Although case studies are designed to bring out the details from the viewpoint of the participants by using multiple sources of data, the data collection and analysis methods are known to hide some details and therefore, using multiple sources of data is helping to maximise the range of data required in order to reach an accurate explanation and thus accurate results (Stake, 1995).

Yin (2003: 3) identified three types of case studies: exploratory, explanatory, and descriptive. He indicated that while the exploratory case study is often considered as an introduction to social research, an explanatory case study could be used for conducting general investigations. Moreover, he suggested that a descriptive case study requires developing a theory before conducting the research. Stake (1995: 171) identified three other types of case study: Intrinsic - when the researcher is interested in carrying out his research; Instrumental - when the aim of the case is to investigate more than what is obvious to people; Collective - when more than one case is investigated. In this research, a single, intrinsic, exploratory and instrumental case study was adopted as I am
interested in exploring what is going on behind the scenes in a single case study. Additionally, in this research, I would like to add another category of case study which is controversial, because in this research, the case study I have chosen created conflict and public interests, therefore as it was controversial.

In order to investigate the case study, it was necessary to identify the principles used in the data collection. Yin (1994: 80) indicated that there are three main principles of data collection for a case study which are: use multiple sources of data, create a case study database and maintain a chain of evidence (Figure 2.5).

![Figure 2.5: Principles of data collection for case studies](Adapted from Yin, 1994).

Crotty (1998) indicated that sources of evidence in the case study are the techniques employed to collect and analyse data related to the research question or hypothesis. Yin (2003: 100) suggested six primary sources of evidence for case study research which are documentations, interviews,
archival records; physical artefacts, participant observation and direct observation (Figure 2.6)

![Diagram of sources of evidence for case study research](image)

**Figure 2.6: Sources of evidence for case study research** (Source: Yin, 2003: 100).

Although Yin (2003) introduced the above sources of evidence to researchers, he indicated that the use of each of these requires different skills and techniques and not all sources are necessarily used in every case study. Moreover, he emphasised that each source has its strengths and weaknesses and no single evidence is better than any of the others. Table 2.5 outlines the strengths and weaknesses of sources of methods used in case study methodology:
Chapter two: The research approach

<table>
<thead>
<tr>
<th>Source of evidence</th>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
</table>
| Documentation      | • Stable-can be reviewed repeatedly and broad coverage;  
|                    | • Unobtrusive-not created as a result of a case study;  
|                    | • Exact-contains exact names and references. | • Retrievability-can be low;  
|                    | | • Biased selectivity, if collection is incomplete;  
|                    | | • Access may be deliberately blocked. |
| Archival records   | • Same as above;  
|                    | • Precise and quantitative. | • Same as above;  
|                    | | • Accessibility due to privacy reasons. |
| Interviews         | • Targeted-focus directly on case study topic;  
|                    | • Insightful- provides perceived casual inference. | • Bias due to poorly;  
|                    | | constructed questions;  
|                    | | • Inaccurate due to poor recall. |
| Direct observation | • Reality-covers events in real time;  
|                    | • Contextual- covers context of event. | • Time consuming;  
|                    | | • Selectivity unless broad Over. |
| Participant        | • Same as direct observations;  
| observation        | • Insightful into interpersonal behaviour and motives. | • Same as direct observations. |
| Physical artefacts | • Insightful into cultural features;  
|                    | • Insightful into technical operations. | • Selectivity;  
|                    | | • Availability. |

Table 2.5: Six sources of evidence: strengths and weaknesses (Source: Yin, 2003: 86)

In this research, in order to answer the research question which is "Is Triple Bottom Line Sustainability a guiding fiction or can it be achieved on the ground?" multiple sources of evidence were used and through the use of snowball sampling technique, key stakeholders were identified. Although multiple sources of evidence were used, my own views and reflection undoubtedly coloured my interpretation. As I pointed out in section 1.3, to separate me from this interpretive study would be well-nigh impossible, therefore, interpretation of the story must be seen as my individual
interpretation. Health warnings will therefore be issued to the reader at internals through the telling of the story.

2.6.1.2 Research methods and techniques

2.6.1.2.1 Convergent interviews

In-depth interviews are sources of evidence which represents a significant aspect of this research as they were used in order to achieve the research aim by gaining rich insights into the participants' experiences, opinions and attitudes towards achieving TBLS in the case study. According to May (1997: 109), interviews can be defined as:

*The method of maintaining and generating conversations with people on a specific topic or range of topics, and the interpretations which social researcher make of the resultant data, constitute the fundamentals of interviews and interviewing.*

May (1997: 109) identified four different types of in-depth interview which are "structured interview", "semi-structured", "unstructured" or "convergent" and "group" interview. As the Bluestone development was a controversial case study, it was necessary to gain a rich picture of the scenario by undertaking convergent interviews in the first stage of the research.

Dick (2002) defined convergent interviews as to ask an interviewee an open-ended question and keep him/her talking on a certain topic for as large as possible without interrupting his talking by asking specific questions or seeking more explanation. He indicated that in this kind of interviews, there is an increased potential that the data come from the informant's experience and not
from the direct questions asked. In the early this research, two site visits to the proposed Bluestone site were carried out in order to explore the case study (direct observation) and three convergent interviews were conducted as a primarily investigation with a PCNP member; a PCNP officer and the developers in order to identify the various issues relating to the Bluestone case study and identify the main aim and objectives of the research. Each interview lasted for approximately an hour.

In an endeavour to select appropriate respondents for the in-depth convergent and semi-structured interviews, a snowball sampling technique was used (Henry, 1990). The main reason of choosing this sampling technique is that it was difficult to identify the officials in the government who were involved in the case study due to the confidentiality of information on this specific case.

In social research, snowball sampling is considered a technique for developing a research sample where existing participants recommend future additional participant based on their experience and thus, the sample group appears to grow gradually (Henry, 1990; Patton, 2002). This sampling technique is often used when the researcher is faced by a difficulty in identifying the appropriate individuals for interviews or there is a difficulty in having access to them because they are difficult to be identified or communicate with (Patton, 2002, Schutt, 2006).
As the snowball sample technique is based on building up information on future interviewees provided by the first interviewees (Henry, 1990; Patton, 2002; Schutt, 2006), the information given in the convergent interviews was significant in forming a network of key stakeholder interviewees. Therefore, the snowball technique helped in identifying the appropriate individuals for interviews and narrowing the sample to include only the key officials in the organisations who were directly involved in the case study.

2.6.1.2.2 Document analysis

Yin (1994: 81) emphasised that "the most important use of documents is to corroborate evidence from other sources". In addition, he asserted that documentary information can be used in any case study regardless of what the case study is about. Moreover, Yin (1994: 81) indicated that the key documentary sources include "letters, agendas, reports, proposals, internal documents and newspaper clippings". In this research, data was collected from public letters to PCNP. The main themes were identified from analysing the letters which helps in understanding the community point of view in relation to the Bluestone case study thus developing a rich picture and deeper understanding of the case study (see chapter 4). Indeed, a number of documents were analysed in this thesis as listed below:

- Bluestone holiday village (2002a) Environmental statement: Main text. Volume 1, Cardiff: Babtie group.


- Pembrokeshire Coast National Park (2003a) *Consultation and public comments on the Bluestone development*. Pembrokeshire.

- Pembrokeshire Coast National Park (2003b) *Consultation and public comments on the Bluestone development*. Pembrokeshire.


- Pembrokeshire Unitary Authority (2002) Pembrokeshire: PCC.


Additionally, in this study, documents were obtained via governmental web-sites which enabled exploring key stakeholders’ approaches in relation to defining
Chapter two: The research approach

sustainability and TBLS, and comparing between different organisations policies in relation to sustainability and their understandings of the meaning of the term.

2.6.1.2.3 Archival records

Yin (1994) described archival records as appropriate source of information in most case studies and he suggested that such record can possibly be one of the following: service records, organizational records (charts and budget), maps and charts, survey context data and personal records (diaries, calendars and telephone list). However, the use of these sources of information varies from one case study to another. Moreover, he indicated that for some studies, archival records are considered a significant research method; in others, it possibly been looked at briefly without much attention being paid. In this study, organizational records related to the case study were used as a source of information. Additionally, the environmental planning study of the case study was obtained from PCNP along with some maps and telephone numbers for two stakeholders from CNP and WTB.

2.6.2 Practical approach: Objective three

2.6.2.1 Discourse Analysis (DA)

According to Breiger (2004), qualitative data which is collected during conducting the field work of a case study, such as interviews, is usually transcribed and presented in a text form and how the data is then analysed depends on the research aim and objectives. Denzin (1970 cited in Breiger 2004) indicated that qualitative research is known to be based on the flexible
relationship between the type of the data collected and the methods of analysis adopted.

Recently, new research tools and techniques have developed, such as: lexical analysis, code-based analysis, *grounded theory* (Bernard, 2000: 443; Charmaz, 2006) and *DA* (Bernard, 2000: 442) in addition to new computer software (e.g. NUDIST and Atlas) (Barry, 1998) in order to develop better techniques for understanding qualitative data. According to Clayman and Gill (2004) and Breiger (2004) DA is a significant technique and a methodology as it enables great opportunities to go deep into the data and get the real picture of the case study which strengthens the interpretation and hence the outcomes of the research.

DA was first used by Sinclair and Coulthard in 1975 in a study of classroom interaction and since that time, it has had a major impact on social psychology in the past three decades (Clayman and Gill, 2004). Recently, DA is widely used by psychologists and linguists in analysing conversations and it can be characterized as a way of thinking about a problem (Wooffitt, 2005; Discourse Analysis, 2006). In addition, it has been used in a variety of disciplines, including anthropology, sociology, and social psychology, each of which is subject to its own assumptions and methodologies (Wooffitt, 2005).

Although in qualitative and quantitative research different techniques are used, both approaches are sharing one main aspect which is data interpretation (Antaki et al., 2002). In that sense, DA can be used in both qualitative and
quantitative research as a way of questioning the basic assumptions and hypothesis of quantitative and qualitative research methods (Discourse Analysis, 2006).

In terms of using DA in the tourism studies, it was indicated by Pritchard and Jaworski (2005) that the relationship between researchers focusing on tourism and scholars of discourse is still unexplored. They stated:

Although discourse and communication are of central importance in tourism studies, they remain relatively unexplored and undertheorised among tourism researchers, and the specific links that have been made between languages and tourism have for the most part ignored the vast tradition of discourse and communication studies.

(Pritchard and Jaworski, 2005: 2)

However, they declared that discourse and communication are considered parts of social relations which are still unexplored and need to be investigated in order to construct human experiences which encompass tourism experiences. They added:

The analytic interrelationship between tourism, discourse and communication offers a useful transdisciplinary mix of assumptions and techniques for a sustained and critical exploration of the possibilities, tensions, conflicts and representations which characterise a phenomenon which is frequently described as one of the most important global industries and cultural activities.

(Pritchard and Jaworski, 2005: 2)

In this research, DA enables exploration of the hidden motivations behind people's actions in relation to balancing the three aspects of TBLS and viewing the research problem from a different perspective and gaining a comprehensive view of that problem. Therefore, it is considered a way of solving the research problem not by providing definite answers, but by asking deeper questions, in addition, since it is basically an interpretative theoretical perspective, "there are
no specific guidelines to follow", and therefore, it depends on the researcher's specific interpretation (Discourse Analysis, 2006: np).

In social psychology, DA is often used in conjunction with Critical Discourse Analysis (CDA) (Antaki et al., 2002); therefore, it was necessary to refer to the difference between DA and CDA. CDA is used by scholars with various backgrounds, however, while most forms of DA aim to provide a better understanding of a problem, a situation or specific aspects of a text, CDA aims to provide the deep understanding of the organization of a text and its internal structure as well as providing a critical view to its theoretical perspectives (Dellinger, 1995). Fairclough (1989: 20) defined CDA as “an interdisciplinary approach to the study of texts, which views language as a form of social practice” and attempts “to unpack the ideological underpinnings of discourse that have become so naturalized over time that we begin to treat them as common, acceptable and natural features of discourse” (Toe, 2000 cited Wikipedia, 2006). Thus, CDA can clearly lead to the development of a different approach in understanding texts, messages and actions (Dellinger, 1995).

In respect to the above, this study is closer to the use of DA rather than CDA as the aim of the study is to explore and develop a better understanding to the case study and its related problems. Hammersley (2002: 2) suggested two different ways of using DA as follows:

*Sometimes, Discourse Analysis is applied to some set of texts in order to draw substantive conclusions about the way in which the production and effects of those texts are related to the particular social contexts in which they are located. Alternatively, Discourse*
Analysis may be used to develop theoretical understanding of various general types of discursive mechanism, rather than particular instances of them.

In this study, DA was used as a methodology and an analysis technique in order to interpret the data collected and understand the stakeholders' perspectives in relation to achieving sustainability and balancing the three aspects of TBLS. Figure 2.8 shows the data analysis approach adopted in the proposed study:

Figure 2.8: Levels of data analysis in the proposed research [Adapted from Silverman, 2000]
In stage two, after identifying the research themes, aims and objectives, semi-structured interviews were conducted in order to ensure the collection of rich qualitative data and thus seek interpretation and explanation.

2.6.2.2 Research methods and techniques

2.6.2.2.1 In-depth semi-structured interviews

In semi-structured interviews, specific questions are generally asked to the interviewees; however, interviewees are encouraged to talk beyond the questions and refer to their own experience in relation to the specific research topic and consequently, qualitative information can be recorded by the interviewer (May, 1997, Bernard, 2000). May (1997: 111) concluded:

These types of interviews are said to allow people to answer more on their own terms than the standardised interview permits, but still provide a greater structure for comparability over the focus interview.

In stage two of the research, before conducting in-depth semi-structured, twenty three emails were sent to all stakeholders' organisations involved in the Bluestone development (Figure 2.9), eighteen responses were received. Additionally, eighteen letters were sent to the same key stakeholders' organisations, asking for further information and the possibility of conducting interviews, fifteen responses were received. Finally, nine semi-structured interviews were conducted with key stakeholders involved in the Bluestone development.
Dear Mr/Mrs/Ms......

Re: Bluestone Proposal West Wales

I am a researcher in the Welsh School of Hospitality, Tourism and Leisure Management at the University of Wales Institute, Cardiff and I am supervised by Professor Eleri Jones and Professor David Botterill. I am a lecturer at, and seconded from, Suez Canal University in Egypt. I am studying Triple Bottom Line Sustainability (TBLS) in relation to stakeholder theory and have become particularly interested in the Bluestone project in West Wales. I have been given your name as someone who may be able to provide me with some more detailed information about the Bluestone development and Finance Wales’s involvement in it.

My questions are:
1- How is Finance Wales involved in the Bluestone development?
2- What benefits does Bluestone offer to the Finance Wales?
3- What problems, if any, still Bluestone cause your organization?
4- What is your reaction to the legal battle that has resulted from the Bluestone proposal?

I would be very pleased if you were able to point me to any other information which you think might be of interest to me. I would be very happy to meet you if that were easier for you rather than writing a detailed response. I hope that you are prepared to answer my questions but if you are not the right person to have been asked this question, perhaps you would be so good as to provide me with a more appropriate contact person.

Thank you in anticipation of your reply

Yours sincerely

Figure 2.9: Email to key stakeholders involved in the Bluestone development case study.
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Although different problems were encountered for the reason that this specific case study was a controversial case and some officials in the government preferred not to discuss issues related to it, interviews were conducted with all the key stakeholders involved in the case study. In the interviews, various questions were planned, however, all interviews were flexible and there was plenty of time for conversation and discussion. What I attempted to ensure was that all the general topics which were necessary in order to achieve the research aim and objectives were covered.

Each interview had an introduction, a middle and an end. In the introduction part, I attempted to put the interviewee at ease and to develop a relationship with him/her by introducing myself and my topic and confirm that the information which would be gained through the interview would be treated as confidential and would only be used for the purpose of the qualification. In the middle, different topics were discussed in relation to TBLS and stakeholders’ perspectives of the various issues in the case study. Through the basic themes of the interview, some unforeseen sub-themes arose and usually opened up more questions which helped in going deeper and digging behind what is obvious to the public. Finally, after covering all the topics in my question list, I asked the interviewee to reflect on the case study and suggest some recommendations in order to prevent such confusion among stakeholders to occur in the future.
Different techniques were used in order to record the interviews, such as note taking and audio recording. Permission was asked to record the interviews in the first minute of each of the interviews. Although, audio recording is preferable as it ensures accurate transcription and hence quality data, some interviewees rejected audio recording and thus I asked for a permission to take notes which they agreed to. However, I felt that they were even uncomfortable about me taking notes than they would have been had recorded the interviews.

According to Potter (2004), transcribing time for interviews varies and, in part, depends on the researcher's skills. On one hand, Arber (1993) suggested that the estimated time for a one hour interview transcript is between four and eight hours, however, May (1997) indicated that it has estimated to be between eight and nine hours for a one hour interview to be fully transcribed. According to Potter (2004), the amount of time needed to transcribe the interviews depended on different factors, such as: the nature of the data; how detailed the transcript is to be; the quality of the recording tool; the equipment used to listen to the interview and the typing skills of the researcher. In this research, transcription time of a one hour interview was between eight and ten hours and all interviews were transcribed in detail and significant themes arose. I went through all the transcriptions and identified the most relevant parts which contributed to answering the research question.
In conclusion, the research approach of this study is highlighted in the following figure:

![Figure 2.10: The research approach](image)

**Figure 2.10: The research approach**
2.7 Verification of interviews: Reliability, validity and triangulation

Miller (2003: 23) indicated that "a concern in any research is the extent to which respondents will give the socially desirable answer rather than the one that truly reflect s their feelings", therefore, verification of data enables to ensure the reliability of the information collected during the conducting of the research (Bouma and Atkinson, 1995; Welch, 2000, Burns, 2000). According to Denscombe (1998), verification of interviews with the interviewees refers to the researcher recaps all the information provided in the interview at the closure of interview schedule in order to clarify the different issues arising through the discussion with the interviewees. He indicated that the aim of verification is to ensure the reliability of the data in addition to correct any misunderstanding and misinterpretation of the information given by the interviewees. Moreover, issues like reliability, validity and triangulation are considered important aspects of verification social research' data with especial emphasis on the importance of reliability and validity which are widely used in psychology (Bouma and Atkinson, 1995; Gillham, 2005).

Researchers need to consider the accuracy of the data, words and phrases, in order not to alter the facts by misinterpretation (Bouma and Atkinson, 1995). Therefore, using different research methods and techniques would help in increasing the reliability of data as, in some cases; the same information can possibly be obtained from different sources which help the researcher to ensure the accuracy of the data collected.
Similarly, Denscombe (1998) and Yin (2003) indicated that different research techniques, such as surveys, interviews, questionnaires, focus groups and documentation, can be used in different types of research, however, using various methods in one research would ensure the reliability of data and in social science research, using different sources of information is called triangulation.

In this research, because each research technique has its advantages and disadvantages, triangulation was used via collecting data from different sources of evidence, such as in-depth convergent and semi-structured interviews, archival records, document analysis and direct observation in order to ensure the reliability of the data collected (Figure 2.11). Yin (2003) indicated that triangulation is considered an approach for overcoming problems related to the validity of the data as various sources of evidence is used to provide accurate data for the same case study.
2.8 Ethical considerations

According to Miller and Brewer (2003), social research is a process which involves exploration of people’s experiences and motivations and therefore, it often depends on a successful relationship between the researcher and the participants which is often centred on ethical considerations. They indicated that ethical responsibility is essential and it starts in the early stages of a research study when a researcher develops the research plan, in addition, it continues to have a significant role in identifying the key research participants, the way they should be treated and the outcomes of their participation in the research. Miller and Brewer (2003: 95) concluded:

The ethics of social research is about creating a mutually respectful, win-win relationship, in which participants are pleased to respond candidly, valid results are obtained, and the community considers the conclusions constructive.
There were a number of keys and interacting considerations which were adhered to through conduction this research in order to ensure the overall ethical framework:

1- Voluntary consent;
2- Informed consent;
3- Anonymity and confidentiality;
4- No harm to participant.

(Miller and Brewer, 2003: 96-98)

All participants were volunteers and they were informed by accurate information which covered all the research aspects in relation to the aim, methods adopted and the possible research outcomes. The information, which was presented, was simple and easy to be understood. One of the most important aspects in this research is the protection of the participants' identity. All participants were informed that their personal information (names, addresses, telephone numbers,...etc) would be treated anonymously and confidentially, would not be used in documents related to this thesis and would not be available to the public.

2.9 Generalization in interpretive research

There is a debate among social research writers and scholars on the possibility of generalizing the results of interpretive research (Williams, 2002). In that sense, Denzin (1983 cited in Williams 2002: 129) claimed that:

*The interpretivist rejects generalization as a goal and never aims to draw randomly selected samples of human experience... every instance of human interaction represents a slice from the lifeworld.*
Denzin emphasized that each researcher has different thinking and therefore researchers probably attach different meanings to the same actions and situations. Thus, qualitative research is better for making theoretical conclusions or implications rather than for generalizing the findings of a specific case.

A similar conclusion was suggested by Guba and Lincoln (1982 cited in Williams, 2002: 131), they claimed that:

"The aim of an inquiry is to develop an ideographic body of knowledge. This knowledge is best encapsulated in a series of 'working hypotheses' that describe the individual case. Generalizations are impossible since phenomena are neither time - nor context - free."

In contrast, other writers (e.g. Miller and Brewer, 2003) indicated the possibility of generalization of the findings of a single case study to other similar cases. Such confusion between different points of views was explained by Williams (2002: 130) when he asserted that there is a problem in understanding what everyone means by the word generalization and consequently, he suggested three types of generalization as follows:

1- Total generalization: when situation S1 is typically similar to S2.

2- Statistical generalization: where the probability of situation S occurring more widely can be estimated from instances of s.

3- Moderatum generalization: where aspects of S can be seen to be instances of a broader recognizable set of features."
In respect to the above and according to Miller and Brewer (2003) in total generalization, as a result of the detailed similarity between S1 and S2, the laws which cover S1 should be applicable to S2, a situation which can occur in quantitative research; statistical generalization can emerge most often in quantitative studies which deal with numbers through choosing a sample according to the nature of the study such as surveys and the study of populations; and unlike statistical generalization, moderatum generalization occurs most often in qualitative studies when features of case studies could be similar, and thus, the findings of one case could be generalized to other similar cases (Miller and Brewer, 2003).

According to Williams (2002: 131) “total generalizations are impossible in social research” as all phenomena are different and there is a difficulty in identifying two similar phenomena sharing the exact circumstances in the world. He indicated that statistical generalizations can be used in the social world but cannot be made from data emerging from interpretive research. Thus, interpretivists can use only moderatum generalization in their interpretive studies. The following table summarizes the difference between the three types of generalization:
<table>
<thead>
<tr>
<th>Type of generalization</th>
<th>Characteristics</th>
<th>Possibility in social research</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>$S_1=S_2$ (copy)</td>
<td>Impossible</td>
</tr>
<tr>
<td>Statistical</td>
<td>$s &lt; S$ (sample)</td>
<td>Rarely</td>
</tr>
<tr>
<td>Moderatum</td>
<td>$S_1$ similar to $S_2$</td>
<td>Possible</td>
</tr>
</tbody>
</table>

Table 2.8: Types and characteristics of generalization in social research [Adapted from Williams, 2002].

In this research, a moderatum generalization possibly used in similar cases which represent problems related to building a major development in a National Park.

2.10 Criticism of qualitative research

Miller and Brewer (2003) asserted that the weak status of qualitative research results mostly from that case studies are lack objectivity and their findings can not be always generalized. They indicated that one of the reasons for this weakness is possibly the lack of appropriate sample size for statistical testing. In this case, the distinction between moderatum generalization and statistical generalization is important. Figure 2.12 illustrates the difference between analytical and statistical generalization:
In respect to the above figure, research generally is either qualitative or quantitative; a survey is an example for quantitative research and most surveys rely on statistical generalization. In contrast, a case study is an example of qualitative research and relies on moderatum generalization. In case of accuracy of data in quantitative and qualitative research, both approaches
Chapter two: The research approach

Contribute to the discovery of theories. Miller and Brewer (2003: 23) introduced their point of view about the argument of the accuracy of qualitative research and particularly case studies by indicating that case studies are challenging and exciting research methods as follows:

*It is difficult to sustain the argument that case studies lack rigour...*, all research methods depend upon the skill of the researcher, the context of the research and the subject of the analysis..., despite criticism, case studies continue to provide some of the most interesting and inspiring research in the social sciences.

In contrast, Williams (2002: 126) criticised the accuracy of the quantitative research (e.g. survey research), he argued that:

*Survey research can not usually provide the contextual detail necessary to interpret its own results; we quite often need to know the ethnographic basis of the statistics produced by the survey.*

Indeed, generalization in both quantitative and qualitative approach depends on the accuracy and validity of the data collected. In this research, data collected from different sources is used in order to ensure validity and accuracy. Moreover, moderatum generalization would be considered in managing similar case studies.

Exploring the Bluestone case study enabled understanding of different approaches and perspective of the stakeholders involved, and thus the findings of the study could be used as the basis for other cases concerned with building major developments in National Parks.
2.11 Summary

This chapter presented the epistemology and theoretical perspective adopted in this research. Moreover, it described the methodology and the data collection techniques. In order to achieve the aim of the research, constructionism was adopted followed by interpretivism as a theoretical perspective. The case study was identified as an appropriate methodology for investigating the presented case study. Additionally, different sources of information were used in collecting data in order to ensure the validity and reliability of the data collected.

Moreover, DA was introduced as the significant methodology as it helped in gaining insight and enabled deep understanding of the different perspectives of the stakeholders involved in the case study. The chapter further described the different methods and techniques used in the data collection stage. Indeed, this thesis was carried out through two main phases; phase one involved conducting three convergent interviews, document analysis, archival records and direct observation through two site-visits to Pembrokeshire in order to explore the Bluestone case study. Phase two involved DA through letters, emails, document analysis and nine in-depth semi-structured interviews conducted with key stakeholders involved in the Bluestone development which highlighted key issues related to the achievability of TBLS.

The chapter ends with a discussion on generalization of qualitative research and a criticism of qualitative research methods.
# Chapter Three

**Sustainable development**

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3.1 Introduction

This chapter opens with a consideration of sustainable development and move on to consider TBLS as one way to operationalise what is considered by some academics (e.g. Wheeller, 1999) as a woolly concept. TBLS comprises three aspects: environmental sustainability; social sustainability and economic sustainability which are considered in turn. The chapter moves on to consider the different terms related to sustainable tourism development as derived from relevant textbooks and research papers with particular emphasis on alternative approaches and differences between soft tourism, responsible tourism, alternative tourism, ecotourism, green tourism and rural tourism. Additionally, it summarises the relationship between these terms and reflect on the challenge of achieving sustainable tourism development. The chapter further deals with stakeholder theory and its three key attributes urgency, legitimacy, and power (Mitchell et al., 1997) and discusses how conflict of interests may affect the governmental decisions and therefore may result in environmental degradation.

3.2. Sustainable development

The concept of sustainable development was introduced during the 1980s, when people realised that major global environmental changes were occurring in various places around the world and got its first published in 1987 in a report by the World Commission on Environment and Development (WCED) (Mckercher, 2003). Many authors argue that the survival of the human species depends on the adoption of the "sustainable development" approach (Harris and Leiper, 1995; Roberts and Hall, 2001; Meadows et al., 2004; Chifos and
Romanos, 2006). WCED (1987) declared in the Brundtland report that the only effective method to protect the environment and achieve economic progress in addition to preserving human rights is the adoption of a development paradigm that provides the needs of the present while ensuring that options for the future are preserved. Accordingly, Smith and McDonald (1998 cited in Helms, 2004: 381) asserted that concept of sustainability has two different approaches; the first approach is "the wealth approach" in which sustainability is interpreted as the appreciation of the natural and man-made resources with the aim of protecting theses resources for the next generation, the second approach is "the mosaic approach" in which sustainability as a concept is divided into three sections of economic sustainability, social sustainability and environmental sustainability. However, other scholars (such as Costanza et al., 1997 cited in Helms, 2004) argue that the economy and the society should be considered as parts of the ecosystem and should not be dealt separately.

Sustainability is generally "taken to mean the existence of the ecological conditions necessary to support human life at special level of well being through future generations" (Lele, 1991: 609). This involves, according to Beaumont (1993: 19) "not using non-renewable resources faster than renewable substitutes can be found for them; not using renewable resources faster than they can be replenished and not releasing pollutants faster than the biosphere can process them to be harmless". Meadows et al. (2004) assert that sustainability does not mean stopping more development; however, what it does mean is that care has to be taken to manage the negative impacts of that
growth. Therefore, they indicated that a sustainable society must balance the benefits of a development against its costs and would choose only those developments which serve its goals in relation to protecting the environment and the natural resources and thus achieve sustainability for the next generation. Roberts and Hall (2001: 54) emphasise five key principles for sustainability as identified by WCED:

- Holistic planning and strategy-making;
- Preservation of ecological process;
- Protection of both human heritage and biodiversity;
- Development embracing productivity which can be sustained over the long term for future generations;
- Achievement of a better balance of fairness between nations.

A number of authors attempted to define sustainable development (e.g. Harris and Leiper, 1995; McDonough and Braungart, 2002; Meadows et al., 2004). Harris and Leiper (1995) defined sustainable development as a form of controlling and managing economic development in order to provide future generations with a reserve of natural resources equal to the current reserve. A simpler definition was reported by WCED (1987):

Sustainable development is the development that meets the need of the present without compromising the ability of future generations to meet their own needs.

(WCED, 1987: 43)

In order to achieve sustainable development, WCED (1987: 44) identified a number of key principles including:

- Inter-generational equity - meaning that the range of activities and the scope of ecological diversity available to future generations is at least as that felt by current ones;
- Inter-generational equity, social justice and poverty alleviation improving the well-being of all residents in a community;
Chapter three: Sustainable development

- Public participation – which means that communities need to collectively make decisions rather than having them imposed by external forces;
- Environmental protection as an integral component of economic development;
- Dealing cautiously with risk and uncertainty;
- Use of renewable resources at a rate equal to or less than the natural rate of regeneration;
- Accountability – about setting clear standards, ensuring monitoring and enforcement.

Scholars (e.g. Wight, 1998; McDonough and Braungart, 2002) described sustainable development as the TBL approach based on ecology, equity and economy which has a positive effect on efforts for corporate sustainability concerns into development’s aims and objectives. However, in practice, it often focuses more on economic considerations than social or environmental benefits (Wheeler, 1993; Horobin and Long, 1996; Hart, 1997 cited in Elkington 1997; McDonough and Braungart, 2002; Clayton, 2003; Jackson, 2006). In identifying these three points, Meadows et al. (2004) argue that there are some guidelines to be followed in order to shift any system towards sustainability, each one can be achieved via different ways and one step in any of these directions is a step toward sustainability, though ultimately all the steps should be followed. These steps are:

- **Extend the plan horizon** - Base the choice among current options much more on their long-term costs and benefits;
- **Improve the signals** - Inform governments and the public about environmental and social conditions as about economic conditions;
• **Speed up response times** - Look for messages that indicate when the
  environment or society is stressed;

• **Minimise the use of non-renewable resources** - Fossil fuels, fossil,
  groundwater, and minerals should be used only with the greatest efficiency,
  recycled when possible;

• **Prevent the erosion of renewable resources** - The productivity of soils,
  surface water, rechargeable groundwater, and all living things should be
  restored and enhanced;

• **Use all resources with maximum efficiency** - The more human welfare can
  be obtained within a given ecological footprint (the land area that would be
  required to provide the resources and absorb the emissions of global society),
  the better the quality of life can be while remaining below the limits;

• **Slow and eventually stop exponential growth of population and physical
  capitals** - And that requires defining levels of population and industrial outputs
  that are desirable and sustainable. It calls for defining goals around the idea of
development rather than growth (Meadows et al., 2004: 259).

Therefore, the long term environmental, social and economic benefits and costs
for developments must be considered before attempting planning an area.
Furthermore, governments at all level must be aware about the importance of
balancing between the economic, social and environmental agendas in order to
take a step towards achieving sustainable development.
Agenda 21 for travel and tourism industry, which has been prepared in 1992 by the World Travel and Tourism Council (WTTC), the World Tourism Organisation (WTO) and the Earth Council, provided in its four chapters additional steps and procedures necessary to achieve sustainable tourism development (Harrison et al., 2003). Although Agenda 21 is very well recognised in all countries around the world, there are still some challenges facing the achievability of sustainable tourism development, for example, Harrison et al., (2003: 296) identified some of the challenges facing sustainable tourism development in the Caribbean, such as “the external influences on tourism”, “the lack of integrated tourism planning”, “disconnect between policy and practice”, “the narrow definition of tourism” and “lack of visible intellectual leadership”. Similarly, Sinclair and Jayawardena (2003: 405-406) identified other challenges facing sustainable tourism development in Guianas, such as “legislation” problems, “land use” problems, “the planning agenda”, “the role of the media”. Therefore, they recommended that governmental officials should enhance communication between all entities involved in the tourism industry in order to ensure the achievability of sustainable tourism development. Additionally, they suggested focusing on the legislation related to land use and protected areas.

3.3 Triple Bottom Line Sustainability (TBLS)

In the 21st century there is increasing concern about how more sustainable tourism development can be achieved. New guidelines, theories, approaches and methods are being developed in order to grapple with the problems of achieving sustainability. One new approach is TBLS, a term focusing on
achieving the balance between the economic, social and environmental agendas and increasingly used as a main emphasis for sustainable development (Elkington 1998). Figure 3.1 shows a Venn diagram with three overlapping circles representing the three agendas. TBLS is reflected by being at the centre of the Venn diagram:

![Venn Diagram](image)

**Figure 3.1: The elements of TBLS.**

TBLS became evolved in the late 1990s when it was first mentioned in the management literature (Elkington, 1997), however, the conflicting priorities of different stakeholders and the different emphases of government policies pose major challenges to the achievement of TBLS (Font and Ahjem, 1999; Elgammal and Jones, 2007). Sustainable development theory is based on the three aspects of economy, society and environment and maintains that these aspects need to be equally balanced (Wight, 1998; McDonough and Braungart; 2002). Although Hawkes (2001 cited in Burden, 2007: 152) added culture as a
fourth aspect of sustainable development and defined it as "the sources, the nature and the implications of the values that underpin action", McDonough and Braungart (2002) described sustainable development as the TBL approach, which has a positive effect on efforts for corporate sustainability.

In practice however, TBLS often focuses more on economic than social or environmental considerations (Wheeller, 1993; McDonough and Braungart, 2002; Jackson, 2006).

TBLS can be used as an approach to improve not just environmental performance but also social and economic performance and it enables investors to identify enterprises that achieve social justice, environmental benefits and economical profit (Elkington, 1997; Butler, 2004). A number of authors (e.g. Elkington, 1997; Norman and MacDonald, 2004) asserted that the term TBLS is used to represent accurately the various issues which should be considered by a development's top management in order to minimise any the negative impact of this development and create economic, social and environmental value and this requires clarity in identifying developments goals in relation to TBLS and considering the various needs of all stakeholders.

Elkington (1997) explained the relationship among the three elements of the TBL as follows: "society depends on the economy; the economy depends on the global ecosystem, the health of which represents the ultimate bottom line" (SustainAbility, 2006: np) (see Figure 3.2).
However, according to Elkington (1997) these three lines are affected by the social, political, economic and environmental pressures, and therefore, they are flexible and their movements create “shear zones” between the plates (Figure 3.2). He indicated that in the economic/environmental shear zone, a development may choose to promote eco-products or services; in the social/environmental shear zone, a development may focus on environmental awareness, skills and training programmes; in the economic/social shear zone, a development may explore social impacts of their actions. Different stakeholders have different development objectives depending on the specific context in which they find themselves. The challenge that the stakeholders face in developing the concept of TBLS is to bring all three areas together, in addition, in order to understand individual stakeholders’ priorities, it is important to understand their agendas (SustainAbility, 2006: np).
In that sense, developments need to identify their own goals in relation to the environmental, social and economical agendas, and to identify their stakeholders' interests in order to avoid conflict of interests and prioritises and thus, achieve the balance between economy, environment and society. If a development succeeds in adopting TBLS approach and balancing the three agendas of economic, environment and society, there will be a potential for the development to achieve a good relationship with its stakeholders, assess its performance towards achieving sustainable practices and identify areas for improvements (SustainAbility, 2006).

Norman and MacDonald (2004) examined the term TBL and they argued that TBLS is an unhelpful approach to current discussions on corporate social responsibility. TBLS reporting to the stakeholders focuses on “the economic, social and environmental aspects of corporate activities” (Government of South Australia, 2005: np). Storer and Frost (2007) stated that there are economic, social and environmental benefits of using TBLS reporting, such as enhanced reputation, improved communication and increased confidence from stakeholders.

In order to achieve the above benefits, stakeholders involved in a development need to balance between the economic, social and environmental agendas (Elkington, 1997; Aiking and Boer, 2004) and design sustainability assessment tools (Taylor and Fletcher, 2005). As stated by Hill (2000), striking the right balance between the three agendas of the stakeholders' actions is the most
important feature of sustainable development. Hill suggested that the first step in embracing the concept of the TBLS should be the acknowledgment that the economic benefits or profits are not the main goal. In fact, focusing on the long-term protection of the natural resources could help developments to remain profitable and sustainable into the future.

Although the Government of South Australia (2005: np) asserted that sustainability reporting which encompasses the social, economic and cultural issues, and TBL reporting are similar; it suggested that:

The terms TBL reporting and sustainability reporting are often used interchangeably. However, while TBL reporting considers the economic (often financial), social and environmental impacts of an organization separately, it is argued that sustainability reporting should adopt a more holistic and integrated way to consider economic, social and environmental factors. Sustainability progress is usually measured by a set of indicators. An indicator is a summary statistic designed to represent a specific aspect or dimension of an important issue.

Sustainability reporting should adopt an integrated and general way to the consideration of the economy, society and the environment. Additionally, it enables companies and organisations to assess their achievements towards implementing their goals in relation to the economic, social and environmental agendas (Kaptein and Tulder, 2003). Indeed, TBLS is a more specific way to address the three agendas within a small scale development. Both sustainability and TBLS offer a way forward to the whole planet as declared by Hart (1997 cited in Elkington 1997: 71):
Beyond greening and sustainability lie an enormous challenge - and an enormous opportunity. The challenge is to develop a sustainable global economy that the planet is capable of supporting indefinitely.

Mannki Whenua Landcare Research (2005: np) offered a range of TBL tools which could be useful in implementing a TBLS approach. These tools include:

1- An internet-based resource for assessing environmental, health and safety compliance, policies and management, and gaining certification for level of performance;
2- An international recognised process and standard for engaging stakeholders in performance assessment and reporting;
3- A scheme for assessing and reducing greenhouse gas emissions while simultaneously investing the restoration of native bush/forest to absorb emissions and as a refuge for biodiversity.

Additionally, it has been advised by Mannki Whenua Landcare Research (2005) that every development and organisation has to take into account certain points in relation to society, economy, and the environment in order to maintain being sustainable and to achieve the balance between its three agendas. These points can be shown in Figure 3.3:
Chapter three: Sustainable development

**Figure 3.3: TBL reporting criteria** [Summarised from: Mannki Whenua Landcare research, 2005: np].

The above figure highlights the steps which should be followed in order to achieve the three bottom lines. These steps have to be monitoring and assessed through any development life cycle and any significant impacts from the development on one of the element of TBL should be reported and dealt in a considerable way. Additionally, managers should be able to provide feedback about these impacts and provide suggestions on how negative impacts can be minimised.

Although there are great efforts from many developments around the world in adopting a sustainable approach and using the environmental management, sustainability is still carry different meanings to different people (Horobin and Long, 1996) and Elkington (1997: 71) stated that “the planet as a whole is still seen to be an unsustainable course”. The reason behind that probably is the
misinterpretation of the sustainability concept as explained by Hart (1997 cited in Elkington 1997: 71):


Even if all companies in the developed world were to achieve zero emissions by the year 2000, the earth would still be stressed beyond what biologists refer to as its carrying capacity. Increasingly, the scourges of the late twentieth century - depleted farmland, fisheries, and forests; choking urban pollution; poverty; infectious diseases; and migration - are spilling over geopolitical borders. The simple fact is this: in meeting our needs, we are destroying the ability of future generations to meet theirs.

The government could play the role of the supporter and the facilitator to all developments and organisations in order to encourage them to adopt the TBLS approach and to be a part from a sustainable trinity.

Elkington (1997) indicated that social auditing covers all of the non-financial impact of a development. In that sense, he considered the environmental auditing apart from the social auditing. However, for most people, the social auditing is about the development social impact on the community and its performance in relation to the requirements of the society, which is not often adopted by many developments:

The bottom line implications of social issues are not clear. It would be difficult to justify why a company should produce a social report.

(Tennant cited in Elkington 1997: 90)

Most developments and stakeholders are interested in the economic aspects and how much profit will be achieved in the future. The above quote indicates
that the social report might not be the first priority for many developments and this is perhaps the result of not being convinced with the idea of social auditing.

Although some sustainability principles are clear to stakeholders and many developments around the world have the ISO 14000 certificate for their environmental management practices. Spotlight (cited in Elkington 1997: 95) mentioned that definitions of what a sustainable corporation might look like will develop despite the fact of applying the sustainability principles. She added:

\[ In \text{ the most general terms it would not only conserve and use nature and natural resources for the benefit of present and future generations, but also respect a range of human rights - including the right to a clean, safe environment - in the process. } \]

Similarly, Chapman and Milne (2004) undertook an analytical study of the implementation of the TBL reporting in New Zealand where they asserted that although TBLS is seem to be adopted in many companies, developments and organisations, its implementation still not good, which is echoed by the following quote:

\[ \text{The concept of a Triple Bottom Line in fact turns out to be a “Good old-fashioned Single Bottom Line plus Vague Commitments to Social and Environmental Concerns”. And it so happens that this is exceedingly easy for almost any firm to embrace. By committing themselves to the principles of the 3BL it sounds like companies are making a more concrete, verifiable commitment to CSR and sustainability. And no doubt many are. But it also allows them to make almost no commitment whatsoever.} \]

(Norman and MacDonald 2004: 13)
Therefore, enhancing communication between different stakeholders should enable better understanding to different parties’ agendas and hence help to avoid potential conflict as highlighted by Lovelock (2002: 6):

*Firstly, in the interest of sustainable tourism, it is important that tourism and the environmental interests build relationships that allow full and adequate representation of environmental matters in tourism developments; secondly, in the interest of efficiency, tourism and environmental interests need to avoid becoming embroiled in long-standing and expensive disputes that fail to have positive outcomes for either party.*

The Bluestone development and other similar cases are considered a very small part of the problems of the planet. Developers may claim that they are adopting the most recent version of EMS, reducing pollution, recycling waste and there would be a minimum negative impact on the natural resources resulting from their activities, however, stakeholders might focus on the management system plan rather than the real negative effect on the natural resources as emphasised by Elkington (1997: 82):

*Environmental issues are bottom line sensitive. Environmental audit should focus on the environmental impact of the audited organization, but most still focus on management system terms rather than real-world environmental effect.*

At the end of the day, developments may be managed in order to reduce the worst impacts on the environment, however, they still allow impacts as indicated by Font et al.:

*There is no development with zero negative impact.*

(Font et al., 2001: 32)
3.4 Sustainable tourism development

Mckercher (2003) indicated that the idea of sustainable tourism development has evolved only fifteen years ago years. However, the number of definitions of sustainable tourism runs into hundreds (Pearce et al., 1989). Miller and Towining-Ward (2005); Altinay and Hussein (2005) and Weaver (1998: 5) argued that “sustainable tourism is linked to sustainable development”, which in theory supports that people compete to meet their present needs without affecting the natural resources. Thus, they argued that sustainable tourism can be seen as a form of tourism that facilitates and enables sustainable development.

According to Mckercher (2003: 3), tourism is considered one of the industries most suited to adopt sustainability as a philosophy for many reasons, such as:

- **Tourism consumption of non-renewable resources is limited apart from transport**;
- **The core resources bases for tourism are community’s resources and culture**;
- **Tourism can make cultural and natural resources renewable**;
- **Tourism can be available to even remote communities which have no other economic choices**;
- **Tourism provides opportunities to create employment, stimulate regional economic development and reduce poverty**.

Similarly, Burns and Holden (2002) asserted that tourism, if managed appropriately, can benefit the economy, society and enhance biodiversity. However, Mckercker (2003: 4) further indicated that historically much of tourism has been unsustainable for the following reasons:

- **Tourism is a fierce competitor for resources - the provision of cultural and ecotourism opportunities for tourists may mean that local residents are displaced**;
• The needs of tourists are different than those of local residents and, thus, serving tourists may not suit the needs of local residents;
• Few people understand tourism and what is required to develop successful tourism products, meaning that a lot of countries have made unwise investments in tourism;
• Tourism is often imposed on local communities, especially rural and minority communities, at level and speed that causes great social disruption.

Thus, the focus of achieving sustainable tourism development is based on how best to encourage more tourism development and at the same time, manage the cultural and environmental resources in order to maximise the benefits and minimise its costs (Eccles, 1995). In that sense, the World Tourism Organisation (WTO) linked sustainable tourism development with managing resources when it defined sustainable tourism as:

Tourism which leads to management of all resources in such a way that economic, social and aesthetic needs can be filled while maintaining cultural integrity, essentials ecological processes, biological diversity and life support systems. (Mckercher 2003: 4)

Stabler (1997: 51) supported the idea of that the major challenge in implementing sustainable tourism is basin on “establishing sustainable development as the primary strategic objective for the tourism industry”. Additionally, Stabler (1997: 51) indicated that applying the concept of sustainable development is, however, essentially a four-stage process, which are:

• Defining and establishing the concept of “sustainable tourism”;
• Determining the conditions for sustainable tourism to be achieved;
• Developing a framework to measuring progress towards sustainable tourism;
• Developing a set of techniques to make sustainable tourism operational.
Therefore, tourism developments need to adopt the four-stage process in order to achieve sustainable tourism development and protect the environment which is considered the basis for any developments as highlighted by Wheeller (1996: 15):

We must now all be familiar with the long running, "long-term" arguments, emanating from the industry that the tourism product is the environment; tourism depends on the environment for its continuing success; therefore, it is the tourism's interests to preserve and enhance the environment.

Similarly, Boxill (2004) emphasized the need to protect the natural and man-made environment and asserted that the new trend in tourism recently is directed to green tourism and heritage and cultural attractions. Furthermore, developers need to be clear about the real meaning of sustainability in order to develop a framework to measure progress towards it and to consider the three aspects of TBLS by achieving the environmental sustainability, social sustainability and economic sustainability.

Lew and Hall (1998: 199-201) suggested that there are lessons to be learned from various literature on sustainable tourism development which were presented in their book “sustainable tourism: a geographical perspective”, these lessons are:

- Sustainable tourism represents a value orientation in which the management of tourism impacts takes precedence over the market economics – although tension between the two is ever present;
- Implementation sustainable tourism development requires measures that are both scale- and context-specific;
- Sustainable tourism issues are shaped by global economic restructuring and are fundamentally different in developing and developed economies;
At the community scale, sustainable tourism requires local control of resources; Sustainable tourism development requires patience, diligence, and a long-term commitment.

3.4.1 Environmental sustainability

Stabler (1997) indicated that “environment” to most people consists of natural resources, such as oceans, lakes, rivers, forests, beaches, mountains, rural landscapes, and wildlife habitats. However, he asserted that in order to relate it to sustainable development, a much more holistic understanding needs to be considered. Consequently, Holden (2000: 24) indicated that “the environment of tourism can be viewed as possessing social, cultural, economic, political dimensions besides a physical one”. Thus, he emphasised the need for better interaction between all the dimensions of the environment. However, Butterfield (1999) indicated that focusing on the environmental degradation has been declined as a result of focusing on economic benefits.

Tourism is not an economic sector which only generates income; it is a multi-purpose sector which contributes to the economy, society and environment (Braissoulis, 1992). However, it is very much depends on the environment and the natural resources and the issue of the relationship between tourism and the environment is well discussed in the literature (Braissoulis and Straaten, 1992; Bergh, 1992; Wheeller, 1996; Middleton and Hawkins, 1998, Butler, 1999, Ondicho, 2000, Page, 2003). In that sense, there are major challenges to maintain and protect the environment for the survival of the tourism industry, which is according to Burton and Kassian (1999) is the responsibility of
individuals around the world and can be facilitated according to Phelps (1999) by developing and raising the environmental awareness globally.

Kennedy et al. (2002) declared that environmental problems have always been a major issue from long time. Tourism particularly has potential negative impacts on the environment, such as water, air and visual pollution, sewage problems and degradation of archaeological and historical sites (Konsolas and Zacharatos, 1992; Chiotis and Coccossis, 1992; Convery and Flanagan, 1992; Botterill, 1999; Bruce and Jackson, 1999; Youell, 1999). However, Straaten (1992: 85) indicated that these negative impacts "unfortunately, very often ignored by national and regional authorities". Therefore, in order to minimise the negative impacts of the tourism industry on the environment, according to Ashworth (1992), Borg (1992) and Wheeller (1994), the cultural and social issues related to achieving sustainability need to be considered:

*The environment in a tourism context, in addition to the traditional natural and physical perspective, must have a cultural and social dimension.*

(Wheeller, 1994: 648)

Tourism can contribute negatively and positively to the environment (Holden, 2000). However, according to Horobin and Long (1996); Pobocik and Butalla (1998); Dowling and Fennell (2003) and Mihalic (2003), tourism is one of the contributors and causes of environmental degradation. Stabler (1997) asserted that there are three causal complexes seem to be responsible for the degradation of the environment, which are: the overuse of non renewable and
renewable resources; air pollution which affects oceans and potentially leads to acid rain; destroying the ecosystem by unplanned developments.

Similarly, Muller (2002) indicated that humans are consuming natural resources rapidly and therefore, Meadows et al. (2004) suggested that the environment perhaps will not be able to be maintained for more than a generation or two. Additionally, Charlton (1998) referred to the negative effects of increasing the number of visitors on old roads in rural areas. Consequently, according to Meadows et al. (2004) many negative impacts on human health and economy are already obvious. They described the human burden on the environment as it is difficult and complex to quantify and the best current approach is the ecological footprint. That concept is defined by them as the total impact of humanity on nature: the sum of all effects of resources extraction, pollution emission, energy use, biodiversity destruction, urbanization, and other consequence of physical growth (Meadows et al., 2004).

McKercher (2003: 5) suggested the following guidelines for achieving environmental sustainability and maintain the essential ecological processes:

- **Codes of practice should be established for tourism at all levels;**
- **Guidelines for tourism operations, impact assessment and monitoring of cumulative impacts should be established;**
- **Formulate national, regional and local tourism policies and development strategies that are consistent with overall objectives of sustainable tourism;**
- **Institute baseline environmental impact assessment studies;**
- **Ensure that the design, planning, development and operation of facilities incorporate sustainability principles;**
- **Ensure tourism in protected areas, such as National Parks, is incorporated into and subject to sound management plans;**
- **Monitor and conduct research on the actual impacts of tourism;**
Chapter three: Sustainable development

- Identify acceptable behaviour among tourists;
- Promote responsible tourism behaviour.

An EMS is considered an approach by which the environmental issues and local concerns can be incorporate into long-term strategies. According to Font et al. (2001) developers have to consider issues and programmes, such as EMS in order to minimise the negative impacts of their organisations on the natural resources. An EMS could be a solution for many of the management problems in relation to protecting the environment. Font et al. (2001: 45) also asserted that an EMS can be implemented by adopting a cycle which consists of the four points of Plan-Do-Check-Act Cycle and accordingly organisations could have better future with a minimum impact on the environment:

A management system is a method of structuring and processing the day-to-day practices and plans for a company. An EMS especially aims to identify and incorporate the management of environmental issues and consequences related to an organization’s operations ensuring that risks to the environment are identified and minimised.

(Welford and Gouldson, 1993 cited in Font et al. 2001: 45)

In respect to the above, in carrying out an EMS, an organisation should put an action plan for a long term environmental aims and objectives, implement the plan within all its department, check performance and then act towards any inappropriate problems. Gilbert (1993 cited in Font et al. 2001) indicated that there are three principles for EMS as follows: every organisation should consider the fact that it should have an impact on the environment even if it is small; managers are responsible and should be in control of the outcomes of their businesses; every organisation has the ability to set and design its own agenda and guidelines in relation to its own EMS.
ISO 14000 focuses on large manufacturing organisations (Font and Tribe 2000 cited in Font et al. 2001). However, in the last few years, small tourism organisations and projects have implemented appropriate EMS steps in order to obtain ISO 14000 certification. A generic International Standard ISO model for recreational and countryside tourism was proposed by Tribe et al. (2000 cited in Font et al., 2001) which is based on five points outlined in Figure 3.4:

**Figure 3.4: Elements of an EMS** [Adapted from: Tribe et al., 2000 cited in Font et al., 2001].
According to the above figure, Font et al. (2001) emphasised the importance of having a commitment from employees towards implementing EMS in their departments which should be expressed with full stakeholder contributions and resulted in many economic benefits. Tribe et al. (2000 cited in Font et al., 2001) explained that the five elements of EMS are vital and they asserted that: Setting an environmental policy with long-term environmental aims and objectives is vital in relation to the development of an EMS for a business or an organisation; the environmental policy should have a commitment not only towards the specific site of the development but also towards global environmental issues; site review can be carried out through an assessment of the current position of the development site in relation to the environmental, cultural and heritage issues, and how the visitors will impact on the rural environment and the attractiveness and the quality of the countryside.

Identifying the negative impacts on the environment as well as the positives will help in setting long-term environmental aims and objectives and will help in carrying out the third step which is setting a programme in which issues can be prioritise according to its importance and then implement-the programme via day-to-day operations of the organisations or a business (Font et al., 2001). In terms of operations, an organisation’s staff and managers should be aware of their responsibilities and roles in relation to implementing an EMS and which resources they might use in order to achieve their organization’s environmental agenda (Diamantis 1998; Font et al., 2001). Motivation, incentives and encouragement from managers to their employees would have a good influence
in carrying out a successful EMS within an organisation and audit and review are the last steps of implementing an EMS, in addition, stakeholders and managers should review and assess their success or failures towards achieving the environmental agenda aims and objectives in order to provide a feedback and take action when appropriate (Diamantis 1998; Tribe et al., 2001 cited in Font et al., 2001).

In terms of local environmental standards, GDES is the EMS used by many organisations and developments in Wales; it recognises different levels of commitment to effective environmental management and offers an EMS relevant to the specific needs of an organization in relation to protecting and improving the environment (Green Dragon Environmental Standard, 2004). There are five levels of the GDES as follows:

- Level one: Commitment to Environmental Responsibility;
- Level two: Complying with Environmental Legislation;
- Level three: Managing Environmental Impacts;
- Level four: Environmental Management Programme;
- Level five: Continual Environmental Improvement.

(Green Dragon Environmental Standard, 2004: np)

Level five is equivalent to ISO 14001 and therefore staged progression towards level five GDES by an organisation can represent phased implementation of ISO 14001 (Personnel communication with Jones, 2006).

Protecting the environment has been a major issue and as a result, one of the popular methods of protecting a certain valuable piece of land is to set it up as
a protected area and conserve the natural resources and the archaeological sites on the land (Holden, 2000). Protected area is a term which refers to:

Public lands held in trust with both a recreation/tourism and conservation/preservation mandate, and owned and usually operated by a public agency.

(Fennell, 1999: 78)

Protected areas, according to Weaver (1994: 164), are "the primary venues of ecotourism". Additionally, Mason (2005) asserted that governments all over the world establish protected areas and create the rules and the legislations appropriate for all developments within these areas. According to the WTO (1992 cited in Holden, 2000: 130-131), a hundred and thirty countries around the world have designated some of their land as protected areas and in the early 1990s, 5% of the earth surface was protected. However, there are several classifications to protected areas as highlighted in the following table:
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#### Classification Features

<table>
<thead>
<tr>
<th>Classification</th>
<th>Features</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scientific Reserve/Strict Nature Reserve</td>
<td>Maintaining and protect the area.</td>
</tr>
<tr>
<td>National Park</td>
<td>Protecting an area for educational and recreational use.</td>
</tr>
<tr>
<td>Natural Monument/Landmark</td>
<td>Preserving of nationally significant natural resources.</td>
</tr>
<tr>
<td>Managed Nature Reserve/Wildlife Sanctuary</td>
<td>Protecting of nationally significant species and landscape.</td>
</tr>
<tr>
<td>Protected Landscape</td>
<td>Protecting of landscape and tourism is permitted.</td>
</tr>
<tr>
<td>Resource Reserve</td>
<td>Sustaining resources and prohibiting developments.</td>
</tr>
<tr>
<td>Naturally Biotic Area/Anthropological Reserve</td>
<td>Permitting the way of life for societies living in harmony with environment to continue.</td>
</tr>
<tr>
<td>Multiple-use Management Area/Managed Resource -</td>
<td>Sustaining production of a mix of water, timber, wildlife, pasture and outdoor recreation.</td>
</tr>
<tr>
<td>Biosphere Reserve</td>
<td>Conserving through creation of national reserve and networks. Can include natural biomes or communities.</td>
</tr>
<tr>
<td>World Heritage Site</td>
<td>Protecting natural and cultural features.</td>
</tr>
<tr>
<td>Wetland of International Importance</td>
<td>Protecting Marshes, swamps and wetlands of value for flood control.</td>
</tr>
</tbody>
</table>

| **Table 3.1: Protected areas classification** [Adapted from: Nelson 1991 cited in Fennell, 1999; Holden, 2000]. |

According to Holden (2000), in some of the above protected areas, human settlements and economic developments are permitted, and if governments
manage and control tourism development in the protected areas, there is a possibility of maintaining existing valuable resources with a positive economic contribution resulting from tourism development. However, if tourism development lacks sustainable planning, protected areas will degrade and lose their valuable resources.

Some of the significant protected areas, which play an important role in relation to the tourism industry, are National Parks (Holden, 2000). According to Collins (1999) and Mason (2005), National Parks have been created in order to: protect the environment; promote opportunities for people to enjoy the landscape whilst preventing major developments being proposed, and so that natural resources are protected for the next generation. Additionally, Hall (1998) emphasised that the main aim of National Parks is to protect the natural resources and attract visitors to generate income and benefit local communities. The conflict between protecting the environment and promoting opportunities for economic developments in National Parks has been a major concern. However, Bissix (1999) and Doe (1974 cited in Collins, 1999: 78) emphasised that where there is a conflict between both aims, the environment “should always take precedence”.

From the tourists’ point of view, National Parks provide significant opportunities for understanding the value of the natural resources and enjoying the unspoiled environment (Cater, 2002). However, sustainability is
not guaranteed unless these parks provide benefits to indigenous people
(Cater and Goodall, 2002), which is emphasised by the following quote:

Some scientists, conservationists, park officials, and environmental organisations concerned about this clash parks and people began to rethink the protectionist philosophy guiding park management. They began to argue that protected species, areas, and ecosystems would survive only if those people living nearest benefited financially from both the parks and tourism.

(Honey, 1999: 12)

Excluding indigenous people from National Parks can result in social problems as indicated by Olindo (2002: 93) in his study on the Kenyan National Parks:

Many of the local people are so disgruntled with decades of being ignored that today they are the enemies of the parks and national forests. Their anger has its roots in colonialism and the ban of traditional hunting, and in the fact that the wild game living in the parks are allowed to range freely over private lands, competing with domestic animals, using up essential water supplies, and sometimes contributing to soil erosion and degradation.

Governments at national and local levels are responsible for setting the rules and regulations of protecting the natural resources in National Parks and controlling development (Holden, 2000). However, Dredge and Humphreys (2003) asserted that local authorities are often in need for national government to provide advice in relation to major developments in their areas:

Rural local governments, often less well resourced than their urban counterparts, are frequently faced with vexed policy problems where tourism growth occurs in sensitive natural environment.

(Dredge and Humphreys, 2003: 121)
Although National Parks play a fundamental role in conserving the environment, there are costs and benefits for them as highlighted in the following table:

<table>
<thead>
<tr>
<th>Benefits</th>
<th>Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protecting landscaping, wildlife and ecological communities;</td>
<td>Unless carefully managed, recreation and tourism can pose a threat to both the landscape and wildlife that the park was established to protect;</td>
</tr>
<tr>
<td>Provide a place for people to have access to and experience the countryside. Tourists can also provide revenues for scientific research and conservation projects;</td>
<td>Granting of National Parks status focuses attention on the area. This may possibly lead to the attraction of too many tourists and overcrowding the area;</td>
</tr>
<tr>
<td>Offer employment opportunities for local people to become involved in conservation of the environment rather than destructive practices such as clearing natural vegetation for agriculture and poaching.</td>
<td>Indigenous people can be excluded from their territory to protect landscape and wildlife.</td>
</tr>
</tbody>
</table>

Table 3.2: Benefits and costs of National Parks (Sources: Holden, 2000: 134).

Robinson (2002) in his study on Sagarmatha National Park in Nepal highlighted the significant problem of the lack of political power of National
Chapter three: Sustainable development

Park authorities. He asserted that power is important for approaching decisions in relation to tourism developments in National Parks appropriately, and also maintaining and conserving the natural resources. However, he learn that National Park authorities lack the appropriate political power and funding necessary for developing programmes and projects related to conservation. Therefore, there is a need to consider National Parks’ aims and demands in relation to protecting the environment. Additionally, national and local governments need to prioritise National Parks and provide funding and support to National Park authorities, managers and officers in order to achieve the aims of the environmental agenda.

Another problem was highlighted by Rovinski (1991 cited in Weaver, 2002) in his study on National Parks in Costa Rica. Rovinski indicated that while National Parks were designated in for the purpose of conservation and protection of the environment, some of the National Parks lack of sustainable development and experienced environmental problems, such as water pollution, overcrowding and change the nature of flora and fauna as a result of the increasing the number of visitors and ignoring the carrying capacity issues, which according to Coccossis and Parpairs (1992) is not well explored in the literature. In that sense, Inskeep (2002) emphasised the need to attract high spend visitors to maximise the benefits and minimise the social and the environmental impact of large numbers of diverse of visitors.
Lovejoy (1992 cited in Fennell, 1999) indicated that National Parks are facing many challenges, such as political interests, which have a potential conflict with the aim of National Parks and the overuse of the natural resources by visitors and local communities. Similarly, Hall and Kinnaird (1994) indicated that governments' policies in relation to tourism and their strategies in relation to the environments are often in conflict. In that sense, these challenges affect the achievement of TBLS and hence sustainable development in National Parks.

### 3.4.2 Social sustainability

Recently, there is a focus on the demands of local communities in relation to tourism developments in their areas (Leslie, 1999; Sinclair, 2003). Additionally, according to Zeppel (1998), local communities' culture and traditions, particularly in rural areas and National Parks, are the main attractions for visitors. Therefore, it is necessary to consider the interests of local communities (Wight, 1998) and avoid ruining their lives by unplanned development and increased traffic (Khan, 1994) in order to achieve the overall goal of sustainable tourism development.

According to Peck and Lepie (1989: 203-204), the importance of tourism to local communities falls into three categories: power, payoffs and tradeoffs as highlighted in the following table:
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<table>
<thead>
<tr>
<th>Criteria</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Power</td>
<td>Includes the ownership of the land that is developed, the sources of the financing, the input from local people, and the relation of local traditions to the development projects;</td>
</tr>
<tr>
<td>Payoffs</td>
<td>Include benefits to the host culture from tourism, the potential change of the social mobility within the existing social order;</td>
</tr>
<tr>
<td>Tradeoff</td>
<td>Involves the social impact, the change of the nature of communities (e.g. shifting from agriculture to tourism or commerce) and the impacts on norms and mores.</td>
</tr>
</tbody>
</table>

Table 3.3: The criteria of the importance of tourism to local communities
[Adapted from: Peck and Lepie, 1989].

According to Peck and Lepie (1989), power is related to the involvement of local communities in the tourism industry and it is considered a crucial factor in determining their benefits. Furthermore, they indicated that the social impacts of tourism need to be considered in order to maintain a community structure and culture. In that sense, indigenous tourism - which is defined by Hinch and Butler (1996 cited in Zeppel, 2006: 8) as "tourism activity in which indigenous people are directly involved either through control and/or by having their culture serve as the essence of the attraction" - is an appropriate type of tourism which ensures local communities' benefits from tourism. Ensuring local communities' satisfaction, benefits and welfare is considered part of social sustainability as highlighted in the following quote:

The social dimension of sustainability encompasses the political, cultural and people-centred issues except the economic. It entails ensuring that the basic conditions for human life to exist and flourish
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within society. These include: food, shelter and clothing, health care, education and social interaction.

(Sustainability, 2007: np)

The above conditions should meet with a balanced and sustainable natural environment and economy. In order to increase the local community’s control over their lives and their places, scholars, such as Gurung and Coursey (1994) and Krippendorf (2002) emphasised the need to involve the local community and motivate visitors to learn about destinations. Additionally, McKercher (2003: 5) suggested certain guidelines which are fundamental to achieving social sustainability, such as:

- **Tourism should provide quality employment to community residents;**
- **Encourage businesses to minimise negative effects on local communities;**
- **Ensure an equitable distribution of financial benefits throughout the entire supply chain;**
- **Provide financial incentives for local businesses to enter tourism;**
- **Improve local human resource capacity;**
- **Education and training programs to improve and manage heritage and natural resources should be established;**
- **Conserve cultural diversity;**
- **Respect land and property rights of traditional inhabitants;**
- **Guarantee the protection of nature, local and the indigenous cultures;**
- **Work actively with indigenous leaders and minority groups to ensure that indigenous cultures and communities are depicted accurately and with respect;**
- **Strengthen, nurture and encourage the community’s ability to maintain and use traditional skills;**
- **Educate tourists about desirable and acceptable behaviour;**
- **Educate the tourism industry about desirable and acceptable behaviour.**

Although the above guidelines provide a comprehensive picture of what social sustainability is about, it seems that developments do not necessarily address these guidelines into their sustainability agenda and there is a little
recognition of the a development’s social impact perhaps because social impacts are “subjective and intangible” (Haley et al., 2005: 649).

For example, as pointed out by Bachmann (1988 cited in Zeppel 1998), local communities’ opportunities for employment are limited, such as the Massai groups in Kenya who only selling craft works and souvenirs in Massai Mara National Park. However, Zeppel (1998) indicated that recently the Massai groups have participated in the tourism industry, benefit from the tourism revenues in their areas and some of them own hotels, lodges and shops. Additionally, according to Tosun and Timothy (2001) some governments, particularly in developing countries, are not interested in involving local communities in the decision-making process and are not interested in their perceptions in relation to tourists and the tourism industry as echoed in the following quote:

*The majority of research on host’s perceptions of tourism development has addressed only small, rural, or resort-type communities.*

(Haley et al., 2005: 649)

According to Eccles and Costa (1996), host’s perceptions refer to the relationship between local communities and tourists or visitors to their areas. Large numbers of tourists can negatively affect communication between tourists and residents which is considered by Miller (2001: 358) as a “barrier to sustainability” as echoed in the following quote:
The way host communities perceive tourism is strongly influenced by tourists' behaviour, and the power these individuals have over the local community. The number of visitors also affects the way locals relate to tourists.

(Eccles and Costa, 1996: 47)

On one hand, local communities can develop negative host's perceptions as a result of negative social impacts of large numbers of tourists, such as increasing products and services prices, noise and pollution (Rothman 1978 cited Haley et al., 2005) and can also be affected from the internal and external conditions of economic developments (Veenswijk and Chisalita, 2007). This negative effect with the lack of awareness of the importance of the tourism industry, perhaps lead to the local communities hating and rejecting visitors (Conlin, 2002). On the other hand, host community may benefit from the positive impacts tourism, such as, providing job opportunities, minimising migration to cities and improving infrastructure and therefore develop positive perceptions towards the tourism industry (Milman and Pizam, 1988 cited in Haley et al., 2005; Bird, 2002; Jackson, 2006). In that sense, Miller (2001: 358) suggested that:

*Locals must be convinced therefore of the benefits from tourism before any progress can be made towards a more sustainable position.*

Scholars, such as Graburn (1989); Poon (2002) and Nash (1989) indicated that recently, tourists are interested in communicating with local people and learning about their culture and traditions which accordingly enable better communication and enhance understanding between different cultures.
Additionally, Miller (2003: 35) indicated that tourists need to be aware of the nature of relationships between visitors and local communities in order to enjoy their holidays:

"A tourist who ignores reports on the poor state of the natural environment in a destination or poor host/guests relations will suffer the effect of choosing such a holiday while at a holiday while at a destination."

However, as a result of language barriers and the different cultures and backgrounds of tourists and local people, difficulties and conflicts are expected in the tourist-host relationship (Reisinger, 2002) and local culture has been always threatened by the tourist culture (Patullo, 2002).

Sethna and Richmond (1978 cited in Haley et al. 2005: 651) provided a critique of the study of the social impacts research, such as:

1- The lack of underpinning theory;
2- The choice of different methodologies in examining perceptions;
3- Sampling methodology used in the studies vary considerably;
4- Descriptions provided of the sampling plans have been generally limited.

Additionally, Miller (2001) indicated that some individuals of local communities are not aware of the potential tourism negative impacts that might occur in their areas, and therefore, it is difficult for these communities to play a role in minimising these impacts.

Despite scholars, such as Mckean (1989); Lett (1989); Greenwood (1989) and Smith (2002) indicated that tourism is a tool for enhancing
communications and strengthening culture and communities. In addition, it benefits local communities and enhance small businesses, such as arts and crafts (Deitch, 1989). Haley et al. (2005) and Crystal (1989) emphasised the need to consider all the stages of social problems related to tourism and identify priorities of investigations. Furthermore, while Choi and Sirakaya (2005 cited in Dyer et al. 2006) asserted that the needs of the local communities should be the focus of any tourism development, other authors, such as Sunyer, (1989); Miller and Twining-Ward (2005); Teye et al. (2002 cited in Dyer et al., 2006) and Cole (2006) emphasised the essential need for involving local communities in the decision-making process, and considering their opinion in relation to tourism development in their area, in addition to enhancing their access for better education (Shaw and Williams, 2002) and enabling their direct participation in the tourism industry (Swain, 1989), in order to improve communication and ensure the sustainability of different forms of tourism.

Although literature on the use of techniques to evaluate the social impacts of tourism is not sufficient, may be because of the sensitivity of exploring the social aspects of sustainability, good examples of research are recently carried out, such as Teye et al. (2002 cited in Haley et al., 2005) who used a statistical technique in order to analyse data related to the social impacts of tourism and provide all necessary justification for the use of specific analysis methods (Haley et al., 2005).
3.4.3 Economic sustainability

As mentioned earlier in chapter one (section 1.2) and chapter three (section 3.2) economic sustainability is one of the three pillars essential to operationalise the idea of sustainable tourism development and TBLS which outweigh social and environmental sustainability (Wheeller, 1993; Horobin and Long, 1996; Hart, 1997 cited in Elkington 1997; Butterfield, 1999; McDonough and Braungart, 2002; Lea, 2002; Clayton, 2003; Jackson, 2006). According to Sisman (1994) and Helms (2004), economic sustainability is tending to improve the quality of life rather than negatively affect it. In order to achieve economic sustainability, McKercher (2003: 4) suggested certain guidelines which are:

- Form partnerships throughout the entire supply chain from micro-sized local businesses to multinational organisations;
- Use internationally approved and reviewed guidelines for training and certification;
- Promote among clients an ethical and environmentally conscious behaviour;
- Diversify the products by developing a wide range of tourist activities;
- Contribute some of the income generated to assist in training, ethical marketing and product development;
- Provide financial incentives for businesses to adopt sustainability principles.

According to Goodland (2002), in order to achieve economic sustainability, developers need to ensure the long-term profit of their business, maintain capital, provide job opportunities and enhance local economy. However, in the tourism industry, Jackson (2006) indicated that economic benefits are always associated with negative impacts not only on the environment, but also on communities as highlighted in the following quote:

Overemphasis on economic benefits has often led to adverse physical and social consequences. The reason for this is the simple fact that, as tourism development and tourist activity expands, so too does the
potential harm, social impact and potential for human induced harm and disturbance to destination residents and the environment.

(Jackson, 2006: 574)

Similarly, Urbanowicz (1989) emphasised that the increasing number of tourists in an area should have adverse impacts on its environment, economy and culture. Indeed, although tourism can provide various economic benefits to local communities (Robinson, 2002) by attracting tourists to their remote areas which considered a new source of economic benefits, there is a potential danger of price increase in a destination (Marfurt, 2002) which perhaps negatively affects local communities. Additionally, high quality tourists only visit unspoiled destinations (Cohen, 2002). Therefore, economic sustainability is based on environmental sustainability.

Employment is one of the significant economic impacts of tourism (Lea, 2002). Sustainable tourism development often provides job opportunities for local communities. However scholars, such as (Lea, 2002: 169), indicated that employment is surrounded by confusion as highlighted in the following quote:

Little is known, for example about the skills required and the return benefits expected; the geographical distribution of employment; the overall contribution to national, regional and local economies; and the future significance of the travel industry as an employment generator.

Thus, local communities' benefits from employment in the tourism sector are not always guaranteed. Lea (2002: 169) identified three types of employment; direct employment from the money spent in tourism development entities, such as hotels; indirect employment in businesses related to tourism, such as transport
and souvenirs; *induced employment* from the expenditure of the local communities from their earnings from tourism. He emphasised the need to consider all types of employment to approach accurate studies on the benefits of job opportunities to local communities. In that sense, in order to maximise local communities' opportunities in employment in the tourism sector, training programmes must be considered for unskilled staff before planning to bring skilled staff from outside their area (Sherman and Dixon, 2002).

3.5 Alternative approaches to sustainable tourism

There are a number of terms which are almost synonymous with the term sustainable tourism (Hinch, 1998), such as soft tourism, responsible tourism, alternative tourism, ecotourism, green tourism and rural tourism. These terms perhaps carry similar meanings, but at the same time, there are small differences between them. In general, these terms should aim to achieve the same goal which is achieving sustainability as highlighted by Wheeller (1992a: 140): 

*What is needed, as arguing by many, is a more caring, aware form of tourism industry - small-scale developments, ecologically sound, local integration with indigenous ownership and control, seasonal and spatial spread demand, etc.- and a more caring, aware tourist well versed in the ethics of 'travel'. The pace of any tourism development should be slow, controlled, sympathetically planned and managed.*

According to Lane (1994), soft tourism is not possible where there are concentrations of large-scale tourist specific enterprises in an area, it has many of the characteristics sought by those who seeking the development of more sustainable forms of tourism. Lane identified a number of characteristics of soft
tourism including: integration of tourism into a wider functioning economy; operation at a higher level of protecting the environment; employment of local people; empowerment of local people; use of local products; and finally respect for local cultural traditions. Therefore, it can be noted that soft tourism is an alternative form or another term of sustainable tourism development as they are similar in their characteristics.

As reported by the Association of British Travel Agents (ABTA) (2004), responsible tourism is about ensuring that tourism organizations look after destinations so that their attractions and resources whether natural or cultural, are not degraded either for local people or for future visitors. In other words, that means ensuring that tourism development respects the environment, providing opportunities for local people to earn income, e.g. from direct employment; by providing supplies to hotels; or by educating customers and visitors about the culture and environment of their destination to help them get more from their holiday.

Wheeler (1991: 92) indicated that responsible tourism is considered more all-encompassing term as highlighted in the following quote:

*Responsible tourism can broadly be interpreted as an umbrella term embracing this supposedly more caring, aware form of tourism.*

Therefore, to achieve a more responsible tourism, developments need to be in a small-scale and stakeholders need to take into account the environmental sustainability as a main goal for their developments. The Department of
Environmental Affairs and Tourism (DEAT) in South Africa is a good example of a destination applying the term "responsible tourism". DEAT (2002) announced that responsible tourism is the main goal for tourism development in the country since 1996, and accordingly, the government, the private sector and communities share the responsibility for practicing tourism in a sustainable manner. However, it asserted that there are some specific guidelines in which these communities can be realised, and every organisation needs to develop its own agenda for action by improving its product, service, or the livelihoods and quality of life for local people. In this matter, DEAT (2002) defined responsible tourism as:

*Enabling local communities to enjoy a better quality of life through increasing socio-economic benefits and improving the environment. It is also about providing better holiday experiences for guests and good business opportunities for tourism enterprises.*

(DEAT, 2002: 1)

Weaver and Lawton (2001) indicated that alternative tourism is recently replacing mass tourism in order to avoid the problems of large scale accommodation and large numbers of tourists. Miller (2003: 19) indicated that "within the mass tourism market, there is a lack of understanding by consumers that tourism is a product that can have negative impacts", a problem which is not encountered in alternative tourism. Weaver (1998) asserted that the main characteristics of alternative tourism are: emphasising the contact and understanding between the hosts and the tourists, as well as the environment. Additionally, he indicated that it is a tourism that is consistent with the natural, social and community values; allows a positive relationship among locals and
tourists; includes micro and small companies owned by the local community. Other characteristics of alternative tourism are smaller impacts on the natural and social environments, links with other sectors of the local economy (e.g. agriculture and craft) (Weaver, 1998).

In natural tourism, there is an emphasis on the integration of environmental protection and rural development, in addition to providing revenue for managing natural resources (Sherman and Dixon, 2002). Accordingly in natural tourism, governments should ensure the benefits of local communities from tourism, such as providing job opportunities; enhancing infrastructure; using some of the fees and revenues of tourism to construct schools and hospitals; planning for community activities (Sherman and Dixon, 2002).

While Cater (2002) used the term natural tourism interchangeably with the term ecotourism, Fennel (1999) indicated that natural tourism is a broad type of tourism encompassing many other types, a conclusion evidenced by Goodwin (1996 cited in Fennel, 1999: 35) when he asserted that:

Natural tourism encompasses all forms of tourism – mass tourism, adventure tourism, low-impact tourism, ecotourism – which use natural resources in a wild or undeveloped form – including species, habitat, landscape, scenery and salt and fresh-water features. Natural tourism is travel for the purpose of enjoying undeveloped natural areas or wildlife.

In that sense, ecotourism is a sustainable form of natural tourism as asserted by Higham and Carr (2003).
Boo (1990 cited in Weaver, 1998: 2) asserted that there is a relationship between the term ecotourism and sustainable tourism, he defined ecotourism as:

Tourism that consists of travelling to relatively undisturbed or uncontaminated natural areas with the specific objective of studying, admiring, and enjoying the scenery and its wild plants and animals, as well as any existing cultural manifestations (both past and present) found in these areas.

In these terms, tourists who are interested in ecotourism need to engage themselves into the natural environment and learn about the wildlife, flora and fauna. Additionally, Lew (1998) indicated that ecotourism is the type of tourism which focuses on improving the quality of life of local communities while protecting the environment and enjoying the travel experience. However, ecotourism tourists do not necessarily need to be scientists or adopt a philosopher’s approach, they only need the enthusiasm to protect the environment and learn about the lives of local communities (Weaver, 1998; Hull, 1998; Crouch and McCabe, 2003).

Prosser (1994) suggested another definition of ecotourism; he suggested that ecotourism is to travel to enjoy the world’s diversity of natural life and human culture without causing damage to either. Another definition was suggested by Nicholson (1997) and Scaca et al. (1992 cited in Wight 1994: 40) as follow:

Ecotourism is an enlightening experience that contributes to conservation of the ecosystem while respecting the integrity of host communities.
These above definitions are similar in its context but they differ in some aspects. For example, while Boo (1990 cited in Weaver, 1998), referred to the aspect of studying the nature of the destination and preserving its environment, but Prosser (1994) suggested to enjoy the diversity of the environment and human heritage without causing any damage to neither of them. On the other hand, Scaca et al. (1992 cited in Wight, 1994) and Nicholson (1997) referred to the experience of preserving the natural resources and respecting the host community.

Buckley (2003) noted that the characteristics of ecotourism fall into two categories: environmental inputs and environmental outputs as demonstrated by Figure 3.5:

![Figure 3.5: The main characteristics of ecotourism](image-url)
By adopting this approach, ecotourism can be viewed as “geotourism with a positive triple bottom line” (Buckley, 2003: 1) which has the following advantages:

1- It clarifies the meaning of ecotourism without redefining it;
2- It bypasses the service components which are common to tourism in general, not distinctive to ecotourism;
3- It treats environmental management and interpretations as means not ends;
4- It requires an accurate accounting of environmental and social, as well as financial, costs and benefits;
5- It differentiates ecotourism from tourism products with a mere veneer of green;
6- The tourism products and organisations which are generally viewed as the world's best practice in ecotourism do comply with this definition.

Although the different range of benefits provided by the adaptation of the above approach, it is probably very difficult to accurately account for the environmental and social costs and benefits in a destination (Jenkins and Wearing, 2003). Additionally, ecotourism policy and regulations are seems to be complicated as indicated by Hall (2003: 21):

*Ecotourism policies are the outcome of a policy-making process which reflects the interaction of actors' interests and values in the influence and determination of the tourism planning and policy processes.*

As declared by Mowforth (1992 cited in Cater, 1994), while ecotourism is slightly different to alternative tourism, it is considered a form of alternative tourism which is surrounded by confusion. In practice, Mowforth asserted that ecotourism has been threatened by national and international tour operators who aim to relabel their products in the travel field and promote experiences prefixed with “eco” aimed at increasing interest and profits. Thus, he suggested
that terms, such as, ecotour, ecotravel, ecovacation, ecosafari are often used in order to maximise sales, as echoed in the following quote:

Ecotourism must surely be seen as nothing more than astute short term business practice, part of the conventional tourism industry which utilises the same infrastructure, is driven by the same motivation, namely profit.

(Wheeller, 1997: 48)

Wight (1994: 39) indicated that fundamental to a sustainable industry is the acceptance of the key principles of ecotourism, these key principles includes the role of ecotourism in minimising the negative impact of tourism on the environment and developing in an “environmentally sound manner”; providing long-term benefits to the natural resources and local communities, and the industry, such as conservation, scientific, social, cultural or economic; involve education of tourists and local communities (before, during and after the trip) (Sofield and Li, 2003; Bricker, 2003); encourage all entities recognition of the resources’ values; promote understanding and involve partnerships between many players which could include governmental and NGOs, scientists and locals (both before and during operation) (Zeppel, 2003); promote moral and ethical responsibilities and behaviour towards the natural and cultural environment (Wight, 1994). Table 3.4 highlights the potential costs and benefits that may be associated with ecotourism:
Chapter three: Sustainable development

Direct benefits and costs

Direct benefits:
- Provides incentive to protect environment both formally (protected areas) and informally.
- Provides incentive for restoration and conservation of modified habitats.
- Ecotourists actively assisting in habitat enhancement (donations, policing, maintenance, etc)

Direct costs:
- Danger that environmental carrying capacities could be unintentionally exceed due to:
  - Rapid growth rate.
  - Difficulties in identifying, measuring and monitoring impacts over a long period.
  - Idea that all tourism induces stress

Indirect benefits and costs

Indirect benefits:
- Exposure to ecotourism fosters broader commitment to environmental well-being.
- Spaces protected because of ecotourism provide various environmental benefits.

Indirect costs:
- Fragile areas may be exposed to less benign forms of tourism (pioneer function).
- May foster tendencies to put financial value on nature depending upon attractiveness.

Table 3.4: Environmental impacts of ecotourism [Adapted from: Weaver, 1998].

Despite the direct and indirect costs of ecotourism, it is still considered a clear alternative approach to be adopted for the benefits of local communities as indicated by Place (1998: 117):

Ecotourism can provide an alternative economic base, but it does not happen automatically, or without social and environmental impacts. If it is to be sustainable, local population must be allowed to capture the significant amount of the economic multipliers generated by tourism.
Forbes (1998) believes that the term sustainable tourism is better than the term ecotourism in promoting an alternative tourism approach which aim to replace mass tourism and minimise the negative impact on the environment. However, Chalker (1994: 90) indicated that "ecotourism must not be an excuse to ignore the potential for all forms of sustainable development to have an impact on the environment and become unsustainable". In that sense, Forbes (1998: 122) concluded that that currently, the term ecotourism is "overused and had inappropriately spread to business". Additionally, Edwards et al. (2003) emphasised the need for a consistent definition of ecotourism to be adopt nationally and locally in order to create a common goal and cooperate for its achievements.

While the word "green" is associated with literature related to organic products and parks (Gibson et al., 2003), green tourism is about using sustainability principles in promoting an area for tourism, i.e. using the local environment as an economic resource without compromising its use for future generations through an annual programme of the area activities and protecting the environment and wildlife (Turnbull, 2004). However, "the value of these activities to the local community is the money spent and jobs created by visitors attracted by these products and activities" (Romney Marsh Countryside Project, 2004: np). According to Turnbull (2004), green tourism is recognised as being the development of practices and management within the tourism sector which can minimise the negative environmental impacts of tourism and make sustainable use of the natural and built heritage, whilst at the same time trying
to manage the potential impacts of tourism. However, Gunn (1994) emphasised that green tourism main goal is concerned with achieving better communication between hosts, guests and the environment. Additionally, it is the balance of environmental protection and tourists.

Similarly, the Japanese Ministry of Agriculture (1992 cited in Hong et al., 2003) defined green tourism as the type of leisure activity which aims at achieving better interaction between local residents and tourism whilst enabling tourists to enjoy the experience of visiting and enjoying rural and mountainous areas rich in natural landscape.

According to Kim (1999 cited in Hong et al., 2003), green tourism is a form of community-based tourism in which rural residents participate, aiming at expanding the income of local communities by selling home-grown agricultural products. It is a kind of tourism which involves many activities related to environmentally-friendly small-scale development and aiming to make local residents realise the importance of their rural areas and the values of their culture (Alexander and MaKenna, 1998).

Generally, green tourism is often used interchangeably with rural tourism (Yamazaki et al., 1997 cited in Hong et al., 2003) which focuses on enhancing and protecting the environment in rural areas and considering "tourism development a part of a community integrated development plan" (Keane, 1992: 53). Additionally, in order to achieve green tourism planning, it became
necessary for governments to consider their policies in relation to diverse agricultural subsidies and tax reduction which help to support the price of agriculture products and change trends in order to improve the income of rural areas' residents (Hong et al., 2003).

According to Korea Forest Service (1999 cited in Hong et al., 2003), central governments currently realise the need to adopt a green tourism approach and therefore, they support rural communities and encourage adaptation of the key principles of sustainability, which helps improve local communities life-style and activate the local economy.

3.6 The relationship between sustainable tourism development approaches

To some people, concepts, such as to sustainable tourism, alternative tourism and ecotourism are very similar. Figure 3.4 summarises the relationship between sustainability, mass tourism, alternative tourism and ecotourism. As explained by Butler (1996 cited in Weaver 1998) all tourism practices, in theory, are either considered sustainable or unsustainable and the measurements for determining sustainability are still not fully developed. He added that most tourism can be described as mass tourism, which on one hand, according to Swarbrooke (2000) has a potential of being sustainable as it creates jobs and enable tourist-hosts relationship, and on the other hand has potential negative impacts on the environment (Simpson, 2003). In contrast, Butler (1996 cited in Weaver, 1998) indicated that most alternative tourism practices, can be
considered sustainable, although it can also be unsustainable under certain circumstances and conditions, and perhaps the greater portion of alternative tourism consists of ecotourism and socio-cultural alternatives, although the distinction is often hard to detect or describe (hence the dotted line).

Figure 3.6: Relationship between sustainability, mass tourism, alternative tourism and ecotourism (Source: Butler, 1996 cited in Waeaver, 1998: 32).

However, Wheeller (1992a: 144) indicated that managing tourism negative impacts are not only based on the adaptation of alternative tourism, he stated:

*Alternative tourism is not the answer to the negative impacts of tourism. It must be treated with caution, indeed scepticism, scrutinized and critically analysed from a realistic, practical perspective. Its*
effectiveness is its popularity, enabling the tourist/traveller to enjoy the holiday experience they want with a clear conscience, impunity and no sacrifice; it provides the tourist lobby with the perfect foil to allay fears (superficially) while enabling the industry to continue its growth, spread and development, swathed in a green mantle.

Therefore, what is needed is a more flexible sustainable approach which enables better social, economic and environmental benefits to a tourism destination. However, Elkington (1997: 84) indicated that some individuals in the sustainable development communities claimed that sustainability should not be about social, ethical or cultural issues. He stated:

A sustainable world, they argue, could equally well be more equitable or less equitable than today’s world. The real issues, they say, relate to resource efficiency.

Communities’ views in relation to sustainability probably depend on each community’s circumstances. Nevertheless, in relation to move towards achieving the social bottom line, it is essential to consider the social and cultural issues and require new forms of public-private partnership because business and developments are considered parts of each society.

However, the tourism market has realised the importance of adopting a green approach, and new tourists are beginning to translate their environmental interests into action (Carson and Moulden, 1991 cited in Wight, 1994). Burr (1991 cited in Wight, 1994) reported that 85% of the developed world’s citizens believe that the environment is the most important public issue, whereas over 76% of Americans called themselves environmentalists, and 76% of Canadians believe that environmental protection should remain a governmental priority
even if it will lead to lower economic benefits. Moreover, Wight (1994) observed that green political entities have increased in all parts of the world.

Lane (1990 cited in Wight, 1994) declared that the greening approach needs not to be taken as a current interest. Additionally, other authors (e.g. Salazar *et al.*, 1991 cited in Wight, 1994) argued that there is growing local communities' opposition to unsustainable practices, and the marketplace is recommending an environmentally-sound approach to be adopted all over the world, however, there is a considerable power in the hands of the individual tourist, regarding his/her negative impacts on the places visited and the attitudes which he/she will take with him/her on his/her return home.

There is a relationship between greening the market and the term green tourism. According to Groome (1993) green tourism played a fundamental role in policy-making process. Currently, green tourism has become more recognisable which encompasses a number of ideas, such as social and environmental considerations, support only developments which benefit the local communities, respecting heritage and develop existing buildings. In that sense, the Rural Development Commission (1989 cited in Groome 1993) reported that the concept of green tourism means understanding the relationship between the tourist and the host. In the past, it was unusual for local communities to be involved in the planning of tourist facilities and in considering the suitability of particular tourism ventures in their areas, however, in communities with declining rural industries and services, tourism is always...
put forward as an alternative way of generating income and an ideal way to
green the market (Groome, 1993).

As an example of adaptation of a green tourism approach, Lane (1988 cited in
Groome 1993) presented a Rural Tourism Development Project (RTDP); this
project adopted an approach which aimed to explain how local communities can
produce their own tourism packages. The project is operated through a forum
set up in a village in order to identify the strategy of tourism, and analyse
tourism strength and weakness and therefore, improve the market for tourism
and one of the project features was to enhance the tourists' facilities, and assist
participants to increase confidence, learn how to make use of grants and how to
approach different levels of their government. This project is considered a good
eexample of enabling local communities to influence the form of tourism in their
areas (Lane, 1988 cited in Groome, 1993).

3.7 The challenge of achieving sustainable tourism development

Although sustainable tourism development is a concept which is now well
recognised across all countries around the world since it has been introduced in
1987, WTO (2004: 1) highlighted the following fact:

The conclusions of our evaluation were somewhat disappointing. Although generally speaking, the need to apply systematic planning to
tourism has become a widely accepted fact and although the tourism policies and strategies recommended by international organizations
address environmental as well as social and economic sustainability issues, their actual implementation by central, regional and local
governments, as well as by tourism entrepreneurs has been slow and only partial.
Scholars, such as Butler (1998), McKercher (2003) and Sinclair and Jayawardena (2003) indicated that sustainable tourism development is a concept which is hard to achieve and few tourism destinations are considered sustainable. They referred to the importance of this problem, especially in developing countries which economically depend on their natural resources to attract tourists. Similarly, Wheeller (1993) referred to the complexity of integrating the environmental laws into the context of economic development as echoed in the following quote:

*Within the context of economic development, integrating environmental policy has commonly been perceived as a negative factor, in effect a constraint on implementation. However, institutional and conceptual developments over the past decade have encouraged a much more positive view.*

(Clement, 1997: 262)

Moreover, it has been indicated by WTO (2004) that national tourism administrations in many countries highlighted the fact that although there are environmental laws which should be respected and followed, these laws are formulated without considering the needs of the tourism sector, and the overall sustainability aims and objectives are probably not integrated into the economic development planning process at national levels. Miller and Twining-Ward (2005: 8) suggested that:

*The gulf between “developers”, “economists”, “politicians”, and environmentalists” in their different interpretation of the concept sustainable development creates an unfortunate barrier to its effective implementation.*

According to the above quote, the misinterpretation of concepts related to sustainability and sustainable development leads to unbalanced economic,
environmental and social agendas. Indeed, the best practices of sustainable tourism developments, as indicated by Wheeller (1999) and (1992b: 105), are just "small-scale, isolated examples of success- micro solutions to what patently remains a macro problem".

In that sense, McKercher (2003) identified some of the reasons which are responsible for gaps between sustainability ideology and practice as highlighted in the following table:

<table>
<thead>
<tr>
<th>Agendas</th>
<th>Reasons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economic</td>
<td>1- Improving the economy through economic development and job creation is a higher priority than conservation;</td>
</tr>
<tr>
<td></td>
<td>3- Tourism is a mean to attract foreign aid for large scale infrastructure developments without any ongoing fund for maintenance.</td>
</tr>
<tr>
<td>Structural</td>
<td>1- A lack of a strong national sustainable development framework under which tourism can fit;</td>
</tr>
<tr>
<td></td>
<td>3- A failure to plan comprehensively for large flows of tourists to remote areas in relation to local resources, electricity and water supply;</td>
</tr>
<tr>
<td>Tourism</td>
<td>1- The environment and the local cultural represent the easiest, low cost and fastest way to develop tourism attraction so they are exploited;</td>
</tr>
<tr>
<td></td>
<td>3- A lack of commitment by tourism operators to safeguard the local environment and host cultures;</td>
</tr>
<tr>
<td>Social/community</td>
<td>1- Communities pursue tourism without understanding fully its implications;</td>
</tr>
</tbody>
</table>

Table 3.5: Reasons for the gap between sustainability ideology and practice (Source: McKercher, 2003: 6)
Governments in developed and developing countries are facing fundamental challenge in achieving sustainability (Hall and Lew, 1998; Diamantis and Johnson, 2003; Holtz and Edwards, 2003). Indeed, as argued by Milne (1998: 35):

*While truly sustainable tourism can probably never be achieved, it remains an ideal that we must strive to attain....While significant progress is being made towards this goal; considerable work still remains to be done.*

Therefore, in order to incorporate sustainability issues into the planning, development and management of tourism, there are a number of documents that need to be considered such as, sustainable tourism development policies and plans at local, national and global level; Agenda 21 regulations which encompasses policies and strategies for sustainable development (Chalker, 1994); regulation in relation to land use for tourism developments; legislation on protecting heritage sites; policies and regulations for protected areas and archaeological sites; regulations in relation to the social and cultural carrying capacity of a tourism destinations (WTO, 2004). Additionally, Miller (2001: 361) claim that:

*Although there is general agreement on the need for ST (sustainable tourism) to focus on the long term, there is a little agreement on what policies we should employ over this time period.*

Gupta (1999) and Jayawardena (2003) emphasised the need for a comprehensive environmental programme which educates local residents, particularly young people and tourists about sustainability issues and TBLS in order to ensure their understanding of the balance that should be made
between the economic, social and environmental aspects of TBLS. Williams and Shaw (1998) also emphasised the need to consider the organisational aspects of the tourism industry and provide training programs to staff and officials on how to approach sustainability. Furthermore, national government need to motivate the local communities and provide them incentives for being involved in the tourism industry and particularly protecting the environment (Holden, 2000, Boxill, 2003, Hall and Lew, 1998), motivate and encourage local governments to adopt TBLS and advise planners at all levels to consider the overall goal of the tourism development (Page and Thorn, 1998; Pearce, 2002) and also consider carefully the complex impacts of major developments on the environment (Sasaki and Harada, 1999) in order to enable balancing between the environmental, social and economic agendas.

3.8 Stakeholders

3.8.1. Green alliances

The word “alliance” is defined in Encarta dictionary (2007: np) as “an association of groups with common aim” and they perhaps corporate in order to achieve their main goals. However, Crane (1998) defined green alliance as follows:

Any formal or informal collaboration between two or more organizations which is aimed at developing common solutions to the collaborators’ environmental problems.

(Crane, 1998: 560)

Therefore, a green alliance could occur between any combination of organizations (e.g. governmental organizations, NGOs). However, Wasik (1996)
used a different definition in which he described that green alliances only refer to the collaboration between businesses and environmental groups.

There is a difference between green alliances and strategic alliances. Ring and Van de Ven (1994) explained that strategic alliance emerged when the mark of quality of the current business era became that many firms are choosing to engage in cooperative activities, and it driven both by strategic needs to develop or enhance competitive advantage, and by social opportunities that influence the emergence of inter-firm cooperation. Moreover, Crane (1998) identified two main ways of categorising the green alliances; according to the type of organisations; and according to the nature of degree of interaction between organisations.

There are a number of forms of green alliance, Hartman and Stafford (1997: 189) suggested that there are six forms of green alliance, defining them “according to the form of interaction adopted” as follows: licensing arrangement, corporate sponsorship, product endorsement, task force (co-development of environmental products/ process solutions), system alliance (co-implementation of polices, systems and programmes), and public policy alliance (co-research for policy proposals). At the end of the day, although there are strategic goals and challenges identified by Hartman and Stafford (1997) in relation to green alliances forms, Crane (1998) noted that the aim of using inter-organizational alliances is to produce greener products and enhance communications. Additionally, he asserted that individual organizations alone cannot provide the most effective solutions to fundamental green market problems, therefore,
collaborations between stakeholders may provide the environmental skills and competence access to environmental technologies, as well as other benefits unavailable to the organization in isolation.

3.8.2. Theoretical perspectives on green alliances

According to Crane (1998: 562), there are different theoretical perspectives on green alliances such as: "the resource-based theory of the firm; social exchange theory; relationship marketing theory; the network theory of industrial exchange and stakeholder theory." The first four perspectives are specifically created for commercial purpose and have little recognition in the tourism literature. Therefore, this research will attempt to study the stakeholder theory since it is currently receiving much attention from tourism scholars because of its relevance to the study of tourism.

3.8.3. Stakeholder theory

As a matter of fact, stakeholder theory has become a significant issue in business and management theory in the last several decades (Orts and Strudler, 2002) and is currently adopted regionally, nationally and globally because of its role in enabling better understanding of the challenge faces achieving sustainable development (Clulow, 2005). As explained by Freeman (1984), stakeholder theory suggests that the individual organization presents at the centre of various relationships with several interested entities and groups around it. However, the development's stakeholders are those who can influence, or are influenced by, the organization activities (Freeman, 1984;
Jackson, 2006). The simplest definition of the term “stakeholder” was suggested by Alkhafaji (1989: 36) who indicated that stakeholders are “groups to whom the corporation is responsible”.

Freeman and Reed (1983: 91) identified two versions of stakeholder definitions, (broad and narrow). On one hand, they defined the broad definition of stakeholder as “an individual or group who can affect the achievement of an organization’s objectives”, on the other hand, they suggested that the narrow definition of stakeholder probably include those groups “on which the organization is dependent for its continued survival”. However, Clarkson (1994: 5) distinguished between two categories of stakeholders (voluntary and involuntary) as follows:

Voluntary stakeholders bear some form of risk as a result of having invested some form of capital human or financial, something of value, in a firm. Involuntary stakeholders are placed at risk as a result of a firm’s activities. But without the element of risk there is no stake.

The above definition suggests that stakeholder theory considers only stakeholders who have significant property rights or in danger resulting from the organisation’ decisions. Similarly, Orts and Strudler (1999) deny that government and members of the community in which the organisation operate need to be regarded as stakeholders, even if their economic interests are affected by the organisation. Therefore, they indicated that a narrow version of stakeholder theory would not count the government as a stakeholder, and so it suggests no direct reason that the government laws should be respected, however, some broad versions of stakeholder theory consider the government
as one of the organisation's stakeholders, and thus they have moral obligations to obey the governmental laws.

Mitchell et al. (1997) noted some major differences between the broad and narrow definitions of the term stakeholders, they declared that narrow views of stakeholders are based on the reality of limited resources and attention and these views were suggested as a result of managers' limited patience and time for dealing with all stakeholders. In other words, narrow views of stakeholders define relevant groups according to their direct impact on the organisation's economic interests. In contrast, the broad view of stakeholders is based on the reality that organisations can be affected by, or they can affect almost any entity, however, it is complex for managers to apply this concept. According to this view, the aim of stakeholder management practices are based on managers' awareness of all their stakeholders in order to ensure balancing interests in their decision-making process as echoed in the following quote:

Scholars who attempt to narrow the definition of stakeholder emphasize the claim's legitimacy based upon contract, exchange, legal title, legal right, moral right, at-risk status, or moral interest in the harms and benefits generated by company actions and that, in contrast, scholars who favour a broad definition emphasize the stakeholder's power to influence the firm's behaviour, whether or not there are legitimate claims.

(Mitchell et al., 1997: 862)

Therefore, according to the broader definition of the term stakeholder an organisation's stakeholder can include for example: workers; customers; competitors; local residents; the natural environment. Indeed, in a broader
sense, Mitchell et al. (1997) pointed out that stakeholders can be any entity and any group that can influence or be influenced by the strategies and actions of an organisation (Figure 3.7).

![Stakeholder diagram]

Figure 3.7: Stakeholder groups and how they impact on businesses
[Adapted from: Smith and Fischbacher, 2005; Sustainability, 2005; Fennell and Dowling, 2003; Holtz and Edwards, 2003]

Some forms of communications among these stakeholders are expected (Fineman and Clarke, 1996). However, Frooman (1999) asserted that stakeholder theory is about conflict of interests' management. Additionally, Jackson (2006) emphasised the fundamental role of the government in
facilitating effective communication between different stakeholders with different interests and agendas in order to avoid any potential conflict. In that sense, Hill and Jones (1992) indicated that managers are fundamental groups of stakeholders who can effectively communicate with all other stakeholders and control the decision-making process in the organisation.

According to Agle et al. (1999), community stakeholders include many NGOs and other potential groups who are interested in the environmental issues and aim to influence policies; and they have the power to alter and shift the public opinion towards their interests and the manner in which an organisation responds to these groups often depends on its environmental position. Thus, public concern is fundamental and probably can affect the management's decisions. However, Clulow (2005) indicated that a stakeholder needs attention from the top management to success in influencing a business strategy or a decision. Additionally, Scott and Lane (2000) emphasised that, nowadays, organisations realised their responsibility towards responding to their stakeholders’ different interests and managers became more aware of their responsibility in finding a consensus between all stakeholders.

William and Freeman (1999 cited in Orts and Studler, 2002) indicated that literatures supporting the role of managers in managing conflict often start with discussing the top management; they argued that top management should understand the different interests of different stakeholders and try to balance these interests. Owners always aim to increase their financial revenues, while
customers prefer more money to be spent on research and product development, employees want higher salaries, while local community wants better facilities, and at the end of the day, managers should ensure that all groups are treated equally and no groups are benefited at the expenses of others (Orts and Studler, 2002).

Evan and Freeman (1988) and Jones and Wicks (1999b) concluded that according to stakeholder theory, managers have two responsibilities: to ensure that all stakeholders are treated equally and have their rights in relation to an organisation even if some stakeholders contribute more than others to the organization; and to balance the legal interests and concerns of the stakeholders within the decision-making process. Unfortunately, Orts and Strudler, (1999), concluded that there is no version of stakeholder theory that yet achieves this balance as echoed by Crane (1998: 564):

*Green stakeholder alliances are likely to involve the interaction of fairly diverse institutions and this holds the potential for considerable clashes of culture and value systems.*

While Crane (1998) referred to the expected clashes and confusion resulting from different interests and different agendas of stakeholders involved in one organisation or a development. Other scholars, such as Hartman and Stafford (1997: 194), emphasised that these clashes probably affect the communication and accordingly influence trust as follows:

*Corporations and environmental groups may operate with different objectives, timeframes, and ways of working, and that this “culture gap” might “commonly disrupt the cultivation of inter-partner trust and relations” upon which alliance depend.*
Jones and Wicks (1999a) noted that stakeholder theory is unique and can be separated from other theories because it obviously addresses morals and values as main features of managing organizations and examines cooperative activities within an organisation. Indeed, they asserted that the moral and ethical foundations of stakeholder theory are investigated in much of the literature related to stakeholder theory. Therefore, stakeholder theory probably enables better understanding of the different parties’ interests and often used to reach a consensus in potential conflicts (Harrison and Freeman, 1999).

Recently, scholars, such as Orts and Strudler (2002) suggested that natural resources are considered stakeholders, however, managers probably are not aware of the best ways of dealing with these natural resources and how to show respect to the environment. Others, such as Starik (1995) expanded the meaning of stakeholder to include non-human element and urged managers to take these elements into consideration. However, scholars (e.g. Sober, 1995; Berman et al., 1999) urged that natural resources, such as landscapes, seas and different species probably have needs and humans may consider their needs but only if other needs for garbage dumps, and buildings will be considered.

Thus, humans will not be able to consider the needs of all non-human stakeholders unless they have an appropriate technique to deal with such needs. However, Sober (1995) agreed that the environment is an important stakeholder and deserves to be respected and protected, even if that depends
on human interests and needs. He described how easy it is to distinguish between a healthy ecological area and one that suffers from environmental degradation, and this distinction may seem to suggest that the natural environment has needs and interests. At the same time, Stisser (1994) noted that public concern for the environment is increased every year as people start to realise the importance of the natural resources. Similarly, Johnson (1990) and Haley et al. (2005) asserted that several surveys of the North American Public Concern emphasised that environmental considerations and local communities’ attitudes have much attention in the public agenda. Thus, it can be concluded that the environment can be considered as a stakeholder and managers must pay attention to its needs as well as its protection.

Schmidt (1999) highlighted several ideas about the importance of each category of stakeholders, for example: employees’ responsibility is to ensure customers’ satisfaction and help in achieving the organisation’s aim in relation to profit and productivity; investors provide economic resources necessary for the developing of an organisation; communities must benefit from the existence of an organisation. However, Schmidt asserted that little has been mentioned about the role of the community as a stakeholder. In respect to that, Berman et al. (1999) indicated that within many organisations, there is no significant effect between community relations and the financial performance.

In contrast, Phillips (2003) suggested that influencers, such as competitors and the news media should not considered stakeholders because the purpose of the
organization cannot be to advance the well-being of competitors and the news media. However, from my point of view, there is an indirect effect of the media over an organisation as the media can affect public opinion and hence, local communities can act differently towards an organisation and probably change their views and interests.

Recently, as explained by Schmidt (1999), stakeholder approach can accurately measure organisations’ performance as a results of the change of the market place; organizations are larger and rely on different alliances to compete and ensure existence in the global market; employees are younger and well-educated; customers are more demanding because of the large amount of information which is available through the IT resources. Therefore, Schmidt suggested that satisfying a single stakeholder probably would not achieve sustainable organizational features. Additionally, Morgan and Pritchard (1998) indicated that companies and developments managers need to be aware of all the internal situations in order to have a broad view of any problems which might be arising:

*Managing change is not just about companies responding to a shifting external situation - it is also about recognising a changing internal situation.*

(Morgan and Pritchard, 1998: 139)

Donaldson and Prestone (1995: 74) concluded that stakeholder theory is based on four aspects: “normative” validity; “descriptive” accuracy; “instrumental” power; and managerial implications and that much of the literature on stakeholder management is based on a normative perspective. According to
Donaldson and Prestone (1995) the normative perspective describes how all stakeholders should be treated on the basis of some hidden and essential moral or philosophical principles. They indicated that the implication of that perspective is that moral principles should drive stakeholder relations which might be seen as a negative aspect and the key pillar of the normative stakeholder theory is that firms should respond to the interests of all their stakeholders and treat them equally.

The descriptive accuracy explains the conditions under which managers consider certain classes of entities as stakeholders; this approach focuses on describing how organizations interact with stakeholders (Donaldson and Prestone, 1995). Additionally, Brenner et al. (1991) argued that the stakeholder theory of an organization consider that the nature of an organization’s stakeholders, their value and their relative influence on decisions are all relevant information for predicting organizational behaviour.

Instrumental power aspect is based on checking if the framework of an organization has been established while examining the relationship between stakeholder management and organizational performances, in addition, the key issue of the instrumental aspect is that the main goal of an organisation is its success in the marketplace, and stakeholder management is facilitating steps towards that goal (Donaldson and Prestone, 1995). Hasnas (1998) concluded that the fundamental distinction is that stakeholder theory demands that
interests of all stakeholders be considered even if it reduces company profitability.

One central purpose of stakeholder theory has been to enable managers to understand stakeholders and consequently manage them and explain the managerial behaviour taken in response to those groups and individuals (Freeman, 1984). On the other hand, Coff (1999) asserted that stakeholders can influence the organisation through their words, decisions and their ability to support or damage the organisation’s ability to achieve its aims and create values, however, they might contribute to, or benefit from, the value creation, or they might be hurt or suffer from it.

Mitchell et al. (1997: 865-870) identified three key attributes to stakeholder theory as follows:

- Stakeholder’s power to influence the organisation;
- Their legitimacy in relation to the organisation;
- Their urgency claims on the organisation.

Additionally, they argued that various combinations of these attributes are indicators of the amount of attention management need to give a stakeholder. Their theory produces a classification of stakeholders and provides a preliminary framework for understanding how stakeholder can gain or lose salience to an organisation’s managers. However, they concluded that although some stakeholders may acquire all three key attributes of power, legitimacy and
urgency in their relationship with an organisation, it is the organisation's managers who decide which stakeholders would receive their attention.

3.8.4 Power

Weber (1947) was the first scholar to define power. He indicated that "power is the probability that one actor within a social relationship would be in a position to carry out his own will despite resistance" (cited in Mitchell et al., 1997: 865). Consequently, Pfeffer (1981: 3) defined power as:

A relationship among social actors in which one social actor, A, can get another social actor, B, to do something that B would not otherwise have done.

Another definition for the term "power" was suggested by Willer et al. (1997: 573) as follows:

It is the structurally determined potential for obtaining favoured payoffs in relations where interests are opposed.

A more recent definition was suggested by Voronov and Yorks (2005: 16) who asserted that power is "the ability to get one's goal met". During the 1999s, Frooman (1999) indicated that power is based on the relationship between two entities. Consequently, Lawler and Yoon (1995) explained this relationship as if A has power on B when B is dependent much on A and at the same time A not depend on B. Thus, the dependence relationship of a development on a stakeholder could be translated into power for this particular stakeholder over the development's decisions (Mitchell et al., 1997). One of the oldest sayings on this matter was mentioned by Davis (1973: 312), who stated:
In the long run, those who do not use power in a manner which society considers responsible will tend to lose it.

Therefore, Davis suggested that whenever a stakeholder acquires power over development strategies, he should use his power to affect managers' decisions and shift these decisions towards his own interests or his power will gradually be lost. There are a number of types of stakeholder's power. Freeman and Reed (1983) categorized the types of power as official, profitable or financial and pragmatic. Etzioni (1964 cited in Mitchell et al., 1997: 865) suggested three other types of stakeholders' power: "coercive" power, which is the power related to violence and force; "utilitarian" power, which is related to economical resources and "normative" power which is related to "symbolic resources". Additionally, he declared that normative concerns are necessary but insufficient criteria for addressing stakeholder interests and a stakeholder who acquires the three different types of power is considered in good position in relation to affecting a development's activities.

Other authors, such as Rowley (1997), defined stakeholder power in relation to network structure and position. Moreover, Carroll (1989) suggested that budget and source of funding a stakeholder can serve as measures of the degree of stakeholder power. Voronov and Yorks (2005: 17) identified two forms of power as highlighted in the following quote:

The two forms of power are interconnected. Primary power opens and constrains the possibilities for exercising secondary power. Secondary power can be seen as expressing and reproducing primary power relations. Individuals' identities are constituted by primary power, and these identities determine how these individuals can exercise secondary power.
According to the above quote, stakeholders' secondary power can be formed by their primary power in relation to affecting a business strategy. Indeed, it can be concluded that power categories existed in literatures and all stakeholders should decide in which category they describe themselves in order to be aware of their position in relation to a development. Although Hart and Sharma (2004) argued that stakeholders who only acquire power would have manager's attention, Mitchell et al. (1997) suggested that power does not guarantee attention from a development's manager; it needs to be supported by legitimacy and urgency.

3.8.5 Legitimacy

As stated by Phillips (2003), the concept of legitimacy remains unclear within the stakeholder literature despite its importance to organizational strategy and ethics. However, he indicated that a stakeholder probably is legitimate due to a moral obligation or having power to affect the organization and its stakeholders. Suchman (1995: 574) defined legitimacy as:

> A generalized perception or assumption that the actions of an entity are desirable, proper, or appropriate within some socially constructed system of norms, values, beliefs, and definitions.

Mitchell et al. (1997) noted that acquiring legitimacy perhaps allows a stakeholder to have legitimate claim on an organisation, however, according to Voronov and Yorks (2005) a stakeholder needs to have power in order to enforce its will in his/her relationship with an organisation and achieve salience for the organisation's managers. Mitchell et al. (1997) indicated that legitimacy, like power, is a dynamic attribute to the stakeholder-manager relationship, and it
perhaps be acquired as well as lost. Thus, legitimacy’s contribution to stakeholder salience depends upon its interaction with the other two attributes (power and urgency), as it gains rights through power and voice through urgency. According to Phillips (2003: 29), there are two kinds of legitimacy:

1- *Normative legitimacy;*
2- *Derivative legitimacy.*

On one hand, Phillips indicated that normative legitimacy is concerned with those stakeholders with a moral relationship with an organisation. Additionally, Donaldson and Preston (1995 cited in Phillips, 2003) indicated that normative legitimacy has a significant role in stakeholder theory and claimed that if an entity is no longer considered as a normative stakeholder, that does not mean treating it unfairly and ignore its claim as highlighted in the following quote:

*To deny that a group is a normative stakeholder is not to take anything away from that group to which it was previously entitled, but rather to deny the existence of an additional obligation of stakeholder fairness.*

(Phillips, 2003: 31)

On the other hand, Phillips (2003: 31) asserted that managers’ pay much attention to the derivative stakeholder groups because of their ability to affect the organization decisions; derivative stakeholders can be defined as:

*Those groups whose actions and claims must be accounted for by managers due to their potential effects upon the organization and their normative stakeholders.*

He added that a group perhaps be considered a derivative stakeholder if they have the ability either negatively or positively affect the organization, so a news media can be considered as an example of those groups; an organization may wish to be part of a news media, but still has no obligation to pay attention to
the media organization or contribute to its well-beings. Additionally, other groups, such as competitors, could be included in this group as indicated in the following quote:

*Derivative legitimacy may result as well when a group wishes to harm the organization or its normative stakeholders. Competitors are a good example of this type of stakeholders as they always wish to harm the organization, as are radical activist groups who wish nothing but to cause the cessation of operations by the focal organization.*

(Phillips, 2003: 31)

In this case, Mitchell *et al.* (1997) described dangerous stakeholders as stakeholders who have the ability to negatively affect the organisation without having legitimate relationship with it. However, Phillips (2003) indicated that dangerous stakeholders are not significant to top-management and there is no need to include them amongst an organization's stakeholders. Figure 3.8 highlights a more general picture of other common potential derivative stakeholder relationships:
Figure 3.8: Stakeholders map-legitimate, normative, derivative and non-stakeholders (Source: Phillips, 2003: 36)

Mitchell *et al.* (1997) asserted that stakeholder legitimacy is fundamental in identifying stakeholders’ relations. Additionally, the above map perhaps looks differently according to each organisation’s plans in relation to its stakeholders. However, managers need to consider a broader map of stakeholders in order to be aware of their interests and avoid any conflict.
3.8.6 Urgency

According to the Merriam Webster Dictionary (cited in Mitchell et al. 1997: 867), urgency can be defined as "calling for immediate attention", Mitchell et al. (1997: 867) believe that urgency, with other similar words, such as "compelling", "driving", and "imperative", exists only when a stakeholder has a significant claim. Additionally, they argued that the level of attention paid to stakeholders from the top-management of an organisation depends on how managers interpret the urgency attribute which are:

1- Time-Sensitivity - the degree to which managerial delay in attending to the claim or relationship is unacceptable to the stakeholder;
2- Criticality- the importance of the claim or relationship to the stakeholder.

(Mitchell et al. 1997: 867)

Manager's attention to stakeholders perhaps related to the category in which a stakeholder is identified (Scott and Lane, 2000). Indeed, a stakeholder can not have a claim on an organisation if he/she acquires only an urgent attribute. However, acquiring the three attributes of power, legitimacy and urgency guarantee a good relationship with an organisation (Mitchell et al., 1997). Therefore, according to Solomon (2001), it is necessary for every organisation to develop a network map of its stakeholder and be aware of their categories in relation to the three attributes in order to respond to their claims accordingly.
3.8.7 Stakeholder classes

Mitchell et al. (1997) pointed out that the various classes of stakeholders might be identified according to the possession of one, two or three attributes: power, legitimacy, and urgency. He suggests a form of analysis for these three key attributes in case of various combinations as shown in Figure 3.9:

![Figure 3.9: Qualitative classes of stakeholders](Source: Mitchell et al., 1997: 872).

Figure 3.9 highlighting that seven types of stakeholders are examined; three possess only one attribute, three possess two attributes, and one possesses all three attributes, this analysis allows and justifies identification of entities that should be considered stakeholders of the organisation (Mitchell et al., 1997). According to this model, entities with no power, legitimacy, or urgency in relation to the firm are not considered stakeholders and no attention will be
given to this group from the organisation's managers as highlighted in more details in Figure 3.10 and Table 3.6:

Figure 3.10: Stakeholder typology, one, two, or three attributes present
(Source: Mitchell et al., 1997: 874).
Table 3.6: Qualitative classes of stakeholders.

According to Mitchell et al. (1997: 874-879), "latent stakeholders" are those who have only one of the three attributes, and include dormant, discretionary, and demanding stakeholders. They indicated that while "dormant stakeholders" acquire power to impose their interests on the organisation, their power remains useless unless they have a legitimate relationship with the organisation or an urgent claim; "discretionary stakeholders" have only legitimacy without power to influence the organisations or urgent claims, and thus, managers have no obligations to make a relationship with such groups of stakeholders; "demanding stakeholders" are those who have urgent claims on the organisation without power or legitimacy necessary to enable attention from top management; this kind of stakeholders may bother managers but they are not dangerous. Indeed, managers may do nothing about stakeholders with only one
attribute, and thus, latent stakeholders are not given any attention or acknowledgment from the organisation's managers (Mitchell et al. 1997).

Mitchell et al. (1997) asserted that “expectant stakeholders” are stakeholders who acquire two attributes, and therefore, they have more attention from the organisation's managers. In addition, they identified three types of expectant stakeholders: “dominant”, “dependant”, and “dangerous” stakeholder (Mitchell et al. 1997: 874). Dominant stakeholders have both power and legitimacy and have a great influence on the organisation. Dependent stakeholders have no power but have urgent, legitimate claims, but their lack of power makes them depend upon other groups of stakeholders or the organisation's manager to get the power necessary to carry out their will. Dangerous stakeholders have urgency and power without legitimacy and thus, this kind of stakeholder is dangerous because they may be violent and their actions may be outside the bounds of legitimacy (Mitchell et al., 1997).

Definitive stakeholders are those acquiring all three attributes (power, legitimacy and urgency), and this kind of stakeholder have much attention given from an organisation's managers than other stakeholders. Finally, entities acquiring none of these three key attributes are non-stakeholders and would receive no attention from the organisation's managers (Mitchell et al., 1997).
3.9 Summary

This chapter critically analysed relevant literature and established theoretical understanding of sustainability issues in relation to tourism development. However, in practice, it seems that the sustainability concept is difficult to operationalise and its interpretation probably is based on different individuals’ backgrounds. TBLS, at least in theory, is considering the environmental, economic and the social issues related to achieving sustainable tourism development, therefore, adopting TBLS approach is considered a practical way to operationalise sustainability. Achieving TBLS is very much related to the stakeholders’ agendas. According to Mitchell et al. (1997) stakeholders need to have all three attributes of power, legitimacy and urgency in order to affect an organisation’s decisions and have attention from top management. Additionally, different stakeholders have different agendas related to certain aspects of TBLS. While some stakeholders focus on the economic agenda, others focus on the environmental and social agendas. Therefore, next chapter explores the achievability of TBLS in the context of the Bluestone development in west Wales.
Chapter Four

An evaluation of the Bluestone case study in relation to TBLS

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4.1 Introduction

Chapter four discusses the Bluestone case study in relation to TBLS. The chapter starts with an introduction to Pembrokeshire – the area in which the Bluestone development a major holiday village proposal for west Wales is proposed, with a particular focus on the environmental, social and economic status of the county (section 4.2). The chapter further focuses on the Bluestone development and reviews the components of the development in more detail (section 4.3), the development’s environmental impacts (section 4.4), social impacts (section 4.5), and economic impacts (section 4.6). The chapter identifies the key stakeholders (section 4.7) and other stakeholders (section 4.8) involved in the Bluestone development. It analyses the consultation process for the development which started in 2001 and ended in 2004 with consent for planning permission given from PCC and PCNP (section 4.9). It further highlights, through analysis of 404 letters that were sent by the local community to PCNP, the reasons behind local people’ support/ against the development inside the National Park and it ends with identifying a number of issues related to the negative and positive impacts of the development in relation to economic, social and environmental aspects of TBLS (section 4.10).

This is probably a useful point at which to issue a health warning to the reader. The study is an interpretivist study using DA. The interpretation is undoubtedly coloured by my own perspectives. Whilst I have tried to be objective in my interpretation of
the data, there is no doubt that other researchers with their different perspectives would have developed quite different interpretation.

4.2 The role of tourism in Pembrokeshire

Pembrokeshire is a unitary authority in west Wales and is a rural area with more than one third of it (240 square miles) designed as PCNP, which has a long coast line (260 miles), in addition, Pembrokeshire is bounded on three sides by water: to the west by St. George's Channel; to the north by Cardigan Bay and the Irish sea; and to the south by the Atlantic Ocean and Bristol Channel (Figure 4.1) (Bluestone holiday village, 2002a: 22). The county is the fifth largest of the twenty two unitary authorities in Wales, covering a total of 158,833 hectares (613.25 square miles) or 7.6% of Wales' land and there are a total of 114,000 residents within the country (Bluestone holiday village, 2002a: 22).

![Figure 4.1: Map of Pembrokeshire](Source: Tourist net UK, 2007: np)
Tourism in Pembrokeshire attracts two markets: North Pembrokeshire attracts cultural tourists; South Pembrokeshire, because of the richness of its natural resources (e.g. beaches and mountains), attracts recreational tourists and campers. The tourism sector contributes over £250 million per annum to the Pembrokeshire economy and provides around 8000 job opportunities (RPS, 2002: 6). However, according to a report from consultants Newidiem, tourism income is highly seasonal, occurring mainly in June, July and August which does not meet the needs of the local people working in the tourism industry (RPS, 2002). Because Pembrokeshire suffered an industrial decline in 1980s and 1990s, it mainly relies on manufacturing and small business and these two sectors do not provide good job opportunities for young people and therefore, as a result of the out-migration of young people to major cities (especially Cardiff and London), population growth is limited and a high proportion of the local community is elderly people (Bluestone holiday village, 2002b; Midmore and Thomas, 2006).

The problem of young people’s out-migration was highlighted by the Joint Unitary Development Plan for Pembrokeshire (JUDP), which indicated that between 1995 and 2000, 14% of the population moved out of the rural areas of Pembrokeshire, and this was considered an indication of the lack of quality employment opportunities in the county (Minutes of Evidence, 2000). However, examples of Pembrokeshire’s economic development objectives are:
Chapter four: An evaluation of the Bluestone case study in relation to TBLS

To establish national and international flagships...to attract more investment, create a more competitive business environment and foster new business start-up and expansion.

(RPS, 2002: 6)

Therefore, in achieving the above objectives, employment opportunities should increase as a result of attracting new investments in the area and encouraging current businesses to expand. However, as was indicated in an interview with an official in PCC, Pembrokeshire was still suffering from employment problems and young people still preferred away from the county in order to find well-paid jobs.

In terms of tourism accommodation in the area of Pembrokeshire, it is estimated that there are approximately 95,000 bed spaces in commercial accommodation in Pembrokeshire available at the height of the tourism season (Pembrokeshire Tourism Industry, 2007: np). In 2002, the majority was in the caravan and camping sector (Pembrokeshire Unitary Authority, 2002) as highlighted in Table 4.1.

<table>
<thead>
<tr>
<th></th>
<th>Pembrokeshire</th>
<th>Pembroke %</th>
<th>West Wales</th>
<th>Pembroke as % of west Wales</th>
</tr>
</thead>
<tbody>
<tr>
<td>Serviced accommodation</td>
<td>9831</td>
<td>10</td>
<td>17431</td>
<td>56%</td>
</tr>
<tr>
<td>Self catering accommodation</td>
<td>25414</td>
<td>27</td>
<td>30635</td>
<td>83%</td>
</tr>
<tr>
<td>Caravans and camping</td>
<td>59720</td>
<td>62</td>
<td>109511</td>
<td>54%</td>
</tr>
<tr>
<td>Group</td>
<td>908</td>
<td>1</td>
<td>4259</td>
<td>21%</td>
</tr>
<tr>
<td>Total bed spaces</td>
<td>95873</td>
<td>100</td>
<td>161,836</td>
<td>59%</td>
</tr>
</tbody>
</table>

Table 4.1: Capacity of commercial accommodation in Pembrokeshire
[Summarized from: Pembrokeshire Unitary Authority, 2002]
The high proportion of caravan and camping accommodation reflects the popularity of, and market for, this quiet unpolluted area of Wales. The amount of serviced accommodation in Pembrokeshire was in 2002 very low (10%) and it was this statistic that the Bluestone development was specially designed to address. As mentioned by a local hotel manager interviewed in the study, occupancy was not guaranteed in these 10% serviced accommodation, especially outside the tourism season. Group figures for west Wales included university and college accommodation outside Pembrokeshire which was only available outside academic terms, in addition, a significant proportion of tourist trips involves staying in private homes with friends and families (Pembrokeshire Unitary Authority, 2002). Additionally, the total number of trips to Pembrokeshire is estimated at 1,209,000 in 2002/2004 and of the total trips, 1,141,000 (94%) were made by UK residents and 68,000 (6%) by overseas visitors (Pembrokeshire Tourism, 2006: np).

4.3 The Bluestone development

Bluestone refers to a major holiday village proposal for west Wales which aims to deliver sustainable tourism. The total built area proposed for the Bluestone village is "6,000m² (65,000 sq ft)" on a "110.5 hectares" site located in south-west Wales in the county of Pembrokeshire (Bluestone holiday village, 2002a: 22).

Early in 2001, the Bluestone developers started discussing the proposal with PCC and these discussions, it became clear that the planning permission they were
requesting would, for half the proposed development, be subject to the decision of PCC, and for the other half (which in the National Park) would be subject to the decision of PCNP as highlighted in Figures 4.2 and 4.3. As one of the officers in PCC recounted it was clear in early meetings with the developers that the fact that the development was in the National Park was something of a shock for the developers (Bluestone holiday village, 2002a). The land for which the Bluestone development was proposed was at that time farm land (see Figure 4.4).
Figure 4.2: The boundaries of the Bluestone development A (Source: Bluestone holiday village 2002c: np)
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Figure 4.3: The boundaries of the Bluestone development B
(Source: Bluestone holiday village, 2002c: np).
Chapter four: An evaluation of the Bluestone case study in relation to TBLS

The following is a photo of the proposed land of the project in PCNP:

![The Bluestone proposed land in PCNP](image)

**Figure 4.4: The Bluestone proposed land in PCNP**

The Bluestone developers stated the economic case for the Bluestone project as follows:

1- *Tourism is vital to the Welsh economy achieving 12% growth between 1991 and 2000. A flagship project, such as Bluestone, would sustain and accelerate this rate of growth;*
2- *Currently, less than 10% of the UK market for short-break activity holidays is attracted to Wales. Bluestone will provide packaged short breaks and will grow the Welsh Market;*
3- *Bluestone's qualitative market research has shown that more people would visit Wales if there were positive reasons to do so;*
4- *An independent economic impact assessment by Newidiem concludes that Bluestone will generate £44.8M of new construction economic input and £129.8M of new expenditure by visitors to Bluestone which is*
considered a boost to the national GDP that was the lowest in the UK in 1999;
5- Bluestone will create and sustain approximately 1,000 jobs when employment in Wales is below the UK average;
6- Further long-term and sustainable regional economic growth is to be stimulated through partnership between Bluestone and regional manufacturing, production and tourism operators. Bluestone will link with wider national cultural and heritage events and major celebrations in Wales;
7- Bluestone will be the closest attraction to Ireland and will influence the Irish Market;
8- Bluestone will have a key role in promoting best practice to the tourism industry.

(RPS, 2002: 15)

For the above benefits, the developers succeeded in convincing PCC, WDA, FW and WTB that the Bluestone development would be the best development to fit their strategy in relation to economic development in Pembrokeshire. Developments which create jobs, attract new tourism market as a result of new attractions, generate income and achieve sustainable tourism development are what all governments look for. Additionally, the developers indicated that they would work with the local community and small businesses in order to maximise the benefits and claimed that “goods and services will be sourced locally, where practicable” which should achieve sustainability (Discover Bluestone, 2004: np). The use of the term sustainable in this context possibly refers benefiting people. However, sustainability does not mean only to be linked to people; it means to balance between the economic, social and environmental agenda.
After the government was fully convinced of the benefits of the Bluestone development; the developers submitted a grant application to the National Assembly for Wales (NAW), WDA, WTB and FW to help with the private sector to fund this big project and consequently, a total of £16.5M grant from Team Wales (£10M NAW (RSA Assistance), £3M WDA (property development grant), £1.5M WTB, and £2M FW) was awarded (Discover Bluestone, 2004). The award of a grant in advance of planning permission was shown later to be extremely unusual. Consequently, a dual planning application was submitted to PCC and PCNP in November 2002 along with a detailed environmental impact study; PCC approved outline planning for the project in July 2003 and PCNP approved the planning permission for the development in January 2004 (Interview 4, a PCNP member).

The developers claimed that the main aim of the project is the enhancement of the natural environment in the development area and the achievement of sustainability and protecting the environment and enhancing the landscape are their main goals (Interview 4, a PCNP member). Moreover, they emphasised that through the use of an EMS, they can protect the environment, and at the same time, benefit the local economy. However, they aimed to take advantage of being in PCNP in order to attract visitors as been highlighted by the following quote:

*Bluestone’s on-site facilities take advantage of the natural landscape, trees, streams and lakes within Pembrokeshire Coast National Park.*

(Discover Bluestone, 2004: np)
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The developers indicated that the Bluestone development’s main aims in relation to protecting the environment and achieving sustainable tourism development can be achieved through the following objectives:

1- To provide a spirited visitor experience through a range of high quality facilities and activities in beautiful surroundings;
2- To deliver this experience through exceptional service provided by a highly motivated and welcoming team;
3- To exceed guest’s expectations, provide them with inspired memories and to ensure that they leave having refreshed their inner-selves;
4- To promote sustainable enjoyment and public understanding of the special qualities of Pembrokeshire’s natural environment.

(Discover Bluestone, 2004: np)

It can be noted that the first three aims are related to satisfying visitors expectations and hence attracting more visitors to the development and there is no relation between these aims and protecting the environment; the fourth aim is the only aim which is related to protecting the environment since it is focus on achieving sustainable development. However, the developers believed that they could achieve sustainable tourism development by constructing a major holiday village with different components in a National Park. Figure 4.5 shows an artist’s impression of the Bluestone village after construction:
Chapter four: An evaluation of the Bluestone case study in relation to TBLS

Figure 4.5: Artist's impression of the Bluestone Village (Source: Bluestone Wales, 2007a: np).

Figure 4.6: Bluestone, aerial perspective (Source: Bluestone holiday village, 2002c: np)

As been highlighted in the above figures, the Bluestone holiday village comprises the following components:
- **Bluestone village** – The main building of the holiday village which will which provide booking and tourist information for visitors. Additionally, cottage/studio self-catering units will be centred around Newton North Church;

- **Timber lodges** - Provision of different ranges of self-catering timber lodges;

- **Waterworld** - This facility will provide a year round warm weather activity for Bluestone visitors;

- **Sports Club** - The Sports Club will provide year-round sporting facilities for Bluestone staying visitors only;

- **Snowdome** - Will provide a European first in respect of snow-skiing, snow boarding, tobogganing and playing in the snow and it will be accessible to both Bluestone staying visitors and day visitors;

- **Administration centre** - It will be centred on the Newton Farm;

- **Arrival Lodge** - It will serve as a security check-point for Bluestone staying visitors.

- **Parking** - Parking facilities will be provided for both visitors and staff;

- **Landscaping** - Planting of trees and shrubs to diversify the habitat and provide a new generation of trees;

- **Roads and Cycle Hire** - On-site roads will have a bituminous surfacing, while onsite footpaths/cycleways will be surfaced with tar and chippings.

(Summarized from: Bluestone holiday village, 2002a: 22-23)

It was stated in the description of the above project's components that facilities, such as the sport club, would be opened only for the Bluestone staying visitors and not for the local residents (Discover Bluestone, 2004). However, the developers claimed that this development would benefit the local community as follows:

*Once implemented, the EMS will not only protect the landscape for the future by incorporate it into high quality sustainable enterprise that will also provide much-needed leisure facilities for local residents, a large number of full-time jobs and a major boost to the local economy.*

(Discover Bluestone, 2004: np)
Additionally, in order to operate all the facilities proposed in the project application, much energy and water would be needed. In the following quote, the developers described how big the Waterworld will be:

*The Waterworld will be the first of its kind in Wales and a much needed all-weather attraction for Pembrokeshire. Waterworld will be created out of natural timber, rock and vegetation and featuring flume rides, water slides, indoor and outdoor hot tubs and jacuzzis and a river with inflatable tubes to transport guests around the whole complex. There will be also a white water rapids river ride exiting the building at higher level, indoor and outdoor sun terraces, a wet refreshment area and interactive children’s wet discovery area. Shops, recreation and catering outlets will overlook the pool. Waterworld will be housed in an environmentally controlled dome and will be open every day of the year.*

(Discover Bluestone, 2004: np)

The above information concerning the facilities and components of the Bluestone project suggests that in order to operate all these recreational facilities, a huge amount of energy needs to be consumed on the site of the development, which would be likely to negatively impact on the sensitive environment in PCNP. Additionally, facilities such as the swimming pool would need to have the heavily chlorinated water changed regularly which would probably pollute the river and kill fish.

Whilst clearly the prime reason of the selection of this site for the project was that the developers owned the land, the developers cited a number of other reasons for the selection of the location of the development in this specific area of the National Park. They indicated that Pembrokeshire needs to invest in tourism projects and
that government at all levels supported their project as highlighted in the following statement by WTB about investing in Pembrokeshire:

Any future investment strategy for tourism in Wales should focus on the need to secure competitive advantage for the tourism industry in terms of value, quality, consistency, presentation and service.

(RPS, 2002: 3)

However, the regulations of National Parks prevented major developments being permitted in National Parks due to the expected negative impacts of major developments on the environment and the natural resources in National Parks as was highlighted in section 5.2 and 5.6.4. Therefore, the developers identified 16 alternative sites (6 in the immediate region, 7 in the wider region, 3 in close proximity to Oakwood (which is a theme park next to the Bluestone site) as highlighted in the following Table 4.2:
### Table 4.2: Alternative sites for the Bluestone development (Source: Bluestone holiday village, 2002a: 14)

<table>
<thead>
<tr>
<th>Proximity</th>
<th>Alternative sites</th>
<th>Reasons for discounting</th>
</tr>
</thead>
<tbody>
<tr>
<td>Within the immediate region</td>
<td>Pembroke Power Station site</td>
<td>- Close to landscape of outstanding historic interest.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Inappropriate employment use, Industrial site.</td>
</tr>
<tr>
<td></td>
<td>Esso refinery site</td>
<td>- Part of the site in National Park</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Inappropriate employment use, Industrial site.</td>
</tr>
<tr>
<td></td>
<td>Trecwn</td>
<td>- Overwhelming physical site constraints</td>
</tr>
<tr>
<td></td>
<td>Templeton Aerodrome</td>
<td>- Flat, no inherent Pembrokheshire landscape features and land is not for sale.</td>
</tr>
<tr>
<td>Within the wider region</td>
<td>Llandarcy BP refinery, Swansea</td>
<td>- Essential environmental qualities lacking</td>
</tr>
<tr>
<td></td>
<td>Pembrey Peninsula</td>
<td>- Insufficient space, inappropriate land use.</td>
</tr>
<tr>
<td></td>
<td>Llanelli Millennium Coastal Park</td>
<td>- Insufficient space, inappropriate land use.</td>
</tr>
<tr>
<td></td>
<td>Cross Hand Business Park</td>
<td>- Not of adequate size nor with the potential to accommodate the tourism development envisaged</td>
</tr>
<tr>
<td></td>
<td>Llanelli Gate</td>
<td>- Not of adequate size nor with the potential to accommodate the tourism development envisaged</td>
</tr>
<tr>
<td></td>
<td>Parc Hendre</td>
<td>- Not of adequate size nor with the potential to accommodate the tourism development envisaged</td>
</tr>
<tr>
<td></td>
<td>Park Pensam</td>
<td>- Not of adequate size nor with the potential to accommodate the tourism development envisaged</td>
</tr>
<tr>
<td>In close proximity to Oakwood</td>
<td>Cott Farm</td>
<td>- Not for sale.</td>
</tr>
<tr>
<td></td>
<td>Folly Farm</td>
<td>- Inadequate size.</td>
</tr>
<tr>
<td></td>
<td>Nash Farm</td>
<td>- Inadequate size.</td>
</tr>
</tbody>
</table>
As a result of analysing these sites, the developers asserted in the Environmental Statement of Bluestone holiday village (2002a: 21) that:

*It would appear virtually impossible to satisfy the project criteria anywhere else in the region. There are no sites available of sufficient size, which would satisfy the vital environmental and aesthetic requirements necessary to realise the success of Bluestone.*

Further in the document of Bluestone holiday village (2002a: 21) the developers added that issues related to "why here" principles included:

1. The peripheral location of Pembrokeshire;
2. Identification of Pembrokeshire to be powerful "sub brand" capable of leading tourism promotion in the region as a whole;
3. Proximity of transport links including ferry ports and Haverfordwest airport;
4. Provision of Snowdome and Waterworld which increase the leisure attraction base in Pembrokeshire and extend the visitor season;
5. The fundamental business case requirement for the two attractions Bluestone and Oakwood to be located in close proximity.

Although the above points highlighted the developers' opinion in relation to the location of the Bluestone development, none of them indicated that there was a national need for the Bluestone development to be located in the National Park. There were perhaps good reasons for the Bluestone development to be in Pembrokeshire; however, it would be better if it was outside the National Park boundaries.

### 4.4 Environmental impacts of the Bluestone development

Although the Bluestone developers confirmed that their main aim was to achieve sustainable tourism development in Pembrokeshire, they did not define what they meant by sustainability in any of the development documents. Therefore, there is a
possibility of confusion in interpreting and understanding what the terms sustainability means and how it can be achieved (Hart, 1997 cited in Elkington 1997). However, the developers indicated that the development would contribute to the enhancement of ecology and would use native woodland species, which is an aspect of achieving sustainability, as highlighted in the following quote:

Anything that we intend to do in terms of development will actually enhance ecology very considerably, we are not cutting any tree down, we will be planting some 80,000 trees and this is a phenomenal opportunity for Pembrokeshire.

(Discover Bluestone, 2004: np)

Additionally, the developers emphasised the information in the above quote, in relation to preserving trees in their environmental statement as follows:

The administration centre for Bluestone will be centred on the existing Newton Farm, which will be refurbished. Moreover, trees will be planted and shrubs to diversity the habitat and provide a new generation of trees to screen the development in the future, on-site roads will have a bituminous surfacing, whilst on-site footpaths/cycleway will be surfaced with tar and chippings.

(Bluestone holiday village, 2002a: 36)

However, while the above quotes indicate that the aim of planting trees was to enhance biodiversity and “provide a new generation of trees”, the following quote presents different facts in relation to the developers reasons for planting trees:

Environmental Action Plan will ensure a minimum disruption to the indigenous surroundings during the planning and construction stages coupled with an extensive replanting programme.... The environmental management will not end after construction, Bluestone will continue to conserve and enhance the natural surroundings for future generations to enjoy the environment.

(Discover Bluestone, 2004: np)
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The word "replanting" in the previous quote carry two different meanings; it means either transferring plants from an existing site to another site, or replacing previous plants (Encarta Dictionary, 2007). Logically, the extensive replanting programme would need to be carried out because during the construction phase, trees would have been cut down. That leads to the following question: why the government allowed the cutting down of trees and changing the nature of the land in the National Park? Unfortunately, the economic agenda is the answer which proves the point of view of several scholars that the economic agenda is taking priority over the environmental and social agendas (e.g. Wheeller, 1993; Horobin and Long, 1996; Hart, 1997 cited in Elkington 1997; Butterfield, 1999; McDonough and Braungart, 2002; Lea, 2002; Clayton, 2003; Jackson, 2006). Moreover, the Local Biodiversity Action Plan (LBAP) for Pembrokeshire was considered with respect to the proposed development and the following habitats and species were identified on the Bluestone site:

<table>
<thead>
<tr>
<th>Habitat</th>
<th>Species</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aquifer fed water bodies</td>
<td>Greater horseshoe bat</td>
</tr>
<tr>
<td>River and streams</td>
<td>Common pipistrelle bat</td>
</tr>
<tr>
<td>Oak woodland</td>
<td>Soprano pipistrelle bat</td>
</tr>
<tr>
<td>Traditional field boundaries</td>
<td>Yellowhammer</td>
</tr>
<tr>
<td>Eutrophic standing water</td>
<td>Song thrush</td>
</tr>
<tr>
<td>Arable land</td>
<td>Bullfinch</td>
</tr>
<tr>
<td>Improved grassland</td>
<td>Green woodpecker</td>
</tr>
<tr>
<td>Mixed woodland</td>
<td>Otter</td>
</tr>
<tr>
<td>Scrub</td>
<td>Butterflies</td>
</tr>
<tr>
<td>Buildings and other artificial structures</td>
<td>Bats</td>
</tr>
</tbody>
</table>

**Table 4.3: Habitats and species on the Bluestone site** [Adapted from: Bluestone holiday village, 2002a]
The developers carried out a comprehensive study on the importance of habitats and species in the area of Bluestone and what should be considered to minimise the negative effect on them. The results of these studies emphasised that during the construction phases, the following impacts on species, such as bats were expected: "loss of feeding habitat, loss of flight lines, loss of bat roost lines in trees and buildings" (Bluestone holiday village, 2002a: 104). However, all the above habitats and species should be protected - according to Wildlife and Countryside Act 1981 - even from disturbance while at their places and nests, and their dependent young are also protected as been indicated in the following quote:

In England, Scotland and Wales the law protecting bats is considerably stricter than it is for most other animals. All bat species are protected under schedule 5 of the Wildlife & Countryside Act 1981... Taken together the Act and Regulations make it illegal to:

• intentionally or deliberately kill, injure or capture (take) bats;
• deliberately disturb bats (whether in a roost or not);
• damage, destroy or obstruct access to bat roosts
• possess or transport a bat or any part of a bat, unless acquired legally;
• sell, barter or exchange bats, or parts of bats.

In this interpretation, a bat roost is "any structure or place which any wild [bat]...uses for shelter or protection". Because bats tend to reuse the same roosts, legal opinion is that the roost is protected whether or not the bats are present at the time.

(Naturenet, 1981: np)

Therefore, there was a possibility that the above habitats and species would be disturbed during the construction and operation phases of the Bluestone...
development. However, the developers did not indicate how they would ensure a maximum protection of these habitats from disturbance.

In terms of the transportation of guests between their accommodation units and the facilities in the Bluestone holiday village, the developers indicated that:

*Transport challenges will be handled with sensitivity, visitors only able to access their lodges and on-site facilities by bicycle or on foot and encouraged to travel off-site on packaged coach tours.*

*(Discover Bluestone, 2004: np)*

The above quote indicates that visitors would have to either walk or cycle in the Bluestone site. Although it seems a good idea to minimise the negative impacts of transportation inside the National Park, there is a probability that some visitors will find it difficult to walk or cycle between facilities. If this were to occur, it would probably be difficult not to respond to the need of these visitors by providing transportation between facilities. Additionally, in order to supply all different parts of the development by what it needs in relation to products and maintenance after operation, suppliers' car and maintenance vans would probably cause noise and air pollution *(Megalithic Portal, 2004).*

The developers indicated that Bluestone project would be committed to attaining ISO 14001 and they would aim to achieve this accreditation by implementing an EMS that will take into account all aspects of the indigenous wildlife, ecological
habitats, flora and fauna (Discover Bluestone, 2004) as asserted in the following quote:

*A major element of the Bluestone philosophy is the care and enhancement of the natural environment. Sustainability has been a key factor throughout the project development and this designed ethos guides and directs every aspect of the business plan...Bluestone will attain ISO 14001, the highest international environmental accreditation, EMS, and GDES (level 5). It will contribute to the enhancement and maintenance of existing public rights of way. It will commit to renewable energy and recycling policies, sustainable transport initiatives and eco-education amongst its guests, staff and wider supply chain.*

(Interview 3, the developers)

The stated aim of the Bluestone project was to incorporate environmental planning from the early stages of project development, in addition, the Chief Executive Officer (CEO) for the project William McNamara emphasized that the environmental statement and sustainability issues will be key parts of the overall project policy (Bluestone holiday village, 2002a). Although in theory, projects and developments adopt only one standard of environmental management and committing to ISO 14001 should be sufficient, the developers have also indicated further that the project is committed to attaining level 5 of the GDES which is the Welsh environmental standard adopted by many businesses in Wales. GDES is a phased process strategy and its fifth level could move up to scale to be equivalent to ISO 14001 (Personal communication with Jones, 2006). If the GDES and ISO 14001 are similar to each other then there seems little point in achieving both. However, it may have been that the developers claimed using both standards and
used good words to make their environmental statement looks better in order to secure higher funding.

Additionally, the developers indicated that Bluestone would utilise renewable energy on a commercial scale and would build an energy visitor centre. They also emphasised the use of an EMS which would enable conservation of the natural resources as highlighted by the following quote:

> An environmental management plan is being designed to actually improve the biodiversity and habitats of the site and an on-site environmental liaison officer will be funded by Bluestone to monitor progress. One of the regeneration projects onsite includes the restoration of a derelict 12th century church, Newton North, which will be a central place of worship for the holiday village. The log cabins will be built from timber sourced from Northern Europe and harvested under a strict sustainable policy.

(Bluestone Wales, 2007c: np)

Indeed, the developers did not indicate why they were going to use timber sourced from Northern Europe and not from Wales. Utilising renewable energy and implementing an environmental management plan are key parts of achieving sustainable tourism development. Therefore, according to the above quote, the developers’ claim that they would use renewable energy and environmental management plan perhaps indicated their intention of achieving the environmental aspect of TBLS. However, there is no guarantee that it would be adequate for the sensitive nature of the natural resources in the area.

In terms of planning permission in the National Park, the PCNP local plan indicated that any development that would create significant environmental impact and public
service objection should not be permitted (Interview 2, PCNP officer). However, it did permit development in exceptional circumstances. Policy no. GE4 in PCNP local plan (1999) stated that:

Major developments will almost always be subject to an EIA under the appropriate statutory regulations. The NPA makes it clear that although the need for a major development is a material consideration, it must be determined by a wider public requirement than the commercial interests of the developer. The developer is required to demonstrate that there is a weight national need for the particular development in the specific location, sufficient to outweigh the important objection.

(PCNP local plan, 1999 cited Bluestone holiday village, 2002a: 11)

Therefore, the developers suggested that the Bluestone development had a national significance in raising the wealth, prosperity and economic potential of the west Wales. Moreover, they argued that Bluestone was fundamental to deliver the long-term economic strategic goals in Pembrokeshire (RPS, 2002).

Although the developers were convinced that the development should go ahead and they claimed that there was a national need for having part of this major development in PCNP based on the tourism industry, officers of the National Parks were not convinced that there was a national need for the Bluestone development to be built in PCNP (Interview 2, PCNP) an issue which will be discussed in more detail in section 5.3.2.

The developers aimed to achieve a high occupancy rate when the development was fully operationalised, however, a hospitality industry consultant, who runs
cottages in North Pembrokeshire, suggested that it would be difficult for Bluestone to achieve high occupancy:

I hope that the National Park will refuse permission; we are not convinced that there is a market sufficiently large for the project to achieve the occupancies they are targeting.

(Megalithic Portal, 2004: np)

In conclusion, it was obvious that Bluestone was: against the regulations of the National Park; against the recommendations of the officers working in the park; against the needs of some people living in the area of Pembrokeshire (interview 2, PCNP officer). However, this major development was given the green light to go ahead despite the public objection. What is worrying is that in the JUDP for Pembrokeshire 2000-2016 (cited in Bluestone holiday village, 2002b: 15), it was stated that "large-scale tourist attractions within PCNP will be subject to the major development test"; i.e. rigorous examination including:

1- An assessment of their relationship to the National Park purposes;
2- The need of the development in terms of national considerations and the impact of permitting or refusing it upon the local economy;
3- The cost and scope for developing elsewhere outside the park or meeting the need for it in some other way;
4- And any detrimental effect on the environment and the landscape, and the extent to which that could be moderated.

Thus, it can be noted that if a new developer were to apply for planning permission for a major development in a National Park, there would be likely to be approved if they introduced an EIA and identified the proposed development benefits to the local economy. However, if this were to occur in all the National Parks, people
should expect to lose their natural resources which should be protected within the National Park boundaries.

In terms of archaeological resources and historical buildings in and around the site of the Bluestone development, the developers identified a total of 44 sites of cultural heritage interest, the majority of which were medieval or post-medieval with some prehistoric sites and a site from the Roman era (Bluestone holiday village, 2002a). The following are examples of statutory and non-statutory designations:

1- The Milford Haven Waterway, Registered by Cadw, CCW and ICOMOS as a landscape of outstanding Historic interest, Grade 1, which is immediately outside, and north of, the proposed development;
2- Castell Coch is a Scheduled Ancient Monument and Grade II listed building;
3- Newton North Church is a Scheduled Ancient Monument and Grade II listed building;
4- Minwear Ringwork is a Scheduled Ancient Monument;
5- Blackpool Furnace site is a Scheduled Ancient Monument;
6- Blackpool Mill and Bridge are both Grade II listed structures;
7- Some hedgerows will qualify for protection under the Hedgerow Regulations (1997) Section 97 of the environment Act (1995). (Bluestone holiday village, 2002a: 2)

The following figures represent a sample of the above archeological sites:
Two of the scheduled ancient monuments referred to within the application are particularly important, i.e. Newton North Church and Castell Coch, and the developers carried out a comprehensive study on the background and description of these archeological sites as requested by Cambria Archaeology.
holiday village, 2002a). In order to enhance the information within the cultural heritage section in the environmental statement of the development, they agreed to carry out their studies on the impact of the Bluestone development on these archaeological sites through two phases: phase one was carried out before the obtaining the planning permission and was related to the areas of high archaeological potential which would suffer a negative impact from components of the development, such as the Sports Club, Waterworld and Snowdome; phase two related to evaluation of those areas not dealt in phase one and would be carried out after obtaining the planning applications approvals (Bluestone Archaeological Evaluation Works, 2002).

Although the developers investigated the site and presented all the required studies in relation to minimising the negative impacts on the archaeological sites within the application area, the developers pointed out that these valuable ancient sites were likely to be affected from the trenching process and the construction work of the development. The developers carried out a trial trenching in the site which revealed the following fact:

*The evaluation has shown that settlement remains do survive around Newton Church. Remains to the north will suffer an impact from the new structures in the proposed village development and can be mitigated either by excavation, preservation by record or by a design solution. A design solution could see the building being raised in some way as to reduce and minimise the impact.*

(Bluestone Archaeological Evaluation Works, 2002: 6)
As highlighted by the above quote, negative impacts of the developments on the archaeological sites in the area were expected. However, protecting these archaeological sites was considered an aspect of the environmental bottom line and therefore, they should be protected in order to achieve a successful TBLS in PCNP.

In order to ensure that the Bluestone project would be sustainable as predicted, the developers suggested some ideas related to the management of the negative environmental impacts of the Bluestone development as follows:

1- Avoidance of sensitive site locations - where possible, developers will avoid hill slopes and ridge lines. The main buildings are all located outside the National Park in order to minimise the visual impact;

2- Use of existing landform - accommodation has been placed so as to make full use of the natural hollow around Newton North church;

3- Retention of existing landscape features - whenever possible, existing trees, hedgerows and hedge banks have been retained in order to minimise the visual impact;

4- Appropriate scale and pattern - spacing of accommodations will allow planting to be installed between lodges;

5- Extensive naturalistic structure planting – the developers indicated that internal planting within the site "will help to integrate elements of the development and the site within the landscape. Use of local provenance native woodland species will ensure that plant stock is appropriate to the local area and will enhance biodiversity";

6- Use of sympathetic materials, colours and finishes - integrated buildings within the landscape.

(summarised from: Bluestone holiday village, 2002a: 11-12)

Although the above ideas are significant in relation to the design philosophy of Bluestone, they were only ideas and there was no guarantee of the achievability of these ideas on the ground.
Prior to construction, the developers indicated that an Environmental Action Plan (EAP) would be prepared which will detail the environmental policies and procedures to be followed on site. The EAP would also enable to ensure that environmental impact was controlled and would specify issues during construction, such as:

- Site working hours agreed with the Environmental Health Officer;
- Ecological or archaeological areas;
- Monitoring programme for water quality;
- Storage of chemicals on site and procedures for spillage control;
- Location of overland flow interception ditches;
- Wheel washing facilities;
- Dust control measures;
- Agreed haulage routes to and from site;
- Inspection procedures agreed by the County Archaeologist;
- Storage of topsoil;
- Disposal of wastes from site;
- Recycling procedures.

(Bluestone holiday village, 2002a: 90)

Additionally, the developers asserted that an environmental officer would monitor work on the site during the construction phase and would work with the construction team to ensure that the suggested measures in relation to control the negative impacts of the construction were employed accurately (Bluestone holiday village, 2002b). However, it is beyond believes that only one environmental officer would be employed in order to carry such a big responsibility.

However, the construction industry is a notorious generator of waste, producing approximately 2 tonnes for every 1 tonne of household waste (Ferguson et al., 1995). One of the major methods of minimising waste in the construction industry
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is the recovery of Construction and Demolition (C & D) waste and therefore, the Bluestone developers considered waste minimisation in their planning and asserted that management, design and pre-planning would help in minimising C & D waste (Bluestone holiday village, 2002a). Examples of methods for minimising waste on the construction site would be implemented, including “green procurement, training, positive feedback, appropriate site supervision, proper storage of materials, returning pallets, used of prefabricated materials, proper use materials and material management” (Bluestone holiday village, 2002a: 124-125). The developers' consideration of the above issues is considered a step towards achieving the environmental aspect of TBLS. However, managing the negative impacts of the Bluestone development on the environment does not mean that the natural resources will not be affected.

4.5 Social impacts of the Bluestone development

The Bluestone developers examined the social impacts of the project in conjunction with the economic impacts and called it the "socio-economic context of the project", and in this section of their examination, they covered four main issues which are: “benefits to local economy”, “use of local companies for good”, “services and labour”, “financial projections into the local economy” and “employment” (Bluestone holiday village, 2002a: 155-163).

The developers highlighted in Bluestone holiday village (2002a) that one of the fundamental social effects of the development on the local community would be the
use of local suppliers in the area of Pembrokeshire in order to supply the development with all products and services it might need. In the studies of the impact of the development on the local communities, the developers listed the potential local suppliers partnering with Bluestone. The list included thirty seven names of small local suppliers specialising in wine, confectionery, seafood, vegetables, meat, non-alcoholic drinks, organic produce, preserves, art, craft and gold (Bluestone holiday village, 2002a). Therefore, it might be expected that a major development like Bluestone would face difficulties in managing and controlling thirty seven small local suppliers for food and drinks. Additionally, these small suppliers may not be able to supply the required services and goods for such a major development.

Employment was considered as socio-economic impact of the Bluestone development (Bluestone holiday village, 2002a). Additionally, it was one of the major issues in Pembrokeshire since young people were moving out of Pembrokeshire to find employment and many people living in Pembrokeshire had identified themselves as job seekers (Interview 2, PCNP officer). The developers emphasized that the Bluestone development would provide many jobs to benefit the local community as indicated in the following quote by PCNP officer (Interview 2):

*Employment is a problem, the project told that there will be 600 jobs. The fact is young people from Eastern Europe are looking for experience and they may agree to have lower wages than the British youth, we have to generate employment but they did not hit the right button.*
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The PCNP officer was not convinced that job opportunities which were to be provided by the Bluestone development would benefit the local community, and suggested that these jobs would potentially be filled by Eastern Europeans, an issue which needs more investigation and will be discussed in more detail in section 5.4.6.

Moreover issues, such as the social impact of tourists and foreign workers on the local community, were not discussed or examined by the developers. These impacts probably would have a significant role in changing the Welsh traditions and values.

A PCNP member indicated the importance of involving local communities in governmental decisions related to their own area as highlighted in the following quote:

_Recently, we needed to involve local people to succeed in achieving our aims in sustainable tourism development. What is happening now is that seven groups of people have been set up which try to look from bottom to the top. So government should ask local people what they want and what is important to them and how would they like it to happen._

(Interview 1, PCNP member)

Local communities in Pembrokeshire were involved in a consultation which preceded the decision of approving the Bluestone development in PCNP and they sent two hundred and sixty six letters supporting the development and one hundred and thirty seven letters against the development to PCNP which are
analyzed in section 4.10. Additionally, there was a public meeting on the purpose of involving the local community; the following quote illustrates what happened at that time:

In the Bluestone area, there is a conflict in the decision making, and to involve the local people in this decision, the decision needs to be taken among public. Therefore, councillors held a public meeting and they set together around a table in a room consisting of two hundred local people. The councillors voted for the decision and then gave permission to thirty five people to speak; each one had the right to speak up to three minutes.

(Interview 1, PCNP member)

The above quote illustrates the involvement of local people in the decision to provide planning permission for the Bluestone development. Although the government stated that major development should not be proposed in a National Park, and most of people at the public meeting rejected the project on that basis, the Bluestone development was approved in 2004.

4.6 Economic impacts of Bluestone

Because Pembrokeshire is a rural area, its employment structure is based on agriculture, manufacturing and tourism (Bluestone holiday village, 2002a; Midmore and Thomas, 2006). Thus, the developers emphasised the significant benefits of the Bluestone development to the local economy as follows:

The predicted benefits to the local economy are considerable and this is in turn has national implications in terms of making very considerable contribution towards the diversification needed in rural areas and contribute significantly to the overall health and viability of a peripheral location which may continue to decline without this substantial investment.

(RPS, 2002: 6)
Pembrokeshire’s economy suffered from several economic problems, such as the “Food and Mouth Disease (FMD) outbreak (an infectious disease affecting cloven-hoofed animals, in particular cattle, sheep, pigs, goats and deer)”, ‘the effects of the collapse of ITV Digital (2002) on call centre employment which resulted in 900 people losing their jobs”, and “the recent loss of factory employment at a clothing supplier which has been purchased by a large retailer (i.e. Marks and Spencer)” (Midmore and Thomas, 2006: np). Therefore, the government was concerned about the economic future of Pembrokeshire and believed that Bluestone was the solution for all the economic problems in the area (Interview 1, PCNP member). However, interesting facts in relation to the issue of employment in the Bluestone development and the interests of Pembrokeshire’s local community in relation to these jobs are revealed in section 5.4.6.

The EIA for Bluestone undertaken by Newidiem indicated that Pembrokeshire had a number of problems in its employment base, such as a strong reliance on seasonal employment and an above-average level of self-employment (RPS, 2002) (Table 4.4).
### Winter unemployment (% workforce base)

<table>
<thead>
<tr>
<th></th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wales</td>
<td>6.0</td>
<td>1.9</td>
<td>4.1</td>
</tr>
<tr>
<td>Pembrokeshire</td>
<td>8.6</td>
<td>2.8</td>
<td>5.8</td>
</tr>
</tbody>
</table>

### Summer unemployment (% workforce base)

<table>
<thead>
<tr>
<th></th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wales</td>
<td>5.2</td>
<td>1.9</td>
<td>3.6</td>
</tr>
<tr>
<td>Pembrokeshire</td>
<td>7.0</td>
<td>2.6</td>
<td>4.9</td>
</tr>
</tbody>
</table>

**Table 4.4: Seasonal unemployment** (Sources: NOMIS and the employment information unite, 2002 cited in RPS, 2002: 16).

These problems with the employment base were the result of the economy's reliance on tourism is highly seasonal and does not offer a lot to the local community, and because Pembrokeshire depends largely on agriculture, manufacturing and seasonal tourism, there are few other chances for employment outside these three sectors (Bluestone holiday village, 2002b; Midmore and Thomas, 2006).

The forecasted employment structure for the Bluestone development is summarised in Tables 4.5 and 4.6:
Chapter four: An evaluation of the Bluestone case study in relation to TBLS

<table>
<thead>
<tr>
<th>Staff</th>
<th>Based on 400 Accommodation units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Directors</td>
<td>5</td>
</tr>
<tr>
<td>Non-Executive Directors</td>
<td>3</td>
</tr>
<tr>
<td>PA to directors</td>
<td>1</td>
</tr>
<tr>
<td>Managers</td>
<td>15</td>
</tr>
<tr>
<td>Supervisors</td>
<td>171</td>
</tr>
<tr>
<td>Assistants</td>
<td>405</td>
</tr>
<tr>
<td>Total</td>
<td>600</td>
</tr>
</tbody>
</table>

Table 4.5: Forecasted employee structure (Source: Bluestone holiday village, 2002a: 161)

This profile would result in the following average number of full-time equivalent employees contracted by Bluestone:

<table>
<thead>
<tr>
<th>Employees</th>
<th>Year ending 31st March</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2004</td>
</tr>
<tr>
<td>Directors</td>
<td>5</td>
</tr>
<tr>
<td>Non-executive directors</td>
<td>3</td>
</tr>
<tr>
<td>PA to directors</td>
<td>1</td>
</tr>
<tr>
<td>Managers</td>
<td>14</td>
</tr>
<tr>
<td>Supervisors</td>
<td>96</td>
</tr>
<tr>
<td>Assistants</td>
<td>251</td>
</tr>
<tr>
<td>Total</td>
<td>370</td>
</tr>
</tbody>
</table>

Table 4.6: Detailed forecast employee structure from 2004 to 2007 (Source: Bluestone holiday village, 2002a: 162)
Tables 4.5 and 4.6 highlights the fact that Bluestone would provide only twenty four high-paid jobs (i.e. executive directors, non-executive directors and PA to directors) with the rest of the jobs being low-paid jobs (e.g. supervisors and assistants) which would not possibly attract the local residents.

According to the Newidiem report in which the various economic benefits of Bluestone to the local economy have been discussed, the developers emphasized that the Bluestone will bring many economic benefits the area of Pembrokeshire to achieve the aims and the economic agenda of the government, such as: increasing the number of visitors to Pembrokeshire; raising the profile of the area and contributing to the local economy; creating employment opportunities; improving the infrastructure and add to the tourism attractions; benefiting the local community; using local suppliers (RPS, 2002). Additionally, the Newidiem report concluded the following outputs would result directly from the project capital expenditure:
Chapter four: An evaluation of the Bluestone case study in relation to TBLS

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</thead>
<tbody>
<tr>
<td>Total capital expenditure</td>
<td>29.8</td>
<td>2.6</td>
<td>4.0</td>
<td>5.4</td>
<td>1.5</td>
<td>1.0</td>
<td>0.5</td>
<td>44.8</td>
</tr>
<tr>
<td>Capital expenditure (60%)</td>
<td>17.9</td>
<td>1.6</td>
<td>2.4</td>
<td>3.2</td>
<td>0.9</td>
<td>0.6</td>
<td>0.3</td>
<td>26.9</td>
</tr>
<tr>
<td>Revenue expenditure</td>
<td>-</td>
<td>10.6</td>
<td>18.6</td>
<td>22.3</td>
<td>25.2</td>
<td>26.1</td>
<td>27.0</td>
<td>129.8</td>
</tr>
<tr>
<td>Total direct expenditure</td>
<td>17.9</td>
<td>12.2</td>
<td>21.0</td>
<td>25.5</td>
<td>26.1</td>
<td>26.7</td>
<td>27.3</td>
<td>156.7</td>
</tr>
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<table>
<thead>
<tr>
<th>Business plan forecast</th>
<th></th>
<th></th>
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<tbody>
<tr>
<td>Bluestone staffing</td>
<td>50</td>
<td>370</td>
<td>500</td>
<td>575</td>
<td>600</td>
<td>600</td>
<td>600</td>
<td></td>
</tr>
<tr>
<td>assumptions (FTEs)</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of accommodation</td>
<td>200</td>
<td>250</td>
<td>325</td>
<td>400</td>
<td>400</td>
<td>400</td>
<td>400</td>
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<table>
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<tr>
<th>Average annual spend</th>
<th></th>
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<tbody>
<tr>
<td>Capital expenditure (60%)</td>
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<td></td>
<td></td>
<td>3.8</td>
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<tr>
<td>Revenue expenditure</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>18.5</td>
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</table>

<table>
<thead>
<tr>
<th>Jobs</th>
<th></th>
<th></th>
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<th></th>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Jobs (construction)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>114</td>
</tr>
<tr>
<td>Direct jobs (tourism)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>596</td>
</tr>
<tr>
<td>Total direct jobs</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>710</td>
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</tbody>
</table>


According to the above table, the capital expenditure which would impact on the Pembrokeshire economy would be about £26.9M over seven years which was equal to 60% of the total capital expenditure. In that respect, 40% of the capital
expenditure would be spent outside Pembrokeshire and would not impact on the local community in the area. Similarly, a total revenue expenditure of £129.8M was anticipated to be spent on purchasing services and hospitality directly related to the project proposal. Moreover, the capital and revenue expenditure was estimated to generate £157M in Pembrokeshire over a seven-year period, which would provide an increase in the number of overnight visitors:

*The total impact of the project in terms of capital spend and tourism income over the period to 2008/9 is estimated at £223 million of total new spend and associated income flows generated by the initial expenditure and the direct and indirect creation of 933 jobs. The increase in direct and indirect employment in the tourism sector from the project is estimated to be approximately 785 jobs. This will represent around 10% of total employment in tourism.*

(RPS, 2002: 26)

However, there were no guarantees that the local economy in Pembrokeshire had the ability to supply such a big development with all what it needed over a seven-year period which would possibly lead to the developers seek supply from other places.

It can be noted that in a different document produced by the Bluestone developers, a different number of jobs were introduced; Table 4.7 shows that there would be 710 job opportunities, the above quote which has been mentioned alongside with the table in the same report indicated that there will be 933 jobs available through the project phases, an officer in PCNP emphasized that there will be 600 jobs provided by the development (Interview 2, PCNP officer); in other documents (e.g.
the Bluestone website), it was indicated that there will be 900 jobs as illustrated in the following quote:

*It is estimated that Bluestone will generate some 900 full time jobs through its construction and continued operation. By the end of phase one, 600 direct jobs will have been created offering a wide range of opportunities from unskilled through to managerial positions. A further 200 jobs are estimated indirectly through the construction of Bluestone and associated businesses. Once the Snowdome is complete an additional 100 full-time jobs will be created. Potential employees will be selected, wherever possible, from within a 30 mile radius and transport to and from work will be available. Bluestone aims to develop a very well-trained, highly motivated, and professional workforce.* (Discover Bluestone, 2004: np)

As the number of the jobs offered by the developers was not consistent in all the documents related to the Bluestone development, it can be concluded that these figures are based on assumptions and there was no firm guarantee of the amount of jobs which would be offered by the development. Additionally, my personal observations which were taken in Tenby and Saundersfoot in July 2006, confirmed that labour market problems are likely to occur. What I saw was that many guest-houses and small hotels were advertising vacancies. I spoke with a lady running a small guest house in Tenby and she indicated that there was a difficulty in finding people to help to run her manages the guest house during the tourism season.

### 4.7 Key stakeholders involved in the Bluestone development

In theory, a development’s stakeholders, according to Freeman (1984) and Jackson (2006) are those who can influence, or are influenced by, the organization activities. According to that definition, the stakeholders involved in the Bluestone
development that were identified as key stakeholders and other stakeholders are illustrated in Table 5.1. Key stakeholders were those who are directly involved in the Bluestone development (e.g. the developers) and who were involved in granting planning permission (PCC and PCNP) and the funding (Team Wales: WAG, WTB, WDA, FW) to support the development. Other stakeholders were those who were indirectly involved in the decision of supporting or rejecting the development, or were affected by the development. Other stakeholders included CNP; FPCNP; hoteliers and local residents in Pembrokeshire (see Table 4.8).

<table>
<thead>
<tr>
<th>Key stakeholders</th>
<th>Other stakeholders</th>
</tr>
</thead>
<tbody>
<tr>
<td>The developers</td>
<td>Council for National Parks (CNP)</td>
</tr>
<tr>
<td><strong>Team Wales:</strong></td>
<td>FPCNP</td>
</tr>
<tr>
<td>Welsh Assembly Government (WAG)</td>
<td></td>
</tr>
<tr>
<td>Wales Tourist Board (WTB)</td>
<td>Hoteliers</td>
</tr>
<tr>
<td>Welsh Development Agency (WDA)</td>
<td>Local residents</td>
</tr>
<tr>
<td>FW (FW)</td>
<td></td>
</tr>
<tr>
<td>Pembroke County Council (PCC)</td>
<td></td>
</tr>
<tr>
<td>Pembroke Coast National Park (PCNP)</td>
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</tr>
</tbody>
</table>

Table 4.8: Key stakeholders and other stakeholders involved in the Bluestone Development.
In theory, and according to the recent approaches and methods which are being adopted to explore the problems of achieving sustainability, stakeholders should find the balance between the elements of the TBLS, i.e. the social, economic and the environmental agendas, in order to achieve long-term sustainability and protect the natural resources for the next generation (SustainAbility, 2006). The aim of the following section is to analyze key stakeholders’ policies and agendas in relation to the economic, social and environmental agendas.

4.7.1 The Bluestone Developers

Who are they and what do they do?

The Bluestone project was owned by William McNamara who funded the Bluestone project by selling out his entire share holding in Oakwood back to his family (Interview 3, the developers). In 1949 William’s parents moved to Pembrokeshire and in 1964 they purchased Newton Farm where Oakwood is now situated and where Bluestone is proposed to be. In 1982 William McNamara took over Newton Farm after he had been awarded a diploma in agriculture, and in 1985, with his brother, he developed the idea of the Oakwood theme park which had attracted approximately a hundred and seventy thousand visitors every year. 70% of visitors to Oakwood were holiday-makers; they often come to Oakwood from many different places and many of them search for accommodation on arrival, ideally finding accommodation near Oakwood. Finally in 2000, William developed the concept for the Bluestone project (Interview 3, the developers) to provide appropriate accommodation for these visitors.
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According to the developers, Bluestone was a big project and was designed to address the issues of SWEL (Seasonality, Weather, Economy and Location), and therefore, they considered it as a way of "killing" [sic] seasonality in Pembrokeshire as it is an all-year attraction; it will have facilities that could be used in all weather", in addition, they asserted that its location inside the National Park was considered "ideal" (Interview 3, the developers).

What do they say about sustainability?

The Bluestone developers asserted that the main aim of the Bluestone development was "to achieve sustainable tourism development and counter seasonality in Pembrokeshire" (Interview 3, the developers). Additionally, they indicated that the development will benefit the economic, social and the environmental agendas of all the stakeholders:

Bluestone is the way to kill [sic] seasonality and the way to keep people in employment for twelve months in a year, not just for six months in a year... We will not destroy any tree, it will sit in five hundred acres of beautiful Pembrokeshire and it will have quality lodge accommodation. We chose lodge accommodation because the lodges are made of wood, all timber, they will not come from stone. Bluestone will benefit the economy, the environment and the society.

(Interview 3, the developers)

The assertion that the development will not adversely impact on the natural resources and the exploitation of renewable materials (wood) suggests that the developers were concentrating on investing effort in order to minimise the negative impacts of the development on the environment by using environmentally-friendly materials and quality lodge accommodation. However, it was indicated by an
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officer in PCNP that the Bluestone development would negatively affect the flora and fauna in the National Park:

The existing site is mostly fields rich with flora and fauna. They said that they will enhance biodiversity and the natural resources of the area but bats are very special in the area, very different.  

(Interview 2, PCNP officer)

Although the PCNP officer in the above quote suggested that the existing Bluestone site had an ecological value as it contains flora and fauna, particularly bats, the developers claimed that the development will benefit the economic, social and environmental agenda of Pembrokeshire and indicated that the proposed Bluestone site was not ecologically important:

Bluestone will implement an Environmental Management Plan to improve the biodiversity of its site which is currently 90% intensively managed farmland of low ecological value. It will employ an environmental liaison officer appointed by National Parks to monitor the plan and educate the public about the special qualities of the site.  

(Interview 3, the developers)

The issue of the expected environmental negative impacts of the Bluestone development will be investigated further with different stakeholders in sections 5.2 and 5.6.

Because the Bluestone development was controversial and its planning application took several years to be approved from both planning authorities in PCC and PCNP, the developers were not pleased with the development site and wished that it was anywhere rather than in a National Park:
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I really wish we did not, I really wish to go back seven years ago and we have not put it in a National Park but now we could not put it in anywhere else. We wanted to build it in Pembrokeshire; we did not want it to be built in Cardiff for example or anywhere else. The whole idea about a holiday village is that it should be safe and secure, when you go there with your children, they can run around freely, there is nobody from outside in, and that was the idea. We looked at some other places but we found that it have poor access, some of them have no trees, no water so the holiday village will not work. The land, in which the Bluestone development is supposed to be happening is now closed, not opened to the public, it is farmland and no one works in it, it has only some ducks, if it is really a beautiful area, how people will know. The whole area is a valley.

(Interview 3, the developers)

The issue of the alternative sites for the Bluestone development will be discussed in more detail in section 5.6.4.

4.7.2 Welsh Assembly Government (WAG)

Who are they and what they do?

WAG was responsible for all issues related to developing and implementing policies and strategies in Wales. WAG had adopted sustainable development as the main strategy for Wales to integrate social, economic and environmental issues when planning for long-term economic developments. As stated by the first minister at that time “Sustainable Development is not an option that will go away – it is the only way forward” (Morgan, 2005: np).

The National Assembly for Wales is required by law to make a Scheme stating how it will promote sustainable development in the exercise of its functions... This Action Plan is intended to: Implement the new Sustainable Development Scheme.

(Sustainable Development Action Plan for Wales 2004-2007: 1)
What do they say about sustainability?

Before I start explaining what WAG thought about sustainability, I would like to give a brief idea about sustainable tourism policy in different contexts as showing in Table 4.9

<table>
<thead>
<tr>
<th>Context</th>
<th>Sustainable tourism framework</th>
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<tbody>
<tr>
<td><strong>1- International context</strong></td>
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</table>
| **Johannesburg World Summit on sustainable Development** | The summit called for a focus on sustainable tourism development and outlined actions to change unsustainable patterns of consumption and production. There is a need to increase benefits from tourism to the local communities, while maintaining the cultural and environmental integrity of those communities and enhancing the protection of ecologically sensitive areas and natural heritage. **Network of regional governments for sustainable development** It has one objective which is promote sustainable development at the regional government level. Specific attention given to:  
- Respect for the characteristics of local communities;  
- Geographic and seasonal spread giving social and economic benefits;  
- Employment of local people and use local goods and services;  
- Minimizing the negative effect of tourism through good management;  
- Sustainable forms of transports;  
- Giving tourists access to remote and unique areas;  
- Raising awareness about the benefits of tourism to the local economy;  
- Enhancing the skills of the local community in order to participate in tourism;  
- Recognising that the value of the environment is far greater than its value as a tourist asset; |
| **2- European context** | **European Union** Basic orientations for the sustainability of European Tourism, published in 2003, set out the European Commission's views on how to ensure the economic, social and environmental sustainability of European tourism. Amongst the key challenges highlighted in the document are the promotion of sustainable transport and extending the tourism season. |
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3- UK context

One future- different paths is the UK’s shared framework for sustainable development, supported by the separate strategies of each of the devolved administrations. The aim of the framework is to provide a consistent approach and focus across the UK. The Welsh Assembly Government’s sustainable development scheme translates the aims of the framework into action and is supported by additional measures and indicators.

4- Welsh context

- Starting live differently- the Assembly’s Sustainable Development scheme, published in 2004, outlines its commitments towards sustainable development. The scheme emphasis the need for development to be based on Wales’ quality.
- Wales- A vibrant Economy which is due to published in 2006 is the economic strategy of the Assembly Government. the framework identifies the need to ensure that individual policies within the framework support sustainable growth and seek to ensure that economic development activities are consistent with the five principles set out in the UK Framework for sustainable Development with namely: living within environmental limits, ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science.
- Wales Ecological Footprint measures the amount of land we need to support our lifestyles and can be used to assess the demands we are placing on the environment. This can be used to measure progress towards achieving sustainable tourism development.
- The Wales Spatial plan- People, Places, Futures, translates the Assembly Government’s policies into visions for each part of Wales which will shape how each area will develop economically, socially and environmentally in the long term.

Table 4.9: Sustainable tourism policy in various contexts [Summarised from: Sustainable Tourism Framework, 2006]

The then-new Welsh Sustainable Development Scheme “Securing the Future” and its strategic framework, was launched on 7 March 2005 to take account of developments domestically and internationally; enable greater emphasis on the
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relationship between government and local authorities; take account of new policies since 1999; emphasize the responsibility of all UK Departments for achieving sustainable development; highlight the renewed international push for sustainable development from the World Summit on Sustainable Development in Johannesburg in 2002 (Sustainable Development, 2006).

In the Welsh Sustainable Development Action Plan (WSDAP) 2004-2007, sustainable development was defined as follows:

Sustainable development as a whole depends on the actions we as a government are taking to promote a strong and prosperous economy and healthy living, to tackle inequality for reasons of race, gender and disability and to address poverty and lack of opportunity through our Social Justice agenda. It also requires actions by all sections of society. We will not succeed in resolving any of these issues if we continue to pretend that they exist as single and unconnected entities. We need to recognize the connections between them and strive collectively to find solutions that address all of them...Regarding our natural resources as our major asset; in a very basic sense, the soil, water and air of Wales are fundamental to our sustainability. But in a modern economy, these assets are also fundamental not just to life but to our future competitiveness. Tourism is a major economic activity and it depends on high quality environments...Embedding sustainable development principles into all procurement in Wales will help to deliver the vision of a sustainable Wales that will have substantial benefits for our communities, the economy, the environment, health and culture...Ensuring all our funding works for sustainable development.

(Sustainable Development Action Plan for Wales 2004-2007: 1)

The above quote highlighted the governmental views on the social, economic and the natural environment. Additionally, it demonstrated the governmental actions to support better living and economic benefits to the local people, protect the
environment and achieve sustainable tourism development. WAG is defined sustainable tourism development as follows:

The National Assembly for Wales will promote development that meets the needs of the present without compromising the ability of future generations to meet their own needs. By this, we mean the needs of all human life, within the carrying capacity of supporting ecosystems, without compromising the ability of future generations to meet their own social, economic, environmental and cultural needs.


The WAG definition of sustainability was very similar to the sustainable tourism definition adopted in most organizations, for example PCNP. Therefore, the principles and steps of achieving sustainable tourism development should be similar to other organizations like PCNP. The following quote represented the Welsh vision of sustainable tourism development:

The vision of a sustainable Wales: The Assembly will pursue, on an effective partnership basis, a sustainable future for Wales based on: promoting a diverse, competitive, high added value economy, with high skills and education, that responds to sustainable development opportunities, minimises demands on the environment and maximises the distribution of the benefits; action on social justice that tackles poverty, poor health, and consequences of disadvantage and provides people and their communities with the means to help themselves break out of the poverty trap; action in our built and natural environment that enhances pride in the community, promotes biodiversity, promotes local employment and minimises waste generation, energy, water and transport demands.

(Sustainable Development Action Plan for Wales 2004-2007: 49)

In that sense, WAG was taking into account sustainability in all the development that has been carried out by the Assembly. WAG principles of achieving sustainable tourism development can be obtained from the following quote:
Sustainable Development principles: translating the Assembly’s vision into action will mean changing the way we work so that: sustainable development underpins and drives everything the Assembly does and advocates others to do; critical issues are identified, through dialogue - with leading stakeholders, and focused on; people and communities are at the heart of sustainable development; decisions in each field of policy take account of effects of proposals 'in the round', not just in the field in question and recognize potential tensions and risks of action and inaction; policies and programmes are designed in an integrated way so that they are mutually reinforcing and evidence based; funding and grant schemes reinforce this integrated approach; opportunities are recognised early and acted upon; spending plans are directed towards achieving key sustainable development outcomes with suitable planning horizons; new ways of working with our partners to achieve our objectives are developed; decisions about the short term should not be contradictory to long-term aims whenever possible the root causes of problems are tackled.


What is their role/reaction in/to the Bluestone development?

WAG sustainable tourism principles could have provided the answer to the question of why WAG was supporting the Bluestone development in PCNP National Park. According to the Welsh economic agenda, WAG considered the project an opportunity to benefit the local community and achieve economic benefit which fitted into the governmental agenda related to the area. Additionally, WAG considered funding major projects like Bluestone part of achieving sustainable tourism development:

*The Welsh Assembly Government is unique in the clarity of its vision and commitment to embed sustainable development at the heart of everything it does. The range of Action Plan commitments reflects the need for Wales to act both internally and to play its part in influencing UK and World issues. It represents an exciting opportunity to build on the progress already made in Wales, and to focus on making real and lasting changes.*

(Porritt, 2005: np)
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As the Bluestone development probably would affect transportation, roads and agricultural in the area of Pembrokeshire, WAG Transport Directorate submitted its comments in support of the Bluestone development on 23 July 2004, as follows:

Proposal would not have a material effect on conditions at the junction between the A40 and A4075 at Canaston Bridge, and therefore, there is no advice we would wish to offer, or any conditions we would seek to have imposed.

(Information Wales, 2004b: np)

However, the WAG Agriculture and Rural Affairs Department (ARAD) 2004 were not supportive due to the impact of the proposal on Wales’ long-term agricultural interests:

Of the approximate 99 hectares of agricultural land within the boundary of the total development, 60.6 hectares is considered to come within the best and most versatile category (grade 3a). The remainder of the agricultural land is grades 3b (37.9 hectares) and 4 (0.6 hectares). ARAD normally makes a representation on proposals that involve the loss of at least 20 hectares of grades 1-3a. ARAD therefore makes a representation for the reason that the development will significantly affect the long-term national agricultural interest.

(Information Wales, 2004a: np)

As highlighted in the above quote, a wide area of high quality agricultural land would have been lost as a result of the proposal. ARAD made a representation on the Bluestone development to highlight the reason that the development would significantly affect the long-term national agricultural interests. It was obvious that the development will cover about 60.6 hectares from the best category of agricultural land (grade 3a).
Additionally, on 23 July 2003 WAG commented on the Bluestone development as follows:

The position and design of the Snowdome will be prominent, incongruous and out of character with the standards of design and construction that would be expected on a site associated so closely with the National Park. The construction of the new roundabout at the access point will comprise a major work of civil engineering in close proximity to the actual park boundary, and will be particularly visible when lit at night. This will be severely detrimental to the conservation of the landscape quality, especially through light pollution during the hours of darkness.

(WAG, 2004: np)

The above quote highlighted that WAG understood that the Bluestone development would definitely affect the landscape and will have light pollution. However, WAG supported the Bluestone development to be built in the National Park.

4.7.2.1 Wales Tourist Board (WTB)

Who are they and what they do?

WTB was an organisation which worked under WAG supervision before it merged with WDA and FW in April, 2006 to become visit Wales. Their main strategic objective was “to embrace a sustainable approach to tourism development which benefits society, involves local communities and enhance Wales” which should be achieved through the main national tourism strategy “Achieving our Potential”, which focused on “the key principles of sustainability, partnership, competitiveness and quality”. In addition, one of WTB’s aims was to consult key stakeholders
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involved in the tourism industry in order to broaden its views in relation to sustainable tourism development (WTB, 2005: np).

What do they say about sustainability?

WTB explains the principle of sustainability as follows:

Tourism must be developed responsibly if it is to achieve wider economic, environmental and cultural benefits to Wales... Sustainable tourism concerns much more than just the preservation of our landscape and coastlines. Sustainable delivery of services that meets the needs of the visitor requires careful consideration of the needs and identity of local communities and cultural assets. Sustainable tourism means developing a product which meets the needs of the present tourists and host regions while protecting and enhancing opportunities for the future.

(WTB, 2005: 6)

WTB was keen on achieving sustainable tourism development in Wales by considering sustainable tourism development principles, such as: using local suppliers; protecting the environment and the natural resources; minimizing the negative impacts of tourism; undertaking sensitive planning to ensure that tourism does not compromise the long-term survival of the environment, both marine and terrestrial, the existing host community and the enjoyment of future generations (Personal communication with WTB, 2005). WTB identified seven points which gave priorities to the support of new developments as follows:

- Provide a competitive advantage for Welsh Tourism;
- Enhance product quality and service;
- Extend the season and improve profitability;
- Provide full time jobs opportunities;
- Demonstrate sound business planning;
- Enhance the environment;
- Support the Welsh culture.

(WTB, 2005: 2)
It can be noted that enhancing the environment came very low down near the end of the above list while other issues, such as competitiveness and enhancement of quality products and services, came much higher on the top of the list. However, in National Parks, enhancement and conservation of the environment should be on the top of any project proposed on National Parks land as referred in section 5.3.2.

In 2006, WTB identified different principles in order to achieve sustainable tourism development to the next generation as follows:

1- The scale, pace and character of tourism development must be controlled by safeguard Wales’ environmental, historical and cultural assets;
2- Tourism should be perceived as a positive activity which can help to sustain communities and offer a range of economic opportunities;
3- Employment of local people and the sourcing of local goods and services should be a priority;
4- The negative impacts of tourism should be minimized through effective environmental management and promoting environmentally sound practices by tourism operators;
5- Sensitive planning must be undertaken to ensure that tourism does not compromise the long-term survival of the environment;
6- The principles for sustainable development and the Welsh Assembly Government’s duty to sustainable development must be respected across areas of Wales Tourist Board’s work.

(WTB, 2006: 1)

As stated in the tourism strategy for WTB in 2005; the national action plan for tourism would be delivered from the key principles contained within “Achieving our Potential” (WTB, 2005), which meant that the national action plan for tourism would adopt the same concepts and strategies for sustainable tourism development in WTB.
What is their role/reaction in/to the Bluestone development?

WTB supported the Bluestone development as it considered the project as a way of "achieving economic benefits to the area of Pembrokeshire"; the Bluestone developers submitted a grant application to WTB and they succeeded in being awarded £1.5M as a grant to start the construction phase (Interview 3, the developers).

4.7.2.2 Welsh Development Agency (WDA)

Who are they and what they do?

WDA was an organisation formed in 1976 which like WTB also worked under WAG supervision; it was the executive arm of WAG in promoting economic development in Wales; its crucial aim was to help in capital funding and creating a business environment in Wales; it was responsible for awarding grants to new investments, especially for supporting a project's infrastructure and its agenda was focused on dealing with problems in industry; it helped in economic regeneration and developing environmental plans (WDA, 2005).

WDA identified the fundamental need for economic development in Wales, and therefore, in the light of its economic development agenda, the Bluestone development was a good project for WDA to support; the main reason of supporting the project was the number of jobs it would provide and the economic benefits to the area of Pembrokeshire and Wales, and this, from WDA point of
view, was what the local residents needed (Personal communications with WDA, 2006).

What do they say about sustainability?

WDA used to provide grants to environmental plans to enhance the landscape and ensure that there were different types of trees. Additionally, they used to support the tourism industry by providing funds to hotel developers in order to improve the quality of hotels in the area of Pembrokeshire and surroundings. However, what sustainability meant to WDA is explained in the following quote:

> WDA and WAG are working differently but they are investing sustainable places which are taking into account the protection of the natural resources and consider sustainability issues by looking at the natural resources as well as jobs and economic benefits.

(WDA, 2005: np)

The WDA therefore suggested that there was a balancing of the environmental agenda against the economic agenda.

What is their role/reaction in/to the Bluestone development?

WDA supported the Bluestone development and they awarded the project a grant of £3M in order to help the developers start the project as WDA officers were totally convinced of the economic benefits of the development (Interview 1, PCNP member) and they did not think that they would have to look at the environmental negative impacts which the project could bring to the area, and thus, they looked at the project from a commercial point of view as will be highlighted in section 5.6.3.
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4.7.2.3 Finance Wales (FW)

Who are they and what they do?

FW was an organisation established by the WDA and WAG and its main aim was “to support small and medium-sized businesses in Wales to realise their true potential for innovation and growth” (FW, 2006: np). Like WTB and WDA, it merged into WAG in April 2006. Additionally, it used to have programs like LEADER+ which was an initiative financed by EU structural funds in order to help “rural actors consider the long-term potential of their local region” and encourage organisations in rural areas to develop high quality plans for the sustainable development of those areas; LEADER+ was first introduced to Wales in 1992 (LEADER+, 2006: np).

What do they say about sustainability?

_All projects should take into account of the three cross-cutting themes which are: Information and Communication Technology; Environmental Sustainability and Equality of Opportunity._

(FW, 2006: np)

In theory, FW only supported projects which took into account information technology, environmental sustainability and equality of opportunity. However in practice, it was revealed that they supported developments which are profitable on the short and long term as highlighted in section 5.6.6.

What is their role/reaction in/to the Bluestone development?
FW offered a loan of £2M to the Bluestone developers in the expectations that they would return the money after a period of time with some profit so that FW could invest again in other developments.

4.7.3 Pembrokeshire County Council (PCC)

Who are they and what they do?

PCC is the local government organisation which is responsible for all the issues in Pembrokeshire and surroundings. It had seven departments which included: “planning, transport, news and events, business, education, jobs and visit Pembrokeshire”. It had responsibility for “preparing the development plan, development control, building control, enforcement, public rights of way, common land and biodiversity”. In addition, the planning department was responsible for “the planning policies, planning applications, building controls, countryside and biodiversity” (PCC, 2006: np).

The objective of the Development Planning section was to provide a planning policy framework which:

- Guides future development and regeneration;
- Delivers sustainable development;
- Provides certainty for developers and local communities; and
- Mediates between competing demands.

(PCC, 2006: np)
In that sense, PCC had a duty to support and deliver sustainable development and to balance between the different demand of local communities, developers and the environment, i.e. balance between the three aspects of TBLS.

A PCNP member indicated that Pembrokeshire was located far away from the more densely-populated areas of Wales, e.g. Swansea and Cardiff, and it therefore, faced many economic problems and needed additional infrastructure and facilities in order to attract investors to the area so that more people would come to live and work in the area as follows:

*West Wales is an area facing a lot of economic difficulties in these years. The reason for this, I suppose, is that it is very far away from the large centres of population. So, in Wales the further west you go, the more difficult it is for any industry to succeed.*

(Interview 1, PCNP member)

From the above quote, it can be noted that government needed to look at the area of west Wales in terms of developing the infrastructure for the economic development before approving a major development in the National Park for quick economic return.

**What do they say about sustainability?**

The environment was one of the main goals for PCC as was asserted in their planning policy:

*The environment around us requires careful management to ensure that development is sustainable. The Council covers various aspects of planning including developing strategies to manage bio-diversity, building*
and development control, and managing public rights of way… The environment is important and we are constantly working to protect and enhance it. This includes finding new ways of ensuring the sustainability of waste management.

(PCC, 2005: np)

However, for land in PCNP, NPA was the Local Planning Authority (Interview 2, PCNP officer). Enquiries related to land use planning matters in the National Park area should therefore have been directed to the NPA rather than PCC (PCC, 2005).

*We are committed to promoting the economic, social and environmental well-being of Pembrokeshire through the Local Agenda 21 process which is based on local action to promote sustainable development.*

(PCC, 2005: np)

Therefore, PCC was not responsible for the environmental issues which related to the National Park, but they were responsible for all the social and economic issues in Pembrokeshire and the environmental issues outside the National Park land.

**What is their role/reaction in/to the Bluestone development?**

PCC supported the Bluestone development and provided the developers a grant of £1M, in addition, PCC received forty three letters of objection from residents and businesses within the county – the main concerns were: detrimental environmental impact on National Park; increased traffic; visual impact; proposal does not conform to the development plan; adverse impact on local residents; that proposals should be subject of an inquiry. Fifty letters of support were also
received (Interview 1, PCNP member). However, it was very difficult for me to gain access to these letters despite that I made numerous requests.

PCC put the social and economic considerations in front of the environmental considerations by approving and supporting the development as highlighted in section 5.2. Therefore, PCC considered only the social and economic issues related to the Bluestone development and did not give much attention to the environmental issues.

4.7.4 Pembrokeshire Coast National Park (PCNP)

Who are they and what they do?

PCNP was designated in 1952 along with the Brecon Beacons and Snowdonia National Parks; it was Britain’s only coastal National Park among fourteen other National Parks; it was one of the smallest and the most densely-populated (Visit Pembrokeshire, 2007). PCNP had a population of 22,842, which increased by 4.7 million “day visitors” per year and included the city of St. Davids in the West, the settlements of Tenby and Saundersfoot in the South and Newport in the North. However, the park was a rural area with 70% of farm land and limited public transport facilities. Access to the area was usually via single-track roads (Bluestone holiday village, 2002a). The following are samples of photos represent the beauty of PCNP:
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Figure 4.9: Gannets, PCNP (Source: PCNPA, 2007: np)

Figure 4.10: PCNP landscape (Source: Wikimedia Commons, 2007: np)
A asserted by the developers, within the National Park, there were “65 sites of Special Scientific Interest” making PCNP “one of the most precious environmental areas in Europe” (Bluestone holiday village, 2002a: 22).

PCNP is managed by the PCNP Authority (PCNPA) which was the Local Planning Authority for applications proposed in the National Park (Interview 2, PCNP officer). The environmental act 1996 created PCNPA and therefore created the issue of two authorities PCC and PCNP re cross-boundary issues (Personal communication with Jones, 2007) PCNPA was created as a single purpose authority which had 120 staff and a committee of 15 members (PCNP, 2001). The aims of the authority are:
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1- To conserve and enhance the natural beauty, wildlife and cultural heritage of the park;
2- To promote opportunities for the understanding and enjoyment of the park special qualities by the public; and
3- To foster the economic and social well-being of local communities within the National Park but without incurring significant expenditure in doing so.

(PCNP, 2001: 6)

PCNPA was the local planning authority for all developments in the National Park land and PCC provided all other local authority services. Prior to 1996, decisions within the park were taken by a committee of Dyfed County Council which was then the unitary authority in this area (PCNP, 2001). PCNPA had at the time of writing four committees and a total of fifteen members, ten nominated by PCC and five nominated by WAG. The issues related to the park were managed by the National Park officers and three heads of service. PCNP documentation states that “the park employs approximately 100 people and has an annual net budget of £2.93 million” (PCNP, 2001: 7).

What do they say about sustainability?

Obviously, the main concern for PCNPA was conserving the environment while taking into account the economic and social benefits for the local community and educating people about how to protect the natural environment, however, some people believed that these two objectives were in conflict and they did not understand how economic benefits could be achieved in National Parks without economic developments (Interview 2, PCNP officer). At the same time, PCNPA
declared that if there were conflicts between the two objectives that priority should be given to the first objective relating to conserving the environment (Interview 1, PCNP member). Additionally, PCNP member indicated that there was a potential issue of precedence resulting from approving the Bluestone development in PCNP:

If someone starts to build in an open area, many people will follow him and build in the same area.

The issue of precedence needs to be explored from different stakeholders’ perspectives; therefore it will be discussed in detail in section 5.8.

What is their role/reaction in/to the Bluestone development?

PCNPA has a duty to support the economic and social well-being of the local communities in order to carry out its responsibilities in the park (PCNPA, 2003), therefore they should very carefully consider major developments proposed for the National Park. However, in January 2004, the planning application of the Bluestone development was approved by PCNPA.

Thus, it can be concluded that to most people supporting the Bluestone development in the National Park land was part from the governmental agenda and it was a political decision as highlighted in the following quote:

Politicians had decided that they wanted it to happen.

(Interview 1, PCNP member)
This PCNP member was involved in the decision of approving the planning permission for the Bluestone development and voted against the development because of its negative impacts on PCNP and considered approving its planning permission a political decision, however, the development was approved probably because most of the authority members are nominated from PCC with different policy objectives. However, WAG confirmed that having the Bluestone development in the National Park was not a political decision as highlighted in section 5.3.

4.8 Other stakeholders involved in the Bluestone development

There were a number of other stakeholders who were involved indirectly in the Bluestone development. These stakeholders contributed to the consultation processes carried out in PCC and PCNP and some of them played a fundamental role in the legal process (e.g. CNP) which was ongoing for over three years. A description of these other stakeholders is as follows:

4.8.1 Council for National Parks (CNP)

Who are they and what they do?

CNP was a charity that worked to protect and enhance the National Parks of England and Wales and promote understanding and enjoyment of them for the benefit of the local community. It was the only national, voluntary sector organisation dedicated to National Parks. It works to further its objectives through a range of activities, including: "lobbying decision-makers at Westminster, Whitehall"
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and the NAW; undertaking research; commenting on changes to planning guidance; monitoring planning applications and reacting when appropriate; providing information and educational materials" (CNP, 2005: np).

CNP appealed against the development on 14 January 2004, and on Friday 17 June 2005 the Court of Appeal listened to CNP’s appeal against the High Court’s judgment on the PCNPA’s approval of the Bluestone holiday village. Three Appeal Court judges decided whether or not the holiday village would be built, a decision which would have implications for all of the other National Parks in the UK (CNP, 2005). A CNP officer asserted:

_The appeal is a test case. Government policy is that National Parks have the highest level of landscape protection but the Bluestone decision has made a mockery of this. The court will rule on whether the Bluestone developer’s claim of local economic benefit should be allowed to displace planning policies established to protect National Parks. This decision is important for all the National Parks. We will be presenting the strongest possible case to the Appeal Court judges in order to prevent the Bluestone development from going ahead and to ensure that the protection that the National Parks are given through the planning system remains intact._

(CNP, 2005: np)

CNP officers tried to protect PCNP from the negative impacts of the Bluestone development. They assumed that the legal process would be on their side as the proposal was against the National Park regulations (Interview 2, PCNP officer); however, their expectations were incorrect as the judge refused their appeal and supported PCC and PCNP decisions, a CNP officer concluded:

_By bringing this legal challenge the CNP has highlighted the need for public authorities to be more robust in their protection of National Parks. The case has also exposed the difficulties in challenging bad planning_
decisions because there is no right of appeal on planning approvals other than by resorting to the courts, which is often prohibitively expensive. This must be addressed if the government is to achieve its objective of greater community involvement in planning decision making.

(CNP, 2005: np)

From the above comments, it can be concluded that the CNP was putting the environment as the first goal in its policy. However, as been highlighted in section 5.5.1, it also considered economic and social aspects related to economic developments in National Parks.

4.8.2 Friends for Pembrokeshire Coast National Park (FPCNP)

Who are they and what they do?

FPCNP was an independent association with no financial or administrative links to PCNPA, it was committed to help protecting, conserving and enhancing PCNP natural resources and organising projects by: “Organizing projects, involving members in giving talks, leading walks, clearing overgrown footpaths, building bridges, repairing dry stone walls...etc. Lobbying and campaigning on issues that threaten the well being of the PCNP” (FPCNP, 2006: np).

FPCNP stood against approving the Bluestone development in PCNP and supported CNP in its legal challenges in courts against the planning permission of the development in the National Park. Its officers tried to be in touch with PCNP and CNP in order to find a consensus; however, there was nothing in their hand to stop the development from being built in the National Park.
4.9 Stakeholders’ priorities in relation to the Bluestone development

After analysing the stakeholders’ policies and agendas, the following information was revealed:

<table>
<thead>
<tr>
<th>Key stakeholders</th>
<th>Environmental</th>
<th>Social</th>
<th>Economic</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Team Wales:</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Welsh Assembly Government (WAG)</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>Wales Tourist Board (WTB)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Welsh Development Agency (WDA)</td>
<td></td>
<td></td>
<td>✔️</td>
</tr>
<tr>
<td>FW</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pembrokehire County Council (PCC)</td>
<td></td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td><strong>The Developers</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pembrokehire Coast National Park (PCNP)</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td><strong>Other stakeholders</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Council for National Parks (CNP)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>FPCNP</td>
<td></td>
<td>✔️</td>
<td></td>
</tr>
<tr>
<td>Hoteliers</td>
<td></td>
<td></td>
<td>✔️</td>
</tr>
</tbody>
</table>
Table 4.10: The stated priorities of key stakeholders and the other stakeholders involved in the Bluestone development.

4.10 The consultation process for the Bluestone development

Because part of the Bluestone proposal was in PCNP, and the other part is under PCC planning authority, Bluestone developers had to ask for a planning permission from two different authorities (PCNP and PCC). Getting planning permission from PCC was not difficult, however, having the planning permission from PCNP was not easy, it was difficult, complicated, and it took very long time (Interview 1, PCNP member). The process of having the planning permission from PCNP started in February 2003 when the developers had a meeting with one of the PCNPA members and discussed the benefits of the proposal with him (Interview 2, PCNP officer). Following that meeting, an PCNPA member wrote to the First Minister and the Economic Development Minister urging them to stress publicly the strategic importance of the Bluestone project going ahead, in addition, he wrote to all individual members of the PCNPA urging them to give the go-ahead to the development at the meeting scheduled for 16 April 2003 (Information Wales, 2004a), he stated in his letter:

In my view, it would be outrageous for the National Park to block a development that has so much to give to the economy of Pembrokeshire and has strategic significance for the whole of Wales. I beg members to bear in mind that it is part of the responsibility of National Parks to promote the economic well being of inhabitants. Simply to use the Park’s powers to block development and change is simply not acceptable.

(Information Wales, 2004a: np)
The above quote indicates that PCNPA member was totally convinced with the significant benefits of the project to Wales. When he reminded the other members about the responsibility of National Parks in relation to promoting economic well being of inhabitants, he forgot that if there is any conflict related to proposed developments in National Parks and when economic well-being is in conflict with environmental conservation, the environment should have the high priority over the economy (Interview 2, PCNP officer).

In July 2003, the First Minister revealed his decision regarding the Bluestone proposal. The summary of the decision is "not to intervene in the determination of the applications" (Information Wales, 2004a: np). The Minister’s decision indicates that he did not consider the proposal a controversial case and he believed that it could be sorted out locally by the local planning authorities. At the same time in July 2003, PCC carried out a consultation regarding the Bluestone development, the following table highlights the summary of comments received:

<table>
<thead>
<tr>
<th>Organization</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental Agency Wales</td>
<td>Conditional approval.</td>
</tr>
<tr>
<td>Countryside Council for Wales</td>
<td>Have some concerns as to the impact the development would have on the National Park.</td>
</tr>
<tr>
<td>Cadw</td>
<td>No Scheduled Ancient Monuments, landscapes or parks and gardens are directly affected by the proposals.</td>
</tr>
<tr>
<td>Cambria Archaeology</td>
<td>Not considered that any areas will contain significant archaeological remains of national importance.</td>
</tr>
<tr>
<td>Hyder</td>
<td>Conditional approval.</td>
</tr>
<tr>
<td>WAG Transport Directorate</td>
<td>Proposal would not have a material effect on conditions at the junction between the A40 and A4075 at Canaston Bridge, and</td>
</tr>
</tbody>
</table>
therefore there is no advice they would wish to offer, or any conditions they would seek to have imposed.

| WAG Agriculture and Rural Affairs Department | Of the approximate 99.1 hectares of agricultural land within the boundary of the total development, 60.6 hectares is considered to come within the best and most versatile category (grade 3a). The remainder of the agricultural land is grades 3b (37.9 hectares) and 4 (0.6 hectares). ARAD normally makes a representation on proposals that involve the loss of at least 20 hectares of grades 1-3a. ARAD therefore makes a representation for the reason that the development will significantly affect the long-term national agricultural interest. The amount of grade 3a quality of land covered by the proposal within PCC’s responsibility is less than 17 hectares. However, the total area of best and most versatile land to be developed by the overall proposals should be taken into account in the decision making process. |
| Llawhaden Community Council | Concerns raised regarding extra traffic flows at Canaston Bridge. |
| PCNP | The position and design of the Snowcentre will be prominent and out of character with the standards of design and construction that would be expected on a site associated so closely with the National Park. The construction of the new roundabout at the access point will comprise a major work of civil engineering in close proximity to the actual park boundary, and will be particularly visible when lit at night. This will be severely detrimental to the conservation of the landscape quality, especially through light pollution during the hours of darkness. |
| CNP | Constitutes development in the National Park should be the subject of an inquiry. |
| Campaign for the Protection of Rural Wales (CPRW) | Constitutes major development in a National Park and would be in conflict with national policies. Object |
| The National Trust | Supports request for call in from CPRW and the Council for National Parks |
| Tenby 2000 | Requests an inquiry to debate issues relating to damage to the environment and economic benefits |
| FPCNP | Seeks independent inquiry into effects of proposal on PCNP |
| Martletwy Community Council | Wrote to the Assembly expressing concerns of possible increased traffic congestion at Canaston Bridge. |
| Planning Policy Wales | Confirms the Assembly’s commitment to promoting sustainable development. |

Table 4.11: Summary of the consultation carried out by PCC in July 2003

[Adapted from: Information Wales, 2004a].
The above table highlights the controversial situation of the Bluestone proposal. While organisations, such as: Environmental Agency Wales and Hyder, provided conditional approval, other organisations, such as: Cadw and Cambria Archaeology, had no objection. Moreover, the only organisation which confirmed the Assembly responsibility for promoting sustainable development, which in theory means balancing the environmental, social and economical agendas and stay in the heart of TBLS, was Planning Policy Wales, which indicated its support for the proposal. Other organisations, such as: Countryside Council for Wales; WAG Transport Directorate; WAG Agriculture and Rural Affairs Department; Campaign for the Protection of Rural Wales; Llawnhadan Community Council (an adjoining Community Council); PCNP; CNP; FPCNP; Campaign for the Protection of Rural Wales (CPRW); Martletwy Community Council, were all concerned about the negative impacts of the proposal on the National Park and indicated that the proposal is considered inappropriate and against the National Park regulations. Tenby 2000 requested a public inquiry while the National Trust supported the request of calling in the proposal.

One PCNP member indicated that WAG should have called the Bluestone proposal in and held a public inquiry, however, WAG refused to call it in. The developers indicated that the main reason for not calling in the proposal was that its positive impacts out-weighted its negatives. They asserted:

Major development should not take place in National Parks except in exceptional circumstances (Planning Policy Wales)... The government did not hold a public enquiry but at the end of the day, they concluded that the
positive impacts of the development outweighed any negative impacts it might have. There are no chances for the development to be elsewhere, it should be in Pembrokeshire.

(Interview 3, the developers)

The issue of the interpretation of “exceptional circumstances” and “national need” will be investigated and discussed in section 5.3.2. Moreover, WAG received requests from the local residents urging WAG’s officers to call the applications in for its determination (Information Wales, 2004a).

In August 2003, “a large audience listened to the arguments for and against the proposals to construct the Bluestone holiday project in a meeting of the Development Control Committee of PCNP held in the Queens Hall, Narberth” (Manorbier, 2004: np). According a PCNP member (Interview 1), representations from those for and against were made and each given a three minute slot to present their views; the majority of the presentations were based on the financial benefits or adverse effects it would have on those making the representations or members of the organizations they present. Although the project had received the support of PCC with a £1M loan, PCC members who were present at the meeting did not show an interest or take part in this debate (Manorbier, 2004).

One of the audience had a great effect on all people at the meeting; Allison Thomas; a pupil from Milford Haven Comprehensive School informed the committee that the project would solve social problems in the Milford Haven area she mentioned that her father was working for the Pembrokeshire Power station
until it was closed and had been forced to seek another job in England, and would therefore be pleased to come back for a job in Bluestone, and that will have a great effect on her family life (Manorbier, 2004: np).

In October 2003 CNP urged WAG to call in the Bluestone proposal and hold a public inquiry as highlighted in the following quote:

>The political pressure being placed on members of the Park Authority to approve the Bluestone proposal is in danger of preventing a fair and impartial decision. The situation has become so serious that it could lead to a complaint to the Ombudsman. Given the highly politically charged nature of this development proposal, we consider that the Environment Minister has no choice other than act to safeguard the integrity of the planning process by taking the decision out of the hands of the NPA...By calling in this application Carwyn Jones would make it crystal clear that the WAG is serious about its commitment to open government, transparent decision making and its core principle of sustainability. To leave this decision in the hands of the NPA, whose members we understand have been put under intense pressure to approve the development, would in our view result in a serious loss of public confidence in the Assembly.

(CNP, 2004b: np)

In November 2003, CNP wrote to all PCNPA members asking them to consider the protection of National Park when they met to discuss the Bluestone tourism village planning application and to remind them of their legal responsibilities, CNP believed that supporting a major tourism development in PCNP would set a precedent for other National Parks, in addition, CNP indicated that its members is not against economic benefits to Pembrokeshire and they would support such a development if it is outside the National Park (CNP, 2004c)
In December 2003, PCNPA planners met in order to consider the scheme. Their officers recommended rejecting the project. However, at that time, PCC had already given outline planning permission for the scheme (Interview 1, PCNP member).

However, Bluestone was granted planning consent by the PCNP Authority in January 2004 (Milne, 2005). Consequently, there was clearly conflict between PCC, PCNP and CNP and it was requested that the project be called in for an independent enquiry by WAG. In the same month, the First Minister announced the WAG decision not to call in the application, comments at this time related to WTB and WDA's financial support for Bluestone, and as a result, another consultation was carried out by PCNP, the following table is a summary of comments which were received:
Table 4.12: Summary of comments in PCNP consultation on the Bluestone project in January 2004 [Adapted from: Information Wales, 2004b].

The above table shows that although some organisations commented previously on the proposal in the first consultation carried out by PCC in July 2003, few of them made the same comments in the second consultation carried out by PCNP in January 2004, and many had changed their opinion as highlighted by the following table:
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<table>
<thead>
<tr>
<th>Organisation</th>
<th>Comments in PCC consultation July 2003</th>
<th>Comments in PCNP consultation January 2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>Countryside Council for Wales</td>
<td>Concerns about the impact on PCNP</td>
<td>Authority should ensure that long-term sustainability is fully implemented</td>
</tr>
<tr>
<td>Cadw</td>
<td>No objection</td>
<td>Conditional consent</td>
</tr>
<tr>
<td>Cambria Archaeology</td>
<td>No objection</td>
<td>Conditional consent</td>
</tr>
<tr>
<td>Hyder</td>
<td>Conditional approval</td>
<td>No objection</td>
</tr>
<tr>
<td>Martletwy Community Council</td>
<td>concerns of possible increased traffic congestion</td>
<td>Support</td>
</tr>
<tr>
<td>Llawhaden Community Council</td>
<td>concerns of possible increased traffic congestion</td>
<td>Support</td>
</tr>
<tr>
<td>PCNP</td>
<td>Object</td>
<td>No objection</td>
</tr>
<tr>
<td>The National Trust</td>
<td>Request call it in</td>
<td>Object</td>
</tr>
</tbody>
</table>

Table 4.13: Comparison among organisations' comments on the Bluestone proposal.

The above table highlights that stakeholder perspectives and interests do change as suggested in stakeholder theory as was discussed in section 3.8. For example, although the Countryside Council for Wales was concerned about the negative impacts of the development on the environment in the first PCC consultation, they changed their opinion about the development in the second PCNP consultation and indicated that government should ensure that the developers implement long-term sustainability with such developments.
4.11 Local residents' opinion on the Bluestone proposal

Hence local resident’s opinion in relation to tourism development in their area are significant (Miller and Twining-Ward, 2005), residents in Pembrokeshire were involved in the decision of approving the planning permission for the Bluestone development; they sent letters to PCNP to present their view and expectations about it. These letters were analysed and the local community motivations in supporting or rejecting the development in their area are presented in this section.

Five open days were held in various locations around Pembrokeshire in order to invite comments from both the tourism trade and the general public on the Bluestone development; this gave the community the chance to discuss the proposal with PCC and the Bluestone Management team (Interview 1, PCNP member). Moreover, PCNP has received a series of letters from the public concerning the Bluestone project; however, some of these letters supported the project and others objected to it (Interview 2, PCNP officer).

4.11.1 Analysis of public letters supporting the Bluestone development

Two hundred and sixty six letters were sent to support the Bluestone project (Interview 2, PCNP officer); the reasons cited included: economic benefits; financial support, jobs, education and training; environmental improvement; countering seasonality; use local suppliers; raise the profile of the country. These will be explored in turn in this section.
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One lady from the local community had previously read all the objection letters and registered her view as follows:

_I have read the objectors' views and I really do feel that the majority of the objections are based on the stubbornness of elder Pembrokeshire residents that refuse to accept change, even if it is to save our failing country and its economy._

(SH., Female)

Her point of view was possibly right as some elderly people do not easily accept changes in their environment and consider any new development as a threat to their peace and quiet. In contrast, young people have a different opinion and they consider the new developments a chance for having better job opportunities in their home land.

4.11.1.1 Economic benefits

A man who was living in Pembrokeshire and supporting the Bluestone development sent a letter in order to show his belief in the importance of this development in enhancing the economy of Pembrokeshire as highlighted in the following quote:

_I believe that this is a sustainable development of national importance to the UK and Welsh tourist industries which will bring benefits to Pembrokeshire's economy. The development's minimal impact on the landscape means that this application's social and economic benefits greatly outweigh the limited environmental concerns._

(AN., Male)
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The JUDP stated that Pembrokeshire’s economy was sensitive and there was a large number of small employers and a high proportion of self-employed people in the area, unemployment rates were above national levels and economic activity rates were low (PCC, 2002). Therefore, there was no doubt that the success of the Bluestone development meant improving Pembrokeshire economy which meant achieving the aims of the economic agenda and one aspect of the TBL.

Pembrokeshire suffered from peripherality and its low levels of economic activity were inextricably bound up with the County’s geography. The country was situated 250 miles from London, 90 miles from Cardiff (population 290,000) and 130 miles from Bristol (population 374,000) the scale and geography of Pembrokeshire was such that it operated as a fairly self-contained local economy, which was dependent on the principal sectors of agriculture, the oil and power industries and tourism and services industries (Bluestone holiday village, 2002a).

The developers stated in their environmental statement, the Bluestone development will put £32M into the Pembrokeshire economy which was the basis of all the letters supporting the Bluestone development. However, the economic benefits should not make people forget the negative impact of the development on the National Park, and should not make the government forget to balance between the three aspects of TBLS in order to achieve sustainable tourism development especially on National Park land.
4.11.1.2 Financial support

As a result of the financial support being given to the Bluestone development from WAG and the local authorities, many people considered it a credit to the area of Pembrokeshire and should be supported for its economic benefits as highlighted by the following quote by a man living in Pembrokeshire:

*The project has the financial support of the National Assembly for Wales, the Welsh Development Agency and the Wales Tourist Board and its national importance has been publicly acknowledged by several leading Welsh politicians including Welsh Assembly Economic Minister Andrew Davies AM, Secretary of State for Wales Peter Hain, MP for South Pembrokeshire Nick Ainger, MP for Preseli Pembrokeshire Jackie Lawrence, AM for Preseli Pembrokeshire Tamsin Dunwoody-Kneafsey and AM for Mid and West Wales Cynog Davies*.

(JM., Male)

The above quote shows that people were easily affected by their government's decisions, they trusted their local authorities and they believed that the decisions they make are always the best for the area's future. Therefore, politicians should be aware of the effect of their decisions on the local community and think of the benefits of any development to the three agendas of the environment, economy and society before deciding on supporting it. If the Bluestone development were to fail to achieve its promised benefits, that possibly would result in people losing trust in their government.

4.11.1.3 Jobs

The number of jobs promised by the developers affected the stakeholders involved in the Bluestone planning permission as well the local community. Young people
living in Pembrokeshire and surroundings prefer to have a job in the Bluestone development rather than travel to big cities, such as London and Cardiff, in order to seek work experience (Interview 2, PCNP officer). Many families prefer to have their children in their area with a good future. These families sent letters to support the development for the following reasons:

Our whole family is lovers of the countryside and particularly the beauty of Pembrokeshire, but we believe that the life-blood will go out of this country if we lose the young people. If there are no jobs to keep them here then for many there is no alternative but to leave and find new jobs elsewhere. It is all very well for us who have homes and secure jobs to look around and say we should not do this or do that but for those with no jobs or future, I am sure that the last thing in their mind is how beautiful the fields and woods are, it is more important how they will find a home and be able to stay with their families here in Pembrokeshire. Two of my older children are already looking to moving away to England to find work. So, please consider the younger people of this country that they are worth a chance and well worth keeping and not letting them go to pastures new.

(Mr and Mrs C., Male and Female)

Jobs are not only good for individuals, they also help to secure families and reduce social problems, such as drugs and alcohol problems. Additionally, when the number of people having jobs increases in an area like Pembrokeshire, the number of people who are living on benefits from the government, such as job seekers allowance, will decrease which will help the government invest that money in something else as highlighted in the following quote:

Poor jobs prospects and unemployment can damage the structure of the families. The Welsh family is nearly always concealed by support from senior members of the family. A fully employed younger generation will help secure the dignified Welsh family and give pride and financial independence to the young people of Pembrokeshire. Social funding will inevitably decrease the drug and alcohol abuse would see a decline when the young people of this country are fully employed.
Young people living in Pembrokeshire believe that jobs offered by the Bluestone development will replace the loss of jobs in Pembrokeshire over the last 20 years. Additionally, they believe that they can easily have a job in the development which will be a chance to develop real, long-term careers in tourism and improve their future as highlighted by the following quote:

*Bluestone is the answer to the prayers of hundreds of families throughout the country. At least, a development than can take 600 people out of the dole queues and put them back on the payroll, where they want to and deserve to be.*

(HSh., Female)

However, the number of jobs offered by the developers is not consistent; an issue which will be discussed in section 5.4.6.

### 4.11.1.4 Education and training

The Bluestone management team in association with Pembrokeshire College initiated a training partnership which recognised that the development of this scale and level of employment would require a dedicated training programme, in addition, Pembrokeshire College was keen to promote this partnership and prepared a proposal for the Bluestone Academy as it believed that this was a huge opportunity to attract candidates to a sector that is facing some difficulties (Bluestone holiday village, 2002a). A number of letters supporting the development showed that people support the Bluestone development because the developers
promised to run their training programmes in Pembrokeshire College as highlighted by the following quotes:

I would like to register my personal support for the project as the Pembrokeshire College will be the centre of training and education.

(PR., Male)

The Bluestone Academy will be the focus of training to very high standards and will use the facilities of Pembrokeshire College to the full. This project will create quality further education and training provision for students who currently have to leave the country to up skill.

(WPh., Male)

The developers indicated that courses and training would be provided to all employees and house holds, and they emphasised that their training programme perhaps will be opened to anyone in the tourism industry, therefore, Pembrokeshire College was consulted in order to enable a broader view of the potential training programmes (Bluestone holiday village, 2002a).

4.11.1.5 Environmental improvement

The developers promised that the Bluestone development would be sustainable and it would enhance the environment and improve the quality of life for the flora and fauna in the National Park (Interview 3, the developers). Many people sent letters to support the development for environmental improvements which the developers promised:

I understand that the planting programme would actually significantly increase the biodiversity of the site, the bulk of which is currently grain fields.

(NA., Male)
The developers indicated that the internal planting within the heart of the site would help to integrate elements of the development and the site within the landscape (Bluestone holiday village, 2002a). A lady sent a letter supporting the Bluestone development for the following reasons:

*This project is an indigenous and sustainable development which presents great opportunity for environmental gain and the revival of Pembrokeshire's depressed rural communities through the Agri-Food and renewable biomass energy opportunities.*

(DV., Female)

Although the developers claimed that the Bluestone development would be a sustainable tourism development and would help to improve the environment and protect the natural resources, it is in a National Park and is against the National Park laws and regulations (Interview 2, PCNP officer). Additionally, government and local authorities were aware about the negative effect of the development on the natural resources in PCNP as been revealed in section 5.2.

**4.11.1.6 Countering seasonality**

According to guest-house mangers in Pembrokeshire, the tourist market in the area was highly seasonal, with the main season concentrated between Easter and September and many accommodation establishments and visitor attractions close during the winter months. People sent letters to support the development for the reason of overcoming seasonality:

*This project will overcome current seasonality problems making tourism a year-round operation in Pembrokeshire.*
Because the Bluestone development would be opened all-year round and would provide all types of weather, it is expected to reduce seasonality in Pembrokeshire and increase the number of tourists to the area, and thus, would positively affect the small businesses which presently rely on the holiday trade (Interview 3, the developers).

4.11.1.7 Use local suppliers

Pembrokeshire and the surrounding counties had a wide variety of award winning produce which Bluestone aimed to use to illustrate the quality and diversity of Welsh produce. The developers stated that Bluestone was committed to work with the local suppliers (Bluestone holiday village, 2002a). A number of letters supported the Bluestone development stated that using local suppliers would have a fundamental effect on the profit they can make and the change of their future as highlighted by the following quote:

*This project will seek to partner with existing Pembrokeshire activity, attraction, accommodation, art, craft, food, and services supply chain business to provide off-site tour packages, products and service. Any new money spent in the Bluestones complex would filter through to the large and small businesses in the country and beyond. Wages earned at the complex would be spent in the shops locally and the general feeling of wellbeing will be increased.*

(JM., Male)

Although the developers promised the use of local suppliers and identified thirty seven small businesses that the developers aimed to work with (Bluestone holiday
village, 2002a), it can be assumed that the number of these local suppliers is very hard to control and manage.

4.11.1.8 Raise profile of the country

Bluestone would be an all-weather short-break tourism village and would attract tourists, and therefore would raise profile of the Pembrokeshire (Interview 3, the developers). Some letters supporting the Bluestone development stated that a main reason for their support was that it would have a great impact on raising the profile of the area and putting it on the tourist map as highlighted in the following quote:

This project will raise the profile of Pembrokeshire as a quality tourism destination throughout the UK via its £1.5M market budget.

(DG., Female)

However, raising the profile of the area would not necessarily mean negatively affecting the natural resources in PCNP. Accepting a major development like Bluestone in a National Park prioritizes the economic agenda over the social and the environmental agendas.

4.11.2 Analysis of public letters objecting to the Bluestone development

One hundred and thirty seven letters were sent to reject the Bluestone development (Interview 2, PCNP officer). The following reasons were cited: contrary to policies; increase in traffic; sewage disposal; spoil countryside; light and
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noise pollution; impacts on the environment; little jobs and low wages; benefits not proven. These will each be discussed in turn in this section.

Protecting the environment and the natural resources was emerging at this time as a big issue for many people, especially in the area of Pembrokeshire where people were used to enjoying the beauty of PCNP and were afraid of the negative impact that the development would have on their National Park. Consequently, people tried to show their disagreement with giving development the planning permission in the National Park by sending letters to PCNP arguing that officers should not approve such a major development which had the potential to affect the flora and fauna in the park as highlighted by the following quote:

Many people, who have signed then petition “for” this development, do not live within close proximity and in fact, the majority seems to live outside the area, therefore having no adverse effect on them. There are no public relations between Oakwood Park/Bluestone to local people. We live within approx. ¼ mile and at no time have we been asked to express our opinion on the developments at either site. We do not believe that the views of then majority of local people have been properly represented.

(DJ. And DS., Males)

4.11.2.1 Contrary to policies

Bluestone was obviously the first major development proposed inside a National Park, and it challenged the policies of all the National Parks in the UK as major developments were not allowed to be in a National Park (Interview 2, PCNP officer). People sent letters show their objection to the Bluestone development because it was against the regulations of PCNP as highlighted by the following quotes:
This planning will be contrary to policy 61, 16 and 47 of JUDP, no economics benefit to the outside community.

(JD., Male)

The Bluestone Development is in conflict with the Joint Unitary Development Plan of Pembrokeshire Coastal National Park. If the plan was accepted then this would override the current National Park Management Plan 2003-7. The implication of this could mean that the floodgates would be released for other such proposals which could ultimately lead to the destruction of what inherent to the Pembrokeshire Coastal National Park.

(TP., Female)

In respect to the above, the developers asserted that during the environmental assessment process, meetings were held with representatives of the following in order to consider their concerns and recommendations: PCC; PCNP; Cadw; Environmental Agency; Cambria Archaeology (Bluestone holiday village, 2002a).

Despite the fact that many bodies and organisations were consulted throughout the environmental assessment process and a number of meetings were held with statutory consultees in order to ensure that the Bluestone development is not contrary to National Parks policies, it was obvious that the development is against the regulations and even people from the local community who care about PCNP were aware about the detailed information in relation to PCNP lows as highlighted by the following quote:

Policy GE4 fully accords with current planning guidance. In PPW (5.5.6) it is reiterated that major developments should not take place in National Parks except in exceptional circumstances i.e. Where there can be demonstrated to be an over-riding public need and where refusal would
be severely detrimental to the local economy. It is plain that the need for another holiday village is Pembrokeshire is not demonstrated by the application and remains open to question. The proposal is therefore contrary to national planning policy.

(RSh., Male)

Although the proposal is contrary to PCNP policies and regulations (Interview 2, PCNP officer), it was accepted in January 2004, which means that the economic agenda again was prioritised over the social and environmental agendas.

4.11.2.2 Increase in traffic

The impact of traffic on air quality is significant where there is an increase in pollutant concentration compared to the existing scenarios, and where this increase means that pollutant levels exceed the air quality objectives (Air Quality (Wales) Regulations, 2000 cited in Bluestone holiday village, 2002a). Although emission from vehicles would have a significant impact on air quality, the main direct effects of pollution from traffic associated with the Bluestone project were limited to an area close to the road and the developers asserted that "It is widely accepted that beyond 200m, the contribution of vehicle emissions to air quality is not significant" (Bluestone holiday village, 2002a: 46-47). People against the Bluestone development believed that the increase of traffic resulting visitors to the Bluestone development would affect the air quality in the area as highlighted in the following quote:

The increased road traffic and enormous amounts of energy that will be used are the reverse of what government is meant to be encouraging. There is already a lot of traffic going to Oakwood and clearly this would make it worse; even assuming government explains to the public as well
as they should that less cars is a necessity to meet with Kyoto Protocol requirements and more of our visitors come here by train.

(LB., Female)

Another letter was sent to PCNP indicated a resident’s concerns in relation to increasing traffic on roads during the peak times which possibly not only would affect the air quality, but also would result in environmental degradation as highlighted by the following quote:

*The traffic on the A40, already a problem in summer, may become intolerable at peak times increasing the pressure to dual the A40 which will involve massive public expenditure and further environmental degradation.*

(LA., Female)

The developers indicated that modeling was undertaken using the DMRB (Design Manual for Roads and Bridges) methodology for Newhouse Farm, which lies close to the proposed roundabout on the A4075, Newhouse Farm therefore, would experience traffic leaving northwards and southwards, and the results of the study revealed that the “traffic emissions from visitors at Bluestone will not exceed the air quality objectives as set by the Air Quality (Wales) Regulations 2000…The increase in pollution from traffic emissions is deemed not to be significant” (Bluestone holiday village, 2002a: 46-47). However, people living in the area of Pembrokeshire believe that Bluestone development will increase pressure on infrastructure and cause traffic problems on roads as highlighted by the following quote:

*There will be a significant increased pressure on the infrastructure of Pembrokeshire if the Bluestone Development is agreed upon. Already areas such as Tenby and St. Davids have serious traffic congestion pressures and have reached capacity in July and August. Whilst the*
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*Bluestone Project may offer wet weather sites what happens when potentially 400 cars and 1,600 tourists hit the roads and visit the seaside or towns when the sunshine?*  

(TP., Female)

Although the developers claimed that the increase in road traffic would not be significant, there were no guarantees that their study in relation to air quality and the impact of traffic were accurate. Additionally, it is difficult to believe that the number of visitors coming to the development as well as employees working in the development would not impact either on roads or on the air quality in the area.

4.11.2.3 Sewage disposal

The developers asserted that they are going to use the new national and local policy to the management of waste and will assess methods to reduce, reuse, recycle and recover waste whenever possible as illustrated by the following hierarchy:
Figure 4.12: Waste management hierarchy (Source: Bluestone holiday village, 2002a: 177).

People sending letters to PCNP showed their concern in relation to waste management of the Bluestone development. Additionally, they believe that National Parks should be protected from major development like Bluestone which would have huge amount of wastes and drainage as highlighted by the following quote:

*All National Parks should be clear of any new private development which will bring many problems of water supply and drainage. It will also make a part of the park inaccessible for the public.*

(PB., Male)

In order to minimise the negative effects of the development on the environment, the developers claimed that Bluestone would seek to attain the GDES and
implement ISO 14001, which will involve the creation of an EMS (Bluestone holiday village, 2002a) as mentioned earlier in section 4.4.

4.11.2.4 Spoil countryside

It has been reported in Bluestone holiday village (2002a) that the air quality in Pembrokeshire is generally good; PCC had monitored the air quality for many years at Princes Gate, Narberth and its monitoring indicated that air quality in the area meets the air quality objectives for pollutants as set by the Air Quality (Wales) Regulations. However, people in Pembrokeshire showed their concerns in relation to the contribution of the Bluestone development in spoiling the countryside in their letters sent to PCNP as highlighted in the following quote:

Bluestone in the National Park is the thin end of the wedge. Once it gained a foothold, the despoilation of all the countryside from Oakwood to Blackpool Mill and DauGleddau would be at risk.

(RSH., Male)

Moreover, the developers indicated that during construction and operation, Bluestone management team will follow a system designed to promote more sustainable supplies, services and products and the adoption of ISO 14001 will help to reduce production of waste which should result in improved waste management policies over time (Bluestone holiday village, 2002a).

The above information leads to the following question: why part of this major development was accepted in PCNP although people were aware of its negative impacts? And why do they allow these negative impacts to happen and only think
how it can be minimised by adopting the most recent EMS and waste recycling systems? Accepting the Bluestone negative impacts on the environment and trials to minimise the impacts by an EMS is considered against the environmental agenda and in favour of the economic agenda.

4.11.2.5 Light and noise pollution

The Bluestone developers indicated that during the construction phase, several procedures would be followed in order to minimise light and noise pollution; work would generally be carried out using natural daylight; summer working hours would be longer than in the winter; artificial light might be used locally around specific workplaces, such as Waterworld, if warranted by programme demands; all permanent lighting would be low level lighting, and thus the phasing of construction will mean that the impacts would be spread over a number of years (Bluestone holiday village, 2002a). However, people living in Pembrokeshire complained about the light pollution already in areas of the county spreading to the proposed area for the development as highlighted in the following quote:

Light pollution which is already a major problem in areas of the country will spread to this relatively unaffected area.

(LA., Female)

Additionally people are concerned about the noise pollution which will be resulted from all the phases of the Bluestone development (construction and operation) as they are already suffering from the light and noise pollution resulted from the existing central park (Oakwood) as highlighted in the following quote:
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If this development is approved, we feel that noise restrictions should be imposed. We already have the noise and disruption of Oakwood i.e. fireworks, some of which actually make the floorboards vibrate with the impact, the continuous drone of the traffic leaving the park and on some occasion the rides still operating at 11:30/11:45 p.m. Oakwood Park is already aware of the noise nuisance.

(DJ., and DS., Males)

A noise measurement survey was undertaken in the 16 September 2002 to determine levels at receptor points around Bluestone; the position of the noise measurement lasting 15 minutes each, the results revealed that screams from people on the rides resulted in noise pollution; the screams occurred about every five minutes and contributed to the background noise levels and noise from farming machinery, such as tractors and combine harvesters, emanating from the numerous nearby farms (Bluestone holiday village, 2002a). However, people were not only concerned about the impacts of noise and light pollution on themselves but also concerned about how this pollution will impact on PCNP and how it would affect the flora and fauna in the area as highlighted in the following quote:

There will be a significant noise and visual instruction to the landscape of PCNP. This will also have a potentially detrimental effect on the perception of Pembrokeshire by holidaymakers who choose to holiday with PCNP. Ultimately this could adversely affect tourism to the area.

(TP., Female)

In terms of noise pollution resulted from traffic, the developers reported in Bluestone holiday village (2002a) that traffic flow information was obtained on current traffic flows (2002) for the A4075 from Automatic Traffic Court Data supplied by the National Assembly for Wales together with Manual Classified Count Data taken by Babtie Group. Using this information, future traffic flow rates
along the A4075 were calculated with and without Bluestone and noise levels are detailed in the table below:

<table>
<thead>
<tr>
<th>Year</th>
<th>Without Bluestone</th>
<th>With Bluestone</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004</td>
<td>68.5</td>
<td>69.0</td>
</tr>
<tr>
<td>2007</td>
<td>68.6</td>
<td>69.5</td>
</tr>
</tbody>
</table>

Table 4.14: Predicted noise levels at receptor points (Source: Bluestone holiday village, 2002a: 114).

Table 4.14 shows that according to the developers’ study, the increase in traffic associated with Bluestone was not considered to cause an adverse impact and therefore was not considered significant (Bluestone holiday village, 2002a) which lead to the following question: How would a major development, like Bluestone which will be within 110.5 hectares of farmland and forestry and part of it will be on build on PCNP land, not have significant noise and light pollution?. The issue of the negative impact of the development will be discussed in more details in section 5.2.

4.11.2.6 Impacts on the environment

People in Pembrokeshire liked to live in the National Park and they were aware of the regulations of protecting and enhancement of the natural resources in the area,
therefore, they set letters to PCNP indicated there concerns about the sensitivity of the National Park as highlighted in the following quote:

Our National Parks are special places which should be protected from large scale private development as proposed in Bluestone. Moreover, there are serious concerns about the long and short-term environmental impact of this project, which is situated in an area of outstanding natural beauty and environmental sensitivity.

(EH., Female)

Additionally, people in Pembrokeshire are concerned about the negative impacts of the development on the environment as highlighted in the following quotes:

There will be a significant affect to the immediate natural environmental resulting in the destruction of S.S.S.I. status area. Biodiversity within Pembrokeshire is poor- 80% of identified habitats and species are in a sub-optimal or unknown condition with only 25% deemed to be within a satisfactory state. With such concerns, it would appear injudicious for commercial enterprise to be put before environmental importance especially when the long term sustainability of the Bluestone development is not fully recognised.

(TP., Female)

No matter how environmentally friendly the project claims to be, it can never be as friendly as leaving nature alone to exist without any interference from man at all. Building wooden cabins are not going to help increase biodiversity, merely destroy it.

(DM., Male)

Despite many letters of objections being sent to PCNP from local residents, the Bluestone development was given planning permission for its economic benefits regardless of its negative effects on the National Park and there is nothing to be done to prevent the negative impacts on PCNP. The developers claimed that the negative impacts of the development are under control and can be managed;
lodges would be arranged in the landscape to maintain a physical link between Castell Coch and Newton North Church; planting would be installed between lodges so that each lodge would be tied into the landscape; materials would be selected to minimise landscape and visual impacts so that buildings would blend into the site. In order to minimize the impacts of Waterworld and Sports Club Sympathetic, low level earthworks were proposed to add immediate screening (Bluestone holiday village, 2002a).

4.11.2.7 Few jobs and low wages

Although many jobs were promised to the local community, some people believed that the number of jobs was not guaranteed and most of them would be seasonal low-paid jobs. Consequently, their objections to the development were based on prioritising the protection of the natural resources over the economic benefits resulted from the jobs offered. One of the residents in Pembrokeshire sent a letter to PCNP in which he mentioned the following:

*But the part of Bluestone in the National Park only accounts for a small number of jobs. I wrote to the National Park early last December in which I showed that the project could only generate around 25 jobs in the National Park. These 25 jobs would be in servicing the chalets (cleaners) and in the various shops and bars. All 25 jobs would be part-time, low-paid and seasonal- hardly anything to get worked up about. That estimate has not been disputed by a developer, so it must be accepted as realistic. There is therefore no over-riding public interest to be served by the National Park approving their application when it is so obviously contrary to policy. Indeed it may be unlawful for them to do so, which could be the reason why they are still deliberating.*

(RSh, Male)
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The developers indicated that 596 FTE (full-time equivalent) jobs would be created and the number of jobs created is linked to the number of accommodation units that are built (Bluestone holiday village, 2002a). Additionally, the Newidiem report (cited in Bluestone holiday village 2002a) states that one job in the construction sector can be generated from a spend of £33k and one job in the tourism sector can be generated from a spend of £31k.

People wrote to PCNP explaining why they thought that the Bluestone development should not be given planning permission in the PCNP as highlighted in the following quotes:

In the National Park, the likely employees would be: cleaners: 10, shop staff: 2, Pub: 2, Market hall cafe’s: 3, Beauty parlor: 2, Crèche: 1, Games arcade: 1, information C: 1. So, 25 part-time seasonal unskilled jobs is of marginal importance compared with the serious policy presumptions against the development.

(RSh., Female)

Yes, they provide low-paid seasonal jobs and a degree of spend in the country but it patently is not the way forward for the Pembrokeshire National Park". She wondered “have you considered that fact that the majority of jobs that could be on offer, will not be in the National Park but within then area for which permission has already been passed by the country council?

(JC., Female)

According to the above quote, the amount of jobs offered in the National Park would represent only small number of part-time low-paid jobs which should have had little weight if compared to the aim of protecting and enhancing the natural resources in the park. Therefore, approving the development in the National Park
had only added more minimum wage unskilled jobs which the county is not short of and people living in the county do not want.

4.11.2.8 Benefits not proven

In Bluestone holiday village (2002a), many benefits to the local community were promised, such as employment opportunities and benefits to local farming economy. However, some people were concerned about the reality of these benefits and they believed that the developers reported all these economic benefits to the local community in order only to get the planning permission and nothing was guaranteed as highlighted in the following quote:

None of the construction jobs will be local as McAlpine are involved and will bring their own. Others are over estimated to help application, many part time, seasonal and low paid does not consider that local economy will benefit in this regard. Other benefits, sourcing of goods from local area, good if guaranteed, impact or retail elements on existing, short stay visitors, main market will visit the Oakwood attractions first leaving no time to visit others, some distance away, car park as a distance from cabins another disincentive for leaving site, no major gain.

(PD., Male)

Additionally, a resident sent a letter to PCNP in which she presented her concerns in relation to the benefits of jobs to the local community as highlighted in the following quote:

The benefits to the local community have not been proven and certainly do not outweigh the potential downsides...it is also false to assert that protecting the environment harms the economy and loses jobs. Numerous studies show that the opposite is true. The recent “Green Economy” report from the CCW, for instance, concluded that jobs in Wales that depend on the environment total 169,000- this is
equivalent to one in six Welsh jobs. Even the OECD (Organization for Economic Cooperation and Development), which represents the interests of the leading industrialised nations, concluded in its 1997 report “integrated Environment and Economy”, that the net employment effects of environmental measures have been neutral or positive.

(G.J., Female)

4.11.3 Summary of local residents' opinion on the Bluestone development

Indeed, the public opinion in relation to the positive and negative impacts of the Bluestone development can be summarized in Figure 4.13.
For (266 letters)  Bluestone project  Against (138 letters)

- Economic benefits
- Financial support
- Jobs
- Education and training
- Environmental improvement
- Countering seasonality
- Use local suppliers
- Raise profile of the country
- Contrary to policies
- Increase in traffic
- Sewage disposal
- Spoil countryside
- Light and noise pollution
- Impacts on the environment
- Little jobs and low wages
- Benefits not proven

Figure 4.13: Themes in the public reaction to the Bluestone development
4.12 The Legal battle

In April 2004, CNP indicated that the Bluestone project would have "huge environmental impact", and that a legal challenge was the only way to protect the National Park from the Bluestone development. CNP decided to take PCNP to the court over its decision to grant an outline planning permission for the Bluestone development in the PCNP (CNP, 2004i).

Eventually, in June 2004, a judge in the High Court in London supported the decision to approve the Bluestone development in PCNP, however, subsequent to this in June 2005, CNP won the right to challenge the judge's decision to allow the Bluestone development and its officers indicated that CNP would mount "the strongest possible case" in the Appeal Court after winning the right to challenge the earlier High Court judgment (Milne, 2005: np).

In August 2005, CNP announced that it was to ask the House of Lords to listen to a final appeal on whether or not the Bluestone holiday village could be built in PCNP and in December 2005, the House of Lords Appeal Committee refused a final attempt to over turn the decision (CNP, 2004i).

The developers were delighted that the Bluestone development had the planning permission from PCC and PCNP and they concluded:

*Bluestone has now passed every legal, democratic and environmental test laid before it by two planning committees, 10 statutory advisors, an*
Indeed, this was the story of the Bluestone development which demonstrates policy conflict between governmental organisations and NGOs, and the conflict between the stakeholders' economic, social and environmental agendas.

Although a number of economic and environmental benefits were promised by the developers, in addition to their claims of improving the natural conservation in the area and improve the quantity and quality of feeding available to bats when compared to the open fields of the existing situation, nothing was guaranteed and the benefits were not proven. What is obvious is that the government, instead of balancing the three aspects of TBLS in order to achieve sustainable tourism development especially in the National Park, prioritised the economic benefits over conservation and protection of the environment in PCNP and threw the environmental agenda out of the window which leads me to believe that the TBLS is a guiding fiction and not even rhetoric.

4.13 Summary

This chapter enabled a review of the role of tourism in Pembrokeshire and the future vision of the government in relation to the economic tourism development in the area. It evaluated the Bluestone case study in relation to TBLS by highlighting the development's economic, social and environmental agendas. Although the
development offered many benefits, such as jobs and natural resource conservation, social issues, such as the need to import foreigner workers, were not been addressed during the early stage of consultation. Additionally, despite the fact that there would be significant negative impacts from the development on the natural resources in PCNP, the government supported the development. The chapter further identified the stakeholders involved in the Bluestone development and discussed the consultation process carried out by PCC and PCNP.

The chapter highlighted the role of some stakeholders, such as CNP and FPCNP in preventing the development from going ahead in the National Park. They went to the court against the PCNP decision and the legal battle took over three years. During that time, most of the stakeholders who were support the project assumed that the main aim beyond the legal battle is to postpone the project and to stop any new development in the area. In the next chapter, these issues will be investigated in more detail. Different views were discussed and different conclusions were made. Additionally, letters sent to PCNP in relation to the Bluestone development were analysed and themes emerged.

The chapter concludes that investigating the Bluestone development resulted in believing that TBLS is a guiding fiction and is not achievable on the ground as economic benefits always over weight the conservation of the environment even in National Parks which should be protracted by law. The next chapters will focus on exploring deeply the stakeholders’ motivations in relation to the Bluestone
development in west Wales, and particularly their interpretation to the term sustainability. It also will investigate issues which is still unclear and need more explanation, such as the reality of the employment benefits to the local community, the awareness of the government of the expected negative impact of the development on the National Park, the natural of relationship between the government and NGOs involved in the Bluestone development, the issue of precedence and what PCNP means by allowing developments in “exceptional circumstances”.

# Chapter Five

Analysis, interpretation and discussion

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5.1 Introduction

This chapter analyses evidence related to key stakeholders and other stakeholders involved in the Bluestone development in west Wales and their economic, environmental and social agendas. Additionally, the positive and negative issues associated with the Bluestone development are identified from different stakeholders' perspectives. Furthermore, the chapter goes deeper to highlight the different issues around the Bluestone project and the decision to approve its planning permission in the National Park. It exposes aspects of TBLS that have priority when the three issues society, economy and environment come into conflict. In theory, and in order to achieve the TBLS, it should be the environment that takes priority, as both the economy and society depend on the environment as a fundamental resource. However, in this part of the discussion, the answer to “which aspect of the TBL takes priority” is different according to each stakeholder’s aims and objectives and what his/her organisation is trying to achieve.

Moreover, the relationships between stakeholders and how they communicate are investigated. The chapter explores the political context, the economic context, the social context and the environmental context for the stakeholders’ agendas in relation to the Bluestone project. The later parts of the chapter discuss policy conflict, communication, sustainability and the issue of approval of the Bluestone project in PCNP for the establishment for a precedent for other National Parks in the UK. The chapter concludes by emphasising the essential need for greater
The above quote shows that WTB believed that the Bluestone development has many economic benefits, such as improving the quality of jobs in Pembrokeshire and overcome seasonality. Therefore, WTB supported the development and provided funding to the developers. Similarly, PCC is convinced with the benefits of the Bluestone development as been highlighted in the following quote:

We have a very seasonal industry. Bluestone is a flagship for Pembrokeshire... it represents an opportunity to provide a very high quality facility in terms of accommodation but also high quality all weather facilities, it will attract a new market which does not currently use Pembrokeshire... So the local authority felt that the development would be good for Pembrokeshire as it set new standards for quality, it will help to extend the season, and of course, it will create new jobs particularly for people who are currently economically inactive.

(Interview 5, PCC)

PCC considers the Bluestone development a good opportunity for Pembrokeshire as it will bring more jobs for inactive people who live on benefits from the government and raise the profile of the area. However, there are many issues around the problem of unemployment and economically-inactive people in Pembrokeshire which will be discussed in section 5.4.6.

Most of the stakeholders confirmed that the Bluestone development would have negative impacts on the natural resources in PCNP as highlighted in the following quote:

Light pollution, noise pollution, traffic pollution, as long as the development is big, it should have big impact and that is one of the major issues.

(Interview 12, CNP)
However, some of them ignored these negative impacts claiming that good management should overcome the negative impacts on the environment as highlighted in the following quote:

Negative impacts are not an issue; it's something which could be overcome by proper management and careful development of the site. Other negative impacts could be, not using sources of food and services locally; we hope that they use as much as possible the services offered locally.

(Interview 4, WTB)

In the above quote, the WTB representative’s claim that the negative impacts on PCNP is “not an issue” is very dangerous and indicated the government’s lack of appreciation of the value of National Parks in general. By ignoring the negative impacts that the development would have on the environment, we are throwing the environmental agenda out of the window and only caring about the economic and sometimes the social agendas which do not achieve the requisite balancing of the three aspects of TBLS. However, in the same interview, the participant indicated that:

In terms of where the development will take place any development that would happen may have a major damaging impact, and we are trying hard to keep those areas free of developments.

(Interview 4, WTB)

In contrast, the above quote indicates that WTB identified the National Park as a place which is not appropriate for major developments like Bluestone. However, when the developers applied to have a grant from WTB, the issue that a small
section of the development would be in the PCNP was raised. Notwithstanding this WTB supported the development and promised the developers a grant on the basis of the economic benefits of the development, on the condition that the development was granted planning permission.

Similarly, PCC was aware that there will be negative impacts on the natural resources in the National Park as a result of the Bluestone development and which is highlighted in the following quote:

*The cost is the environment, our view is that where it is situated is wooded, it is not exceptional in the same way the coastal scenery of Pembrokeshire which is exceptional, and it is a pheasant landscape that we did not feel that it is environmentally a major cost.*

(Interview 5, PCC)

The above quote revealed the lack of appreciation of the value of National Parks. National Parks should be valuable to people, particularly governmental officers in order to be kept protected from major negative impacts.

5.3 The Political Agenda

In the Bluestone development, it was obvious that the decision of approving a major development like Bluestone in the National Park land was not likely to result in the protection of the natural resources in the National Park as mentioned by most of the stakeholders who were involved in approving the planning permission and providing funding to support it. Additionally, the project received support from Team Wales and PCC. Consequently, people concluded that approving part of a
major development like Bluestone in PCNP was a political decision and was not
democratic. Similarly, CNP, which is one of the NGOs involved in the Bluestone
development, indicated the following:

Of course it was a political decision; you have to be incredibly naïve not to
think it is a political decision, when you have all those members of Team
Wales financially supporting a project like Bluestone.... The National Park
authority consists of fifteen members, ten of those are local and five are
national, the ten members are from the county council and voted for the
development, the five national members representing the wider interest
voted against it. Tell me that it wasn't a political decision. There are some
other things happening behind the scenes that would be very difficult to
prove.

(Interview 12, CNP)

Similarly, a member in FPCNP indicated that the decision of approving this
development was because those three quarters of the members of the National
Park are nominated from PCC, so they have to say what the government wants:

Three quarters of the members of the National Park or 70% from them are
members of Pembrokeshire County Council. On the National Park
Authority, 70% from Pembrokeshire County Council, the other 30% are
appointed by the WAG; they are not councillors or elected councillors. Now
the Pembrokeshire County Council people, I mean this argument, the
other argument is that they have to wear two hats; if they are sitting today
as members of the County Council, they have to take decisions that
economic developments outside the National Park. That's one hat. If they
go and sit in the committee meeting in Pembrokeshire County Council they
have to put the other hat on, and it is very difficult for them to do that
actually.

(Interview 6, FPCNP)

He added that the system has to be changed and the members of the National
Park should be directly nominated by the local community, as they know more in
terms of the area that they used to live and work.
The fact that the majority of the National Park Authority's members are from the County Council, which had already endorsed part of the development and pledged a £1M loan for the scheme, inevitably cast a shadow on the impartiality of this decision. It was noted that the Authority's members from the County Council all voted to back the development because of the jobs the developer claimed would be created in Pembrokeshire. The PCNP members appointed by NAW all voted against the development, because of conflict with the National Parks policy and the statutory requirement that the protection of the National Park should prevail.

An officer in PCNP said that the developers had power over WAG, WDA and WTB and all Team Wales and she is afraid that they may go ahead one day... McNamara has done a very good job, he went to see all the people - the politicians in London, the politicians in WAG and most of the local people said this is going to be good for Pembrokeshire, lots of promises. We will wait and see because it's not guaranteed.

(Interview 6, FPCNP)

NGOs and local communities may, possibly, lose trust in their governments if they believe that the governmental decisions are based on a political decisions rather than a balance between achieving the demands of societies for a clean and protected environment and achieving long-term economic benefits for the whole area.

5.3.1 Public inquiry

Most of the people who voted against the development in the National Park indicated that the best thing which could have been done to prevent such conflicts among the stakeholders and the problems of having the planning permission would
have been for WAG to have called the proposal in and to have held an independent inquiry, which would have been the open way of solving the problem from the beginning. However, the government refused to call it in and the reasons for that are still unknown as highlighted in the following quote:

*A public inquiry is an opportunity for everybody to have his say. It would be led by an independent inspector and that would be one of the various ways [that the problem could have been solved] but WAG said no and I think personally that was politics.*

(Interview 6, FPCNP)

Calling the development in and having a public inquiry was not only the suggestion of the NGOs. It was also suggested by PCNP officers who were aiming to have a fair decision in relation to the Bluestone proposal as highlighted in the following quote:

*Bluestone is such a big development and it was contrary to policy. I think WAG should have called it in and have a public inquiry because I think that would have been a very open way of dealing with this, because the objectors would come along, the developers could have been put on the spot and examine the impact which could have had, and that would have been in the public arena, and if it went wrong, you at least have put some points, I think that would have been much open and transparent to deal with it, what happened was, we were open and transparent here, we have meetings and we opened it to the public so the public knew everything and that was a sort of open, but then, it sort of disappeared into the dark.*

(Interview 9, PCNP officer)

The above quote highlighted the need for a public inquiry in the Bluestone case in order to ensure that the government had looked at it appropriately and they had examined all the objectives. If the planning application had been called in and the
process has been gone through, then all stakeholders would be likely to accept the
decision better, and it would have been much more open way of discussion. Most
people felt that the ten county councillors on PCNP were consistently going to vote
"yes" regardless of other people's opinion because they had already voted "yes" in
the decision for PCC and to vote "no" in PCNP would be inconsistent. The
overlapping membership of PCC and PCNP and the implications for decision-
making of this importance highlights a weakness in the system of representative
democracy. Therefore, it would have been better if WAG had called a public
inquiry, but WAG refused to call the proposal in. Additionally, the PCNP officer's
statement that the project "disappeared into the dark" is very dangerous as it
shows that the decision of approving the development was against the
recommendations of PCNP officers who do the ground work and prepare the
evidence for a recommendation to support (or not) the approval for planning
permission and consequently, it is the responsibility of the NPA's members to
approve (or not) the planning application within the National Park boundaries. In
contrast, a participant from WAG indicated that the Bluestone development is not
controversial and there are no reasons of calling it in as highlighted in the following
quote:

I do not know why they [WAG] did not call it in.... It is a major investment
to us and at the time we did not think it was sensitive or controversial.
(Interview 11, WAG)

WAG considered that the development was not sensitive or even controversial
although all the problems happened because part of the development would be in
PCNP and would be against the regulations of all the National Parks in the UK. A report was published by Friends of the Earth Cymru in January 2004 asserted that WAG’s refusal to call in the Bluestone proposal in Pembrokeshire “is just the tip of a massive iceberg of WAG inaction on sustainable development”. It was indicated in the report that “despite some positive moves, WAG failed to live up to its sustainability rhetoric due to its refusal to stand up to maverick local authorities” (Cymru, 2004: np)

PCC indicated that WAG refused to call the development in and solve the controversial situation because it believes that the Bluestone application is not controversial as highlighted in the following quote:

> It was a cross-boundary application for WAG to have called it in but they decided that they did not want to do that, I think because it was a local issue that needed to be resolved locally.

(Interview 5, PCC)

According to WAG (2002), WAG has the authority under section 77 of the Town and Country Planning Act 1990 to call in an application for planning permission for its own determination. However, WAG considered that the Bluestone proposal is best considered locally by the local planning authority that knows the requirements of this sensitive area of the National Park as highlighted in the following quote:

> On one hand, if it had gone through all the processes, you know, the Court of Appeal, the House of Lords and they said this is good, so this is really good. This planning permission was gone in a proper manner and it was appropriate for PCC and PCNP to approve this development.

(Interview 11, WAG)
Calling the Bluestone application in would not have been in the interests of the people in power, as to do so might minimise the possibility of progressing the Bluestone proposal and contributing to jobs which are the primary objective of the government at all levels. WAG does not interfere with local authorities unless the proposal raises issues that are of more than local importance - issues which could include those that:

- *Are in conflict with national planning policies*;
- *Could have wide effects beyond their immediate locality*;
- *May give rise to substantial controversy beyond the immediate locality*;
- *Are likely significantly to affect sites of scientific, nature conservation or historic interest or landscape importance*;
- *Raise issues of national security*; or
- *Raise novel planning issues*  

(WAG, 2002: 46-47)

In this case, a number of interested parties, including PCNP, CNP and FPCNP, asked WAG to use its call in power because of the scale and the potential impact of the proposal (Interview 9, PCNP officer). However, WAG decided not to do so. According to most key stakeholders’ perspectives on the negative impacts of Bluestone on the National Park, the development should have been called in as it had significant impact on the natural resources in the National Park. However, despite all this, the development was not called in for a public inquiry.

Bluestone is not the only controversial planning issue in Wales on which WAG refused to act despite strong local opposition. Friends of the Earth Cymru (2004:
np) identified six other cases which are controversial with "obvious breaches of both planning policy and sustainable development principles" and these are:

- Ysgol John Bright School in Llandudno, Conwy: moved to a former tip and gasworks site to clear land for supermarket development, despite the objections of WAG's recently-appointed Children's Commissioner;

- Rhiw (New Road), Llyn Peninsula, Gwynedd: built through ancient woodland and the garden of R.S Thomas, one of Wales' leading poets, despite clearly breaching planning guidance;

- Island Farm (housing, business park, hotel and rugby academy) Bridgend: approved despite thousands of objections, all-party Assembly opposition, the presence of protected wildlife and the loss of green space and valuable farmland;

- Trowbridge housing development, Cardiff: approved despite massive opposition, damage to an important wildlife site and the fact that the council was due to gain over £1.5 million when it granted itself planning permission;

- Bargoed Bypass, Caerphilly: WAG-funded despite commentary by a leading transport expert with 25 years experience, "I have never seen anything this poor before. Never, It's a dreadful scheme" (Friends of the Earth Cymru, 2004: np).

- South Sepastapol, Pontypool: WAG has refused to intervene to prevent Torfaen Council giving itself planning permission for a massive housing development which aims to swallow all the green space between Cwmbran and Pontypool (Friends of the Earth Cymru, 2004: np).

According to the report by Friends of the Earth Cymru (2004), many individuals and NGOs started to withdraw their trust in WAG because they did not call in a number of controversial applications with potential negative impacts on the environment as highlighted in the following quote:
The main findings of this report were that, although the Assembly Government has made some progress, there is still an enormous amount of work to be done. One of the main blocks to real action being taken is the mistaken belief that sustainable policies will cost jobs. We need to see a clear lead from Ministers in demonstrating that a sustainable Wales will have a healthy environment, economy and society...many local authorities in Wales appear to have little understanding of, and sometimes display a contempt for, sustainable development. Until WAG is willing to stand up to local authorities and their outdated thinking we will never see a sustainable Wales.

(Friends of the Earth Cymru, 2004)

Many people must be wondering when the Assembly Government will ever intervene in a planning issue.

(CNP, 2004e: np)

The governmental officers in most of the departments indicated that they were aware of the potential negative impacts of the Bluestone development; however, they still want it to go ahead because of its economic benefits it will deliver which fit their economic agenda. Therefore, it can be concluded that the government looked at the Bluestone development as any other business in the area, regardless of the harm that it would have on the natural resources in PCNP. Although Wales operates a system of representative democracy and every five years people vote for their representative which is totally democratic, under the system of representation, there is fallibility in relation to the achievability of TBLS and achieving a more sustainable approach especially in National Parks (Rovinski 1991 cited in Weaver, 2002). Moreover, the government does not seem to be attempting to balance the three aspects of the TBLS even in sensitive areas, such as National Parks.
Additionally, a participant from WAG indicated that people and organisations who tried to defend the National Park and protect the natural resources are people who want to destroy the Bluestone project as highlighted in the following quote:

*I do not know really the people involved because we were very supportive to the project, and they had their own agenda but it is really to stop and destroy the project, but William, the team and the government are very keen to proceed.*

(Interview 11, WAG)

The above quote shows the WAG views of the people who tried to save the environment from these major negative impacts of the Bluestone development. Such evidence would support the views of NGOs, such as FPCNP and CNP, which confirmed that the government prefers to support more economic development in Pembrokeshire rather than protect the sensitive environment in the National Park which is considered against the concept of TBLS as highlighted in the following quote:

*As the Friends of the National Parks, we are very disappointed obviously. It is a very difficult decision for PCNP. My personal opinion is that it was politics... Because the politicians felt it was necessary to have more economic development in Pembrokeshire.*

(Interview 6, FPCNP)

However, the fact is that the government is unaware that CNP and FPCNP were only against the development in the National Park and they would be very supportive to such a development if it was outside the National Park and anywhere else in Pembrokeshire.
Even peoples in the area were aware of the dangers of the Bluestone development and what it would bring to the area. They appreciate the value of the National Park and they would vote against any new development that could have negative impacts on the natural resources. The following quote shows the opinion of an owner and a manager of a hotel in Saundersfoot in west Wales. The main reasons for his objection to the development are the problem of precedence and issues related to the labour market. Additionally, he assumed that approving the development was a part of the governmental political agenda:

*I think that the National Park is precious, the Bluestone development is creating precedence in the National Park and we have got quite a few National Parks but this is the only coastal National Park in the country. Once they looked at the National Park commercially, we lost it. It's only on the boundaries but it will make the National Park smaller and also the difficulty in that we have the county councillors approving it while it's in a National Park, so I can say that it has been political thing and I feel 70% against it, 30% for it.*

(Interview 10, a hotel manager)

On one hand, the existing hoteliers in the area possibly voted against the Bluestone development for the negative impacts the development would have on the natural resources in the National Park, on the other hand, they perhaps can not believe the number of jobs it will provide and therefore, they highlighted the problem of displacing workers and labour market.

Despite all the confusion in relation to the Bluestone development among the NGOs, local authorities, FW, WDA and WTB, WAG indicated that Bluestone was
the best example of the "joined up" governmental thinking, as shown in the following quotes:

Bluestone is a very good example of a "joined up" approach from the various bodies, the WDA, WTB and ourselves, and I think it is a good example of how the public sector comes together even when we have different agendas.

(Interview 7, FW)

We have coordinated between ourselves; I mean WAG, WTB, FW and we think it is a good project and we are happy to support it.

(Interview 8, WDA)

The Team Wales approach is brilliant and this is the project that proves we can work together and we all bring some sort of extra enhancement, better arrangements for all of the government's departments although everybody has different interests and agendas.

(Interview 11, WAG)

Although the above quotes highlight the "joined up" approach among the QUANGOs, it highlighted the lack of understanding and appreciation of the value of National Parks. Additionally, the quotes show the government's shifting approach towards privileging the economic agenda rather than balancing the three aspects of economy, environment and society.

5.3.2. Against the regulations of the National Park

In terms of the National Park aims and objectives, it has been stated in PCNP policies that major development should not take place in the National Park except in exceptional circumstances. On one hand, the developers highlight the fact that Pembrokeshire is suffering economically and they considered the problem of the
economy declining in Pembrokeshire "an exceptional circumstance" as mentioned earlier in section 4.4. Therefore, the developers considered the Bluestone development the right option for raising the economy as its positives outweigh its negatives and the economic situation of Pembrokeshire is the exceptional circumstances that allow the development to go ahead.

On the other hand, an officer in PCNP explained what the mean of "exceptional circumstances" which are in the national need as highlighted in the following quote:

*National need is an interesting bit, because for national need you can step aside from conservation and enhancement. But this is not a national need, you know, forgive me, it's for William McNamara and his friends to make money...The national need is if the country needed a new power station or something or a police station or something the army needed or the other thing that it considered a national need is if you need stones for a building programme and the only stones are in the National Park, there are no stones anywhere else, then the national need is to get that stone out of the National Park.*

(Interview 9, PCNP officer)

Jobs and national need are key parts of the argument of the stakeholders who supported the Bluestone development. The developers considered that the Bluestone is necessary and there is a national need for approving its planning application. The national need from the developers' opinion is the bad economic situation of Pembrokeshire and the lack of job opportunities which resulted in social problems and out-migration to larger cities. However, as highlighted by the PCNP officer in the above quote, the national need refers to bigger issues, such as a police station, something related to the army or something related to the peace of
the area. Therefore, there is a different interpretation of the meaning of "exceptional circumstances" and the NPA need to develop in more detail what they mean by "national need" and "exceptional circumstances" in order to avoid future confusion.

The developers indicated that the part of the National Park in which the Bluestone development proposed is ecologically poor and the development would not adversely affect it as indicated by William McNamara to BBC news as follows:

Ecologically it is very poor area.

(The move channel, 2004)

Therefore, the government should be clear about what is considered protected and what is considered part of the National Park. If the proposed site in the National Park is ecologically poor and has no importance, then, there is no need to include it within the National Park boundaries.

5.3.3 Pressure on the National Park officers and members

CNP indicated that there was a political pressure from the government on the National Park members in order to accept the proposal in the National Park and to agree to grant the developers planning permission as highlighted in the following quote:

This is an acid test of the Authority's commitment to protecting the National Park. Although the Authority's members have been placed under huge political pressure to approve the development, we hope that they will
stand firm and remember their primary role as guardians of this precious national resource by rejecting the Bluestone proposals.

(CNP, 2004c: np)

In terms of the National Park’s aims and objectives; a PCNP officer explained that the economic purpose of the National Park should not have a priority over the purpose of protecting and enhancing the environment as highlighted in the following quote:

*The economic purpose is not our primary purpose yet. We only have to consider the economic wellbeing, but as you see, our first aim is to conserve, enhance, inform and educate people about that, and this decision (approving the Bluestone development) would not meet in my view our primary objective of saving and enhancing because we have lost a bit of the National Park.*

(Interview 9, PCNP officer)

From the above quote, it can be noted that approving the Bluestone development was against the officers of PCNP recommendations, and they considered that the decision to approve the Bluestone development in the National Park was against achieving the primary objective of PCNP, and they felt that their opinion and recommendations would not affect the Authority’s decision (Interview 9, PCNP officer). The following quote confirmed that the PCNP officers rejected the proposal for its negative impacts on the National Park but their decision did not influence the Authority’s decision:

*We are deeply disappointed that the Committee has ignored the advice of its professional officers who strongly recommended that the application should be refused because of the damage it would cause to the National*
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Park and the inappropriate signal that an approval would be sent to other developers.

(CNP, 2004c: np)

Despite that PCNP officers were disappointed by the Authority decision; there was nothing they could do in order to change it for the benefit of the National Park as stated in the following quote:

Once the authority decided what it wants to do, what I felt as an officer in the National Park did not really matter anymore, you know. We, as officers, said that it should be refused but members, who are the decision makers at the end of the day, decided on balance [to approve].

(Interview 9, PCNP officer)

Although the planning permission was against the PCNP officers' recommendations, the long legal battle and the support from the government affected their opinion as stated by a PCNP officer as follows:

We want to make sure that this is a really good development; something in the park we can be proud of.... We hope it will work, I mean one of the worst scenarios that you can imagine is if it would be built in the last twelve months then did not have any visitors, I mean, can you imagine where we will be then? If it did not work, technically, there is a condition on the planning consent saying that all the buildings have to come down and they (the developers) agreed to that.

(Interview 9, PCNP officer)

The above quote showed a dangerous condition in the planning permission approval of the Bluestone development which is, if the development opens to visitors and does not achieve its aims in relation to the number of visitors, all the
Bluestone buildings will have to come down and no one can imagine how much that would affect the National Park.

5.4 Economic agenda

Every organisation involved in the Bluestone proposal has a different economic agenda consisting of different economic aims and objectives. Although the Bluestone development has many economic benefits which could easily fit into any governmental organisation's economic agenda, that does not mean that it should be approved in the National Park regardless of its negative impact on natural resources.

5.4.1 Planning permission

Before interviewing the key stakeholders, I assumed that this development had obtained planning permission and the funds after the developers had convinced key stakeholders (WAG, WTB, WDA, PCC, and PCNP) about its benefits to Pembrokeshire and the rest of west Wales. However, during the interviews, I was surprised to learn that those key stakeholders supported the development from the very beginning, i.e. before planning permission was granted, and they were happy for the development to be inside the National Park and the main reasons for that were the economic benefits that would be provided by the development.

Certainly, I am aware that the public sector, because of the economic benefits, is still very supportive of the project.

(Interview 7, FW)
Some of the stakeholders confirmed that they gave their grant only to the parts of the development outside the National Park and they were surprised when the situation becomes so controversial because of the parts that were planned for inside the National Park, as highlighted in the following quote:

> Basically, we gave a grant to the Waterworld, which is not inside the National Park, so it wasn't an issue. I wasn't even aware that part of the development was inside the National Park.... Those damaging aspects of the development set a precedence on the development plan and that was a major argument against it. But the part of the development, which we gave funding to, wasn't actually in the controversial part.

(Interview 4, WTB)

The above quote demonstrates the naivety of reductionist analysis and shows that WTB accepted developers' claims at face value. Additionally, it showed a WTB officer's lack of understanding of all the circumstances of the Bluestone development and his ignorance of the environmental impacts of the development. The participant's excuse, i.e. that his organisation funded parts of the development which were not in the National Park, highlights the fact that the current officers who are supposed to make fundamental decisions related to sustainable tourism development are trying to find any excuse to support a big development despite being sure that it would have negative impacts on the natural resources. It is almost beyond belief that an officer of the WTB could imagine that his funding of the Waterworld, which is not in the controversial part, is a valid distinction. This dangerous statement deserves being looked at carefully - just think where we will
be in ten years in relation to achieving sustainability if our government does not balance the three aspects of the TBL even in National Parks.

5.4.2 Political answers

Different arms of the government need to set their goals for achieving the balance between the three agendas of environment, economy and the society. The following quote is the WAG participant’s answer of “where would you find your organisation in the Venn diagram of the TBLS?”

Do you want a political answer? In the middle of the Venn diagram of the TBLS. But from where I am sitting, I mean from the business perspective, the reason of doing what we are doing, is the economic benefits, we are very conscious of the social issues because this is part of WTB policy... We are in the economic box really but taking into account that the environment is important, and we do not want to destroy the community box as well... I am not in the heart; I am in the middle of the economic leaning sometimes to the other two boxes.

(Interview 11, WAG)

The above quote captures the government’s views on TBLS and clearly suggests that if government is the ultimate arbiter on very many decisions of this magnitude, then TBLS is only fiction and not even a guiding fiction. Researchers and academics are spending their time trying to find the best way to protect the environment and balance the three aspects of the TBLS in order to achieve sustainable tourism development which would lead to better quality of life for the next generation. However, what is happening on the ground is different; WAG
confirmed that it follows a sustainable development agenda in its policies as follows:

_We promote Sustainable Development. This means we will make sure our policies take into account social, economic and environmental issues and will deliver what we need not just for now but for many years to come._

(WAG, 2006: np)

By comparing WAG policies and the interviewee quote, it can be noted that the government is saying one thing in its policies about achieving sustainable development and the balance between economy, environment and society, but in fact when it comes to economic benefits, they prioritise the economy over the environment and society. Therefore, governments need to define what they really mean by sustainable tourism development and alter their aims in order to balance between the three agendas of the TBLS, and avoid being in the heart of the economic circle "leaning sometimes" to the environmental and social circles.

**5.4.3 Support from the Local Authority**

PCC local authority was aware of the expected problems of approving the planning permission for a major development like Bluestone adjacent to PCNP. Additionally PCC, which is an arm of the government, indicated its concerns to provide the planning permission for the part of the development in the local authority jurisdiction as highlighted in the following quote:
We call it across boundary development, that was going to cause some slight problems we knew because both planning authorities (PCC and PCNP) have slightly different policies within which they work. We were worried to consider the planning application and approve the planning application within our area as we expected that PCNP would not approve the planning application in their area of the National Park.

(Interview 5, PCC)

However, PCC supported the Bluestone development and ignored all the expected problems which emphasised the conclusion made by Dredge and Humphreys (2003) that local authorities are often not prepared to deal with major developments in their natural environment. Additionally, PCC did not try to intervene in order to solve the problem at any time before or after the legal battle started between CNP and PCNP. Consequently, some of the stakeholders indicated that they were interested in this development as the local authority supported it, as illustrated in the following quote:

The Local Authority is keen about this development and very strongly supportive as they want to fill the gap in the market and they are also concerned about seasonality.

(Interview 4, WTB)

The above quote showed that the local authority supporting to the Bluestone development possibly would put pressure on other organisations to accept that development as indicated by CNP as follows:

When you had WAG, WDA and WTB financially support a project like Bluestone, even before it gets planning permission, that should put the National Park under pressure, they want to see economic development in that area, certainly we do and if they have already make a proposal which is financially been supported by a big organisation like PCC and WAG, that should affect the way of thinking about the proposal.
Therefore, local authorities need to be aware of the effect of their decisions on other organisations. Additionally, they should take into account that other organisations would follow their decisions in relation to new proposed developments without looking deeply at all aspects of these developments.

In terms of the governmental economic agenda, Bluestone is what exactly the government wants as become clear during an interview with a PCC participant who asserted that regardless of where this development is, the government wanted to see it because it fits the aims and objectives of their agenda:

*Bluestone fits our strategy in terms of having a less vulnerable economy... We need projects to come in two years time and Bluestone was part of what we felt was a soft landing, so it fits the profile of where we want to be going.*

(Interview 5, PCC)

From the above quote, it can be noted that the first priority for PCC strategy is "having a less vulnerable economy"; hence the environment comes after the economy. Therefore, PCC as a local authority need to be reminded of its responsibility in relation to balancing the three aspects of economy, society and environment in order to achieve sustainable development and protect the natural resources for the next generations. Additionally, it seems that there is unbridged gap between the levels of the governments as WAG needs to make it clear to local
authorities what they mean when they say sustainable tourism development and how it can be approached in order to ensure that local authorities follow the right track of achieving the balance between economy, society and the environment.

5.4.4 Funds

In the Bluestone development, different departments of the government promised grant aids before the planning permission was awarded. Team Wales and PCC confirmed that they promised £16.5M for the development conditional upon obtaining the necessary planning permission, in addition to some other conditions which were different from one organisation to another as highlighted in the following quotes:

Yes, the money had been promised before the planning permission was given, and this does not usually happen.  
(Interview 8, WDA)

The money has been approved for a long time, it will get released, I suppose, when the project starts to be built.  
(Interview 4, WTB)

Before the committee discussed it, WAG had already said that WTB will offer it much money before it started the planning process and PCC also offered a million pound loan. WAG and the WTB also offered money, all together I think is 16.5M.  
(Interview 6, FPCNP)

Even after April 2006, when WDA, WTB and FW merged in WAG, the government was still very supportive of the development and was ready to award it a bigger grant instead of the small grants which had been promised earlier:
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We are writing a brief, now we are the Welsh Assembly. WDA is gone, WTB is gone also, so the small grants has gone and we will give a bigger grant..... Every one has his own argument and the old system has different objectives but it is only now the one objective because we are all now WAG and we want long-term sustainable projects and all the things come together now, so it is one big advantage emerging now.

(Interview 11, WAG)

According to the above statement of the WAG participant, WAG main aim is related to achieving long-term sustainable developments. However, it seems that the government has a different interpretation of the sustainability concept and prioritise the economic agenda over the environmental and social agenda.

Additionally, WAG is looking forward to see the project happening as soon as possible, and the reason is that the prices are going up and the project may “lose credibility” if the developers waited for another year as highlighted in the following quote:

If you waited another year, you will start to lose credibility and the cost will go up. Many people believe it will never happen, people will never believe it is going to happen and people get nervous and the private sector may say no, this is getting too risky and too long, I am out and once one of them start to drop out you will lose the others. So I think it is going to be done this year.

(Interview 11, WAG)

The above quote showed that the main concern for WAG currently in relation to the Bluestone development is not to lose the momentum of the project in order to secure just the funds of the private sector, which indicates how much the
government want this development to happen regardless of the negative environmental impact that the development would have on PCNP.

5.4.5 National Park’s independent planning decisions

In terms of PCNP power in relation to taking independent decision regarding planning application in the National Park boundaries, PCNP officers felt that in the Bluestone development, they had not got any power to take decisions regarding planning permission in the National Park, and that could result in losing the communities’ trust in their ability to protect the environment in PCNP as indicated by a PCNP officer:

*I think the planning process needs to be independent because from outside it looks like that we don’t have any power... we as officers said stop before Bluestone and we came to the precedence point.*

(Interview 9, PCNP officer)

Therefore, the planning process in relation to proposed development in the National Parks needs to be independent. The ten PCC members can not support a development when in comes to PCC and then go into PCNP and vote against it, and with a ratio of 10:5 PCC: PCNP, anything approved by PCC is likely to be supported by PCNP which makes it that PCNP can not do its job in relation to the TBLS and prioritise the environmental agenda. In order to ensure that PCNP decisions are independent, NPA members should be voted separately and they should not be voted by PCC. Additionally, governments and local authorities need to appreciate the role of National Park officers in relation of protecting the sensitive
natural resources in the National Park from damage resulting from major economic developments.

5.4.6 Jobs

One of the economic benefits that Bluestone developers promised to provide for the local community is jobs. Employment creation is one of the main objectives of the WAG agenda as identified in the Wales: Vibrant economy (WAVE) (WAG, 2005) document which puts top priority on more and better paid jobs. Additionally, the government is keen on supporting future developments which provide a considerable number of jobs in order to reduce the unemployment problems and minimise the numbers of economically-inactive people in the area of Pembrokeshire and surroundings. The following quote asserts that Bluestone development would provide a wide range of full-time and part-time jobs during its construction and operation:

It is estimated that Bluestone will generate some 900 full-time jobs through its construction and continued operation. By the end of phase one, 600 direct jobs will have been created offering a wide range of opportunities from unskilled through to managerial positions. A further 200 job are estimated indirectly through the construction of Bluestone and associated businesses. Once the Snowdome is complete an additional 100 full-time jobs will be generated.

(Interview 2, the developers)

The number of high-quality full-time jobs offered by the Bluestone development would reach only twenty four when the Bluestone becomes fully operative (as highlighted in Table 4.5 and 4.6 in Chapter 4). The majority of the other jobs would
be low-paid unskilled jobs which it might be argued is an insufficient price to pay for the loss of even a small part of the National Park, especially when precedence is being set.

In fact, there are several reasons for people to be inactive in the area of Pembrokeshire as indicated by WAG (2005: 10):

There are many different reasons for economic inactivity, and for a large proportion a move into paid employment is not appropriate. For example, many contribute enormously to society through activities such as caring for family members and voluntary work, and a significant number are unable to take up employment due to work-limiting health conditions.

In Pembrokeshire, some people prefer to stay on benefits from the government rather than work in low-paid jobs, especially work in the tourism industry which has a reputation of offering seasonal low-paid jobs (Interview 9, PCNP officer) as echoed in the following quote:

So some people are inactive because of their circumstances, for example, single parents’ families who are concerned about school hours. Bluestone actually provides hours of work that fit those work patterns. Some people who have two or three children and the option of either being on benefits or going into a low-paid job. It is probably financially better for them to stay on benefits rather than getting a low-paid job.

(Interview 5, PCC)

Consequently, Bluestone might not put an end to the unemployment issues in Pembrokeshire. It possibly will provide 600 jobs; however, it is by no means certain that many members of the local community would apply for these jobs. As mentioned in the above quote, PCC (the local authority in Pembrokeshire) is aware
that some local residents, e.g. single parents, would not be interested in having jobs at Bluestone. Therefore, the government needs to do more research on the issue of unemployment in Pembrokeshire before accepting at face value the claims of those that supported the development as there are many reasons for people to stay on benefits from the government rather than accepting low-paid seasonal jobs in the tourism industry.

Moreover, another issue related to the problem of employment in Pembrokeshire is that existing hotels in west Wales, for example in Tenby, are struggling currently to find people to work in the tourism industry during the season and they already depend heavily on immigrants from Eastern Europe to fill the vacancies as highlighted in the following quote:

_We are desperate trying to get people here to work now. Are they going to compete with us for the present labour market? And we are also struggling for quality. Because the size of the development, they may extend shifts and we can't compete with them._

(Interview 10, hotel owner)

The above quote leads to the following questions: for whom will the Bluestone development jobs be? The answer is - according to a personal communication with a PCNP member in 2007- for Eastern European. Therefore, there are issues related to the socio-cultural impacts which would be associated to the imported labour. These issues had not been referred to in the Environmental Statement of the development. Additionally, a FPCNP participant emphasised that generally,
developers prefer to bring people from Poland because they are hard workers and have no problems in accepting low wages as highlighted in the following quote:

Many of these hotels are having difficulty in getting staff in the tourist season already. So where are these people going to come from? They are going to be brought in. There is a hotel here in Fishguard, they get people from Poland. Why? Because they are very good workers and also developers can not find people around here to work in the tourism industry.

(Interview 6, FPCNP)

Even the government itself was aware of the problems and difficulties of getting people locally to work in the tourism industry in Pembrokeshire. The following quotes will illustrate that:

The feedback I get from quite a few employers is that the work ethics among foreign workers are better and the skill level is good...So yes, you are right that it is relatively low-paid, and yes you are right that there is a need to import labour at the moment... Businesses can not survive with just employing locally and that introducing problems for us like communications and like the quality of our rules.

(Interview 5, PCC)

Sometimes they bring people from outside because they can not recruit people locally, may be because jobs are not attractive in tourism, that is why we need all year around jobs more than seasonal jobs.

(Interview 4, WTB)

The above quotes indicate that the government and local authorities were aware that local residents in west Wales are not interested in applying for jobs in the tourism industry because it is a low-paid and seasonal industry. Although Bluestone will be all-year round, and permanent jobs will be offered, most of the jobs will be low-paid. In the same time, the government confirmed that Polish and other European have the right to come and work in west Wales, which means that
bringing people from outside is expected and the number of jobs offered by the development does not necessarily be for the local community as highlighted in the following quote:

*I would imagine that the Polish people who are down in west Wales will go back to their country one day and in a way we can not be too discriminating can we? Because with the European Union, they are just as entitled to come and get a job in Wales as you and me as long as, and what we insist upon, is that they have the same terms and conditions as local people, they have all the rights of local people.*

(Interview 11, WAG)

Although the government assumes that Polish workers are treated like member of the local community in relation to their contract terms and conditions, a hotel manager in Saundersfoot indicated that the pay rate of the Polish worker is less than the minimum national pay rate in the UK, and the Polish workers have no concerns in relation to their salaries which considered a hidden problem which the government is not currently aware of. The following quote highlights that the government main aim in relation to its economic agenda is to increase the number of job opportunities in order to maximise the economic benefits:

*If there is nobody unemployed left in Cardiff for example, fine, then we met our objectives, we have everybody gone into work, so if you want the best people, you will have to pay more to get the best people, and when the salary goes up, we will all benefit and that's our objective, to have a better economy for Wales a stronger economy where people have got money to spend on leisure activities.*

(Interview 11, WAG)

However, unemployment problems do not necessarily emerge due to lack of job opportunities. There are many reasons for people being unemployed and staying
on benefits from the government, and the role of the government is to focus on finding out the best ways to encourage and motivate more people to look for a job rather than creating more job opportunities in the tourism industry for people who are not interested in them. The following quote shows the local authority’s awareness of the reputation of the tourism industry in Pembrokeshire:

*The tourism industry traditionally is a low-paid highly seasonal industry. Bluestone is an all-year facility providing five to six hundred new employment opportunities and I agree some of them will be relatively low-paid.*

(Interview 5, PCC)

Similarly, WAG is also aware that most of the job opportunities provided by the Bluestone development would be low-paid and sometimes seasonal jobs as highlighted in the following quote:

*I am not sure what the pay rate will be but in the tourism industry it is not very high but these are good jobs...The amount of jobs was estimated by WTB who suggest that there are enough local people to work on a major tourism project like this.*

(Interview 11, WAG)

The above quote highlighted a problem related to the study carried out by WTB in relation to the number of local residents who would work in the Bluestone development. While it has been indicated by most stakeholders that there is no enough local residents to fill the vacancies, and small hotels managers struggle currently to find local people to work in their hotels, WTB suggested vice versa.
5.4.7 Labour market

Existing hotels' managers in Pembrokeshire consider the Bluestone development as a threat to the labour market. Additionally they are aware of the problem of an insufficient number of active local people interested in working in the tourism industry. Therefore, hotel managers and owners expressed their worry in relation to displacing workers as a result of the Bluestone development as highlighted in the following quote:

*I see the Bluestone development as a competitor in the labour market..... I can see that the Bluestone developers would attract people who are already working in other places; I believe that they are not creating new jobs, and they would actually displace workers.*

(Interview 10, hotel owner)

Moreover, the problem of displacing workers is well known by the government. Hoteliers in Pembrokeshire sent letters to the WAG and PCC showing their concerns in relation to this specific problem as part of the public consultation. The following quotes from different departments of the government, such as FW and PCNP, highlight their awareness of the expected problem of displacing workers resulting from the Bluestone development:

*I am aware that some tourist providers seeing it as a threat.*

(Interview 7, FW)

*From my experience, the current hoteliers in Tenby and other places can not get local staff, they are importing people from Poland and Eastern Europe, I was working in agencies in Tenby for ages but apparently most workers in Pembrokeshire are from Eastern Europe and they have to be brought in to work because Pembrokeshire does not have enough people to work in the tourism industry.*

(Interview 9, PCNP officer)
Additionally, another issue related to education of the local community in Pembrokeshire and the value of the tourism industry was brought up by a hotel manager during an interview. He indicated that the local community far from understands the value of working in the tourism industry. Additionally, he described their lack of experience and skills as highlighted in the following quote:

_We can not survive without the Europeans, without having foreign labour coming in, the population locally do not understand what tourism is about, and they do not have any experience... I think I am going to skip the generations; I have to prepare people from 6 to 7 years old, and make them excited with hospitality... They are filling the courses with people who were in prison, people with learning difficulties and that is for hospitality and I am terrified for it, so as far as the local colleges not supplying us, it is difficult... To me, to find a 100 staff locally is impossible, what will Bluestone do? That’s my worry._

(Interview 10, hotel owner)

Therefore, it can be concluded that although the Bluestone development offered a lot of economic benefits to the government when they considered applicants for grant aid and through the planning permission process, these economic benefits are not guaranteed. By digging deeper into the stakeholders’ views, Pembrokeshire’s unemployment, social problems and the challenges of the other hoteliers, it can be seen that there would be other choices for the government to go for rather than approving a major development in PCNP. The following quote presents the opinion of an hotelier in Pembrokeshire in what the government could have done to bring benefits to the area and improve the quality of life to the local community:

_We are talking about £16.5M going in that development from the government, if that amount of money was spread around in the marina, in_
Fishguard, or in Tenby, if we invest that money in these resorts, they will get a quality products here... What we need is to upgrade the product we have got, not create a new product in Pembrokeshire......Encourage people to retail products, service skills, delivery of that product. In the village here, it will be fantastic if we have showers, toilets... etc along the beach. . . . The government would have helped in improving the infrastructure of the village, and the other thing that we need to do is to make places more accessible rather than creating new attractions .... And I assume they could invest that money in the National Park itself and make it even more pretty to attract more visitors

(Interview 10, hotel owner)

Consequently, and according to the above quote, the government need to consider the social agenda in relation to local people’s need in Pembrokeshire. I believe that the government would have reached a better decision in relation to the Bluestone development if it had given more consideration to balancing the aims of the three agendas of economy, society and the environment, which consequently would have demonstrated the balance of the three aspects of TBLS and contributed to WAG’s reputation as a government of promoting a sustainable Wales.

5.5 Social agenda

Recently, the social agenda became a fundamental aspect of what the government needs to achieve. Many governmental organisations put an effort in finding out more about their local people’s needs.

As suggested by the WTB interviewee: “local communities have to decide what they want”. In the consultation, which was carried out in relation to the Bluestone development, local people sent letters to PCNP to express their opinion, views and
their concerns about having a major development in their own quiet National Park. The local community in Pembrokeshire split into two factions: one supporting the development; the other against the development. However, the majority of people interviewed agreed that the jobs offered by the development would be seasonal and low-paid. Additionally, in the same interview with a WTB participant, he indicated that "people do not want that kind of work", i.e. work in tourism industry, as it is low-paid and highly seasonal work and people always look for highly-paid and permanent jobs.

5.5.1 Confusion between the government and NGOs’ agendas
In the Bluestone development, there was weak communication between the governmental departments and the NGOs, and it can be clearly noticed in the way the government looks currently at CNP. On one hand, a participant in FW asserted that CNP’s main aim is to protect the environment by stopping any development in the National Park as follows:

I think the CNP legal challenge happened to delay the project for years ...Now, I understand absolutely that CNP see as their remits, to stop any development forever.

(Interview 7, FW)

On the other hand, CNP confirmed that there are many developments happening in the National Park in order to maintain the prosperity of the local community. Additionally, they explained that they usually approve projects and developments appropriate in scale to the National Park context, and they are against major
developments which are not appropriate in scale and would have adverse impact on National Parks. However, they confirmed that they are not against major developments at all; they are against them only when they are proposed for National Parks where they would be against the rules and regulations of National Parks as highlighted in the following quotes:

_We do look at the economic and social issues ... There are many developments occurring in the National Park because people live there and they go to schools there, but that development needs to be appropriate in scale to be approved in the National Park._

(Interview 12, CNP)

_People forget that here in Pembrokeshire, 90% of all the applications in the National Park are approved because they want to help people, you see that very often in the press._

(Interview 6, FPCNP)

In contrast, the same interviewee in FW indicated that CNP was completely right to stand against the Bluestone development in the National Park:

_I understand that the CNP has a very strong reason to challenge the decision and I respect that they are trying to help the environment._

(Interview 7, FW)

As highlighted in the above quote, after PCNP approval of the Bluestone planning permission in 2004, CNP raised a legal challenge as a trial to save the National Park from the negative impacts of this development:

_We raised a legal challenge against the National Park Authority because they have given permission to the Bluestone development in the National Park... And this development is very much against what the National Park stands for, and it needed to be challenged and to go to the court which we have never ever done before in our 17 years history._
Similarly, FPCNP had never before challenged any decision related to planning permission in National Parks. Moreover, its challenge to the decision of the Bluestone development was the first in its kind in their history as indicated by a FPCNP member as follows:

This is the first time ever in our existence that we have gone as high as that.

(Interview 6, FPCNP)

On the other hand, WTB believed that the Bluestone development was not the best case for NGOs, such as CNP and FPCNP, to stand against. Additionally, WTB assumed that the conflict that occurred in the planning permission was a result of the planning system which split the planning permission into two planning authorities, PCC and PCNP as illustrated in the following:

I was concerned about the outcomes of it but I think it is always an issue which case to choose to make a stand on it, I do not think it was the best case for the CNP to press the button on... I think that they have much stronger cases in the courts. In a sense, it is an artificial problem created by our planning system. Now, there is a danger you can feel against Oakwood and Bluestone, that is our major problem and perhaps, we need to look at the system again....Bluestone is an unusual and difficult case to decide.

(Interview 4, WTB)

Although the legal process lasted for three years, all parties involved in the Bluestone development preferred to wait for the judge decision and they did not think about reaching a better consensus in order to resolve the problem outside the
legal process. Some stakeholders considered that period just a waste of time and money and preferred not to face any obstacle which would delay the operation of the project as follows:

CNP has a legitimate point of view but I think it was an enormous waste of tax payers' money which allowed them to challenge local democracy at enormous public cost, including cost on the council tax payer....The effect was just the delaying of the start of the project which of course has a significant cost influence, the cost of materials has increased, the labour market and the building costs have gone up, the project has been delayed to the point at which it may become unviable...I can understand why the CNP will try and protect the concepts of National Parks of being untouchable and I can understand that but they have to understand that the principle of democracy is more important.

(Interview 5, PCC)

Later during the same interview, the participant confirmed that the CNP was right to defend the environment "obviously they are perfectly right to do so" (Interview 5, PCC). Therefore, it can be noted that the participant presented his personal views in relation to National Parks. On one hand, he just makes decisions which achieve the economic benefits, but on the other hand, he is aware that CNP was right and the environment has to be protected. Further in the interview with the PCC participant, he indicated that CNP "members are not responsible" and nothing could be done to solve the conflict except to call the application in:

CNP members are not responsible, they are self elected, there no avenues for influencing them and they took the decision that they would use the legal process to kick the ball as far as they possibly could, and it is their right but I do not think that really anybody could have done anything about that other than call in the application.

(Interview 5, PCC)
The above quote shows the inbuilt contradictions in the current representational system and the PCC participant’s lack of understanding of the role of CNP and NGOs generally and their position in the current democratic system. NGOs are considered part of the democratic system in Wales and they have the right to vote as well as to present their opinion (Personal communication with Botterill, 2007). Additionally, when they challenged the PCNP decision in relation to approving the Bluestone development, they had a legitimate point of view as a stakeholder which was protecting the natural resources in the National Park.

Similarly, FW claimed that CNP has a narrow view “CNP had a very narrow view and that’s why they have been established to protect the National Park” (Interview 7, FW) and further in the same interview, the participant indicated that CNP was right to challenge PCNP decision and it should be respected “I would like to say that CNP has their remit of being protective and I respect what they wish to do” (Interview 7, FW).

Although CNP is considered a small NGO and it has not got the appropriate finance for this kind of legal challenge, members of this organisation were keen on protecting the natural resources in PCNP and they are ready to repeat that in the future if a major development were to be proposed in PCNP or any other National Park. Developments can happen in National Parks but they should only be small scale developments as indicated by CNP member:
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90% of all the planning applications inside the National Park are approved. If we have this sort of development inside a National Park, we will consider legal action in the future, when I say that, you know, with pain in my heart because it is very difficult, and took three years of my life, but at the end of the day CNP is set to defend the National Park and we are ready to do that again in the future.

(Interview 12, CNP)

Additionally, some of the governmental organisations were disappointed because CNP had access to legal aid and they believe that they should not have access in the future:

I think it needs to be some governmental discussions about access to the legal aid. In democracy, you can not remove the right to the individual but if every individual thought to challenge every decision to the ultimate then nothing will ever happen. The CNP would not have been able to reach the House of Lords and these sorts of things unless they had access to the legal aid, they would not be able to afford going to that.

(Interview 5, PCC)

Therefore, different governmental departments have different opinions in relation to position of CNP. Sometimes participants refer to CNP’s main aim being to stop any major development in National Parks and sometimes, they indicate that CNP is right to challenge the PCNP decision in relation to the Bluestone development. Furthermore, because of the scale of the Bluestone development, PCC failed to deal with it under control. Local authorities are not used to manage major cross-boundary like the Bluestone in their areas; therefore, their experience in relation to planning applications for major developments is limited (Dredge and Humphreys, 2003). For this reason, calling the proposal in by WAG would have been a great help and support to PCC.
Moreover, the government needs to respond to local communities demand in order to achieve the balance of the three aspects of TBLS. People living in Pembrokeshire sent letters to the central government asking them not to approve the Bluestone development in PCNP. The only effect of these letters of rejection was disappointing the government as stopping the Bluestone development was against the government economic agenda which had priority over the social and environmental agendas, even for a development proposed in a National Park as highlighted in the following quote:

_We were disappointed when people took action to slow it down and it is still happening today, local individual people write to us and they want us to stop the project now. There are a lot of people who are still upset about it, because in theory, you can argue that a part of it is in a National Park and that could irritate a lot of people as you can understand, and the other thing that you understand from our point of view, all of us here and all the team involved love to see the project._

(Interview 11, WAG)

The above quote contain a dangerous statement which is "in theory you can argue that a part of it is in a National Park and that could irritate a lot of people". This statement showed a government’s official’s lack of understanding of project detail and the value of a National Park. Central government are usually in major cities away from the countryside and National Parks are often in peripheral areas. Additionally, they are away from universities and academics, who possibly spend their lives writing about sustainable tourism development and how to protect our natural resources for the next generation. Governments perhaps believe that they are achieving sustainable tourism development. However, not all the governmental
departments are aware of the real aspects of integrating sustainability in every day decisions.

Although WAG received many letters from the local community showing the local peoples' opinion in relation to the Bluestone development, WAG insisted on supporting the development and ignoring the people's requests as highlighted in the following quote:

*People write to us and say "who cares about the National Park, forget about it, the government does whatever it likes, just build anything anywhere they want", that what people used to say... We do have requests coming in to the department because there are a lot of local people who are uncomfortable with it.*

(Interview 11, WAG)

Therefore, it can be noted that the governmental departments are not clear about their view in relation to protecting the environment even in National Parks, and the governmental stakeholders change their desires from time to time according to the surrounding circumstances.

**5.5.2 Involvement of the local community**

Apart from the different letters sent to WAG, PCC and PCNP in relation to the Bluestone development, local people in 2003 were involved in the decision-making of approving the planning permission of the Bluestone development as highlighted in section 4.10. Although the local objection in the meeting held for the development which was described in section 4.5, PCNP later agreed to give the
development the planning permission necessary for building in the National Park in 2004; PCNP’s approval of the planning application for Bluestone was an enormous shock to the local people who voted against it. Therefore, local people felt that their opinion was not valuable and their involvement would never affect the government’s opinion in developments in their area.

In an interview with an hotelier in Saundersfoot, the participant indicated that young people in Pembrokeshire regularly move to large cities, such as London and Cardiff, to search for jobs and gain work experience. The main reason is that there are not enough chances in Pembrokeshire for people to work in permanent, high-paid, quality jobs. The government is hoping that Bluestone would help in reducing the out-migration from Pembrokeshire to large cities; however, Bluestone would only add more low-paid jobs to the market which is not the aim of talented young people as highlighted in the following quote:

*If you have got a good student in the industry, he always prefers to go to London or to go overseas because there is nothing down here, we are trying to readdress the policy and we will gain the reputation and it is happening slowly but it shouldn’t be like that.*

(Interview 10, hotel owner)

Indeed, the local community involvement in the Bluestone development planning permission decision had no influence on the government decision. The government ignored the local community’s voices as well as their letter to stop the negative impacts which the Bluestone development would have on the National Park which
was unexpected and leaded to the loss of trust between local communities and their government.

5.5.3 Social impacts

Social impacts of tourism were defined by UNEP (2001: np) as "the effects on host communities of direct and indirect relation with tourists and the interaction with the tourism industry". These effects possibly would threat indigenous identity, change the value system and behaviour, change the community structure, family relationships, collective traditional lifestyles, ceremonies and morality (UNEP, 2001: np). In terms of the social impacts of the Bluestone development on Pembrokeshire local community, a number of negative social impacts would be expected to emerge from the direct and indirect relationships between local residents and visitors and migrant workers. People in Pembrokeshire are used to live in their quiet area, have the same traditions and values and enjoy the beauty of their National Park. According to a PCNP officer participant, local people are not prepared to deal with the cultural differences which would be brought by both migrant workers and visitors of the Bluestone development. Currently, there are some troubles between the local community and some Eastern European workers who were brought from abroad to accomplish a project. The following quote from PCNP officer explains this problem:

It could be some social problems, I mean this is a really small area and with migrant workers who have a regular contact with people, there are some problems now because they are Eastern Europeans. With all respect to them but they have a different way of looking at things and there are tensions... There is a very short season for tourism here but they [local
community] do not like them to be around and the place become so crowded and noisy... Introducing people from different places, different background and different interests may affect the population.

(Interview 9, PCNP officer)

Although visitors and workers would bring negative socio-cultural impacts and cause tensions (Youell, 1999), the developers did not include the expected social impacts of visitors and workers on the local community. Even in the literature, the number of academic research on the environmental and economic impacts of tourism are more than the ones investigated the social impacts, perhaps because that this specific area is difficult to study. Additionally, some developers research the expected economic and environmental impacts of their projects in depth but pay little attention to the expected social impacts on the local community. Therefore, the social impact of the Bluestone development will likely to be identified after the operation of the project.

5.6 Environmental agenda

The Bluestone developers confirmed that they would use the latest technology in relation to reducing the negative impacts on the natural resources and protecting the environment as highlighted in section 4.4. However, this development is still inside the National Park and is against the National Park regulations, aims and objectives which are still unclear to both the government and the Bluestone developers as indicated in the following quote:

*If you looked at the PCNP main objectives you will find that there are two conflicting objectives, the first one is to conserve and protect the*
environment, and the second one is to promote social and economic benefits to the local people.

(Interview 7, FW)

The above quote suggests that the aims and objectives of PCNP, which are similar to the aims of all the other National Parks in the UK, are in conflict with one another. However, and according to CNP and FPCNP, the National Parks' aims and objectives are not in conflict as illustrated in the following quote:

To conserve and enhance the natural beauty, wildlife and cultural heritage, and that is the environmental purpose, the second purpose is the economic purpose is to promote opportunity for public understanding and education of the special quality of the National Park. The economic development, which has a potential to damage the environment is not suitable in such cases, and that is very clearly justified in the regulations and that something many people mixed up even the WAG, they are saying that the economic development is one of the purposes of the National Park and that is not correct.

(Interview 12, CNP)

Therefore, if there is a conflict between the first purpose which is protecting the environment and the second purpose of promoting the economic benefits to the area, or if a proposed economic development would damage the environment, the duty of the National Park officers is to give precedence to the environment unless there is a national need for it (Bissix, 1999; Doe 1974 cited in Collins, 1999). It is desirable that the conflict would be managed by communication and negotiation but sometimes, it is very difficult to manage the conflict:

National Parks have been set up by law and it is very clear in the terms of a National Park what they should be doing and what they should give preference. The National Park is a protected area and you should not have big economic development like this inside a National Park, there are another places, no one are saying we are against Bluestone, what we are
saying is we are against Bluestone in a National Park and why they want it there in this position?

(Interview 6, FPCNP)

Indeed, the aims and objectives of National Parks are not in conflict with each other. Additionally, if there is a potential conflict between the environmental agenda and the social and the environmental agenda, it is the environmental agenda which should be prioritised. What is obvious is that the government, as well as the developers, misunderstood the National Parks’ aims and they are confused about what is the real purpose of National Parks which highlighted the need of raising the environmental awareness among people generally.

5.6.1 Dangerous arguments

The local authority and the government’s failure to appreciate the value of National Parks lead to a dangerous argument related to the value of the proposed PCNP land for the Bluestone development. PCC assumed that the part of the Bluestone development which supposed to be in PCNP is just farmland on the edge of the National Park as illustrated in the following quote:

*This is on the right of the edge, I think they have picked the wrong project to really make the ultimate challenge and you know, I think it’s wrong really.*

(Interview 5, PCC)

The above quote shows that PCC believes that CNP’s decision to challenge the decision of approving the Bluestone development and its choice in making it a test
case for building in National Parks was unwise. The reason is that PCC believes that as long as the proposed site on the edge of the National Park, it has no value. If this site has no value, then there is no point in including it within the National Park boundaries. The fact that the developers own the land inside the National Park made them fight to have the planning permission for the Bluestone development and to convince key stakeholders in various ways. However, economic development does not necessarily mean losing our sensitive natural resources as highlighted by a PCNP officer as follows:

*It will mean people coming to Pembrokeshire and they thought that was okay and the price to pay is the loss of a little of the National Park, on the edge of the park.*

(Interview 9, PCNP officer)

On the other hand, CNP explained why this dangerous argument would destroy the idea of National Parks gradually which would significantly affect the natural environment in the future as follows:

*One of the argument that one of the supporter for the development used is that: do not worry, it is on the edge of the National Park, you will not worry about that. It is a very dangerous argument especially in a National Park like Pembrokeshire which is very long and thin, it has a lot of edges, and when you start to say within a protected area, don’t worry about the edge, suddenly all the edge will be developed and you will scarify that part there, so why you are not use that bit and that bit and that bit and suddenly we have not got a protected area left and that’s really is one of the biggest threats that the National Park facing. … That the environment is not so important in Wales or anywhere else, the economic benefits are much more important.*

(Interview 12, CNP)
Additionally, CNP confirmed that there is a variety of wildlife and species living currently in the proposed Bluestone development site in PCNP. Even if the site has not got any habitat, it still needs to be protected as it is a part form the National Park as showed by the following quote:

_We have wildlife, flora and fauna but not too much..... If you write that this site is ecologically dead, you could do anything in it, but it is designated as a part from the National Park and one of the purposes of the National Park is the conservation of the nature beauty, wildlife and cultural heritage and all these thing should be protected together, so if that site hasn't got any of those, it does not mean that it is environmentally unimportant and again that's a sort of clever argument from the developers to try to get their way._

(Interview 12, CNP)

The developers claimed that their aim is to achieve sustainable tourism development, protect the environment and not to disturb wildlife, however, there is no doubt that the noise and light pollution resulting from all the phases of the Bluestone development would disturb and negatively impact on the animals and birds living in the National Park.

5.6.2 Losing trust in the governmental decisions

One of the fundamental issues relating to the Bluestone development is that people started to assume that governments are only writing about sustainable development and the protection of the environment only in their policies, i.e. that it is only rhetoric and not reality. However, when it comes to economic benefits, they always put the economic agenda in front of the environmental and the social agenda, the following quote illustrates FPCNP’s opinion on WAG:
WAG hast to be reminded that the environment is important, you see that the Welsh Government is talking about sustainability, I think it is one of the few governments in the world which has got a brief about sustainability in their departments, so how can they say that? And then not have Bluestone to a public inquiry, they are saying one thing and doing another. (Interview 6, FPCNP)

The above quote reflects that people and NGOs started to lose their trust in the existing government as a result of ignoring the public’s letters against the development and the government failure to appreciate the real value of National Parks. People currently believe that the government is permanently writing good statements about safeguarding the environment, however, in reality it prefers to go for the economic benefits whenever possible (Hall and Kinnaird, 1994).

Additionally, CNP indicated that the government is not serious about the National Park regulations which probably led people to lose trust in the governmental decisions regarding National Parks as highlighted in the following quote:

The Government has recently reiterated the environmental and economic importance which it attaches to the Parks. This strong commitment needs to be fully reflected in its emerging Planning Policy Statements. If the government is serious about its commitment to National Parks then the importance of the countryside immediately surrounding them should be properly recognised.

(CNP, 2004i: np)

Many National Parks have a buffer zone in order to protect the environment and then natural resources close to them. Hence, governments and local authorities need to be reminded of the importance of having sustainable tourism development
which takes into account the protection of the natural resources in addition to the economic benefits for the local community.

5.6.3 Stakeholder's different interests

The Bluestone development case study showed that different arms of the government have different opinions about how major developments would affect National Parks. PCC for example, believed that the Bluestone development would not affect the integrity of the National Park and it would only cause some visual impact which would be controllable by the developers as suggested in the following quote:

Locally, the Bluestone is not a threat to the integrity of the National Park and the National Park Authority members themselves voted in favour of it....it will have some visual impacts but the developers will work to minimise that.

(Interview 5, PCC)

Visual impacts were not the only expected negative impacts of the development; WAG expected that there would be other impacts, such as destroying the environment and disturbing habitats in the area of the development. However, WAG and other governmental departments insisted on supporting the Bluestone development in the National Park. The following quote explains WAG's views about the expected negative impacts of the Bluestone development on the environment in PCNP:

The expected negative impacts of the Bluestone development are destroying the environment, destroying the habitat, birds and animals and
farm land in that part of the National Park, so there is a negative impact and you know it is a green field site, we understand that but if we don't approve any economic development at all, nothing will ever get built and we will never ever able to do anything to benefit Pembrokeshire and the local community.

(Interview 11, WAG)

Thus, WAG is aware of the expected severe negative impacts resulted from the Bluestone development which indicate its ignorance of the value of preserving, conserving and protecting the environment, flora and fauna in National Parks. The above statement revealed the fact that TBLS is not even rhetoric, and many people are not aware of what it is and how it would be achieved.

FW looked at the Bluestone development from a different perspective. The following quote showed that a participant from this department of the government is pleased that the development would be proposed in the National Park and he indicated that the National Park would add to the development more attractiveness and help in marketing the development and increase the number of visitors as highlighted in the following quote:

*From our point of view, if it is a three star development and it is inside a National Park, it then will become a four star development as it will pick some attractions from the National Park and I think it is very good project as it will offer many jobs and all year facilities for tourists....I think it is a great development although it caused a lot of problems with the legal challenge because it is partly in the National Park and that is why it is attractive.*

(Interview 7, FW)
The above statement revealed the fact that the environmental agenda does not exist in this department of the government. Although FW’s main aims are to encourage small and medium-sized businesses in Wales to realise their true potential for innovation and growth and to enable Welsh businesses to make a bigger contribution to Wales’ future economic prosperity, it should take into account the environment as an important element in every successful sustainable development. Additionally, employees need to be aware of the importance of the natural resources as a base for any future development. The following quote is from the same participant in FW, in which he indicated that although the Bluestone development would have negative impacts on the environment; they expect it to be attractive in the National Park and expect it to improve, enhance and protect PCNP:

Certainly, it should be a negative impact from the Bluestone development on the National Park environment, but I think it is actually helps the National Park environment and it will make it better and we will try to be sure that the developers are applying all the planning and construction rules in the site...we are not going to be very green, we just need to be satisfied that all the various environmental legislations have been applied.

(Interview 7, FW)

The above quotes reflect that different arms of the government have different views about the expected negative impacts resulted from the Bluestone development being in the National Park. These different views would be the results of not taking the environment into account when supporting major developments such as Bluestone. Therefore, the government different departments need to be clear about...
their aims and objectives in relation to achieving their environmental agendas. The following quote illustrated the tourism strategy of WTB:

*We are operating according to our tourism strategy (Achieve Our Potentials); we have got a new vision for the tourism industry as a whole, sustainable tourism and tourism contribution to the economic, social, cultural and the environmental well-being of Wales.*

(Interview 4, WTB)

It can be noticed that the WTB participant indicated that their aim is to ensure that tourism contributes to the economic, social, cultural and the environmental well-being of Wales which is exactly what TBLS stands for. However, in the Bluestone development, it seems that the reality is different and what WTB believes in relation to the project contribution to the economic, social and environmental agendas is just a guiding fiction as even the development's economic benefits is not guaranteed. Additionally, WTB is not fully aware of the role of NGOs, such as CNP. During the interview with the WTB participant, he indicated that CNP is just an organisation with a narrow view of protecting and enhancing the natural resources. However, the reality is that CNP also cares about the economic and social issues as put forward in the following quote.

*We are not against Bluestone, there is an assessment of this kind of facility in south Wales, it hasn't got to be in a National Park, and there are other parts in Pembrokeshire which economically could benefit from something like Bluestone, where the National Park doesn't have to be affected.*

(Interview 12, CNP)
Stakeholders can perceive different benefits being achieved by the Bluestone development. WTB's priorities are related to establish quality accommodation as showed in the following quote:

\[
\text{The grant was conditional that the development should be a five-star development and they should obtain all the necessary planning permissions.}
\]

(Interview 4, WTB)

In that sense, WTB key priorities are developing the tourism industry and creating new destinations. Therefore, WTB looked at the Bluestone development as a new standard of accommodation, offering many facilities and attract more visitors to Pembrokeshire. Additionally, WTB didn't consider the environment as a fundamental aspect when they provided the grant to the developers.

In contrast, WAG aims and objectives are focused on jobs whereas PCC is most concerned about infrastructure development and the overall benefits. WDA is interested in promoting entrepreneurship whereas FW aims to provide a loan on which they would charge interest which would be channelled into support for other businesses. WDA key priorities are:

1. Encourage innovation and high value added jobs;
2. SMEs;
3. Attract inward investment;
4. Business support;
5. Encourage businesses expansion;
6. Encourage sustainability.

(Interview 8, WDA)
From the above quote, it can be noted that sustainability is the last priority for WDA, therefore, they are mainly interested in economical benefits and buildings as highlighted in the following quote:

_WAG looked at the jobs, WTB concerned with accommodation, WDA looked at the benefits like shops, 5-star cottages, restaurants and PCC looked at the project and its benefits._

(Interview 8, WDA)

PCC considered the Bluestone development’s benefits to the local community which highlighted its aims in relation to the social aspect of the TBLS as illustrated in the following quote:

_We have offered them a loan conditional on them allowing the water sport facility to be open to the wider public._

(Interview 5, PCC)

This request imposed in 2004 will force the Bluestone developers to reconsider their statement in the Environmental statement of 2002 in which they declared that the Waterworld will not be available to the local residents.

Other key stakeholders considered only the economic benefits of the development giving no consideration to the environmental and the social aspects of the development as illustrated in the following quote:

_WAG, WDA and WTB are looking more around the economic benefits and jobs. We look at, I’m afraid, if it is going to make a profit._

(Interview 7, FW)
Thus, different stakeholders supported the Bluestone development on the basis of the development benefits to their different agendas and their wide range of interests. However, none of the key stakeholders prioritise the environmental agenda over the economic and social agendas even when the development was proposed for National Park land.

5.6.4 Alternative sites

Tourism is an important industry to Pembrokeshire; however, there were many places, such as Tenby, appropriate for such kind of major tourism developments without affecting the sensitive natural environment as suggested in the following quote:

Tourism is one of our most important sectors and a lot of images of tourism in Wales are images of tourism in Pembrokeshire, Tenby harbour, Saint Davids Cathedral, you know, these are images which are used to promote Wales as a whole and even the UK.

(Interview 5, PCC)

As mentioned in previous sections, even if this part of the National Park contains only ducks or ecologically dead, it is the concept of National Parks which should be protected. Therefore, the developers were advised to consider alternative sites in Pembrokeshire but they found that the proposed site in the National Park is the best choice. WDA confirmed the above quote by revealing that the site of the development is not as important as the developers' success in obtaining the necessary planning permission as follows:
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Whether it is not in a National Park or not, we need to know that the planning permission is ok.

(Interview 8, WDA)

The need for the Bluestone development to be sited within the area of the National Park in Pembrokeshire is a critical consideration. The developers examined alternative sites and identified a list of criteria for review of these sites, which included:

- A maximum of 400 acres available;
- A superior existing landscape setting;
- Not overlooked by an existing settlement;
- Not traversed by rights of way;
- Close to a waterway;
- Potential to develop further major day visitor attractions;
- Topography to allow division between long stay visitors and short stay/day visitor attractions: the two valley approach;
- Adjacent to existing major day visitor attractions;
- Physical connections between the existing and proposed attraction;
- Accessibility to required numbers of employees;
- Close proximity to other visitor attractions;
- Location that would enable links to the college to be made to develop a Centre of Excellence on site;

(PCNPA, 2003: 39)

It is obvious that the above criteria list would not be available except only in the current proposed site of the Bluestone development where part of it would be in PCNP. Therefore, according to the developers’ list of criteria, no alternative site in Pembrokeshire would meet all the criteria or would be appropriate for the Bluestone development.
5.6.5 Environmental legislation

In terms of the environmental legislation operating in National Parks, some governmental departments were not convinced by the legislation which would be a reason for not appreciating it. The following quote shows PCC opinion in the environmental legislation of National Parks:

*I think people understand the importance of looking after the environmental law, but there are aspects of the National Park which I find highly irritating.*

(Interview 5, PCC)

According to the above quote, if the government is not convinced with the environmental legislation of National Parks and employees find these legislations "highly irritating" which perhaps would lead to their ignorance of these legislations as mentioned by PCC participant, the environmental legislation would eventually change in order to provide a space for more economic developments to go ahead. If that happened, the government would continue to lose the natural resources gradually, and this worry was highlighted by FPCNP as follows:

*WAG starts to change the nature of National Parks in theory and if people in WAG are not interested in National Parks then there is a danger. There is nobody in WAG at the moment saying 'Environment, environment, environment', and that's our worry... The problem I feel at the moment is that there is nobody in WAG that is really interested in the environment and National Parks, they have the responsibility, the minister has the responsibility for all the development and planning etc. But he is only interested in agriculture and you and I see that everybody talks about protecting the environment and if he let something like this to go so he is saying one thing and doing.*

(Interview 6, FPCNP)
The environment needs to be prioritised and the government perhaps needs to sacrifice a number of jobs occasionally in order to protect the national resources for the next generation which need more effort to find alternative places for major economic developments without affecting National Parks:

_In the governmental plans, the environment has not got the priority, it has not got the weight which the government has to give it ... If you are not going to look after the environment, it will go away and you will lose it, and once it has been lost, I do not think you will be able to get it back, while the economic is always going in a cycle._

(Interview 9, PCNP officer)

Currently, and as indicated by a PCNP officers, the environment has no priority over the economy even in National Parks.

5.6.6 Sustainability is a matter of interpretation

As been highlighted in the literature review and according to the World Commission on Environment and Development (1987: 43), sustainable development could be defined as: "Development which meets the needs of the present without compromising the ability of future generations to meet their own needs". However, the question which would be asked is "What does sustainability mean to the different arms of the government? According to the above definition, it should mean preserving and protecting the natural resources for the next generation, however, unfortunately, some departments in the government understand different meanings of sustainable development which lead to that
sustainability is not achievable (Miller and Twining-Ward, 2005) as illustrated in the following quote:

_We are trying to increase the GDP for west Wales and we see that we can do it by over 600 direct jobs in this project, so as long as they construct the business, create all the jobs and keep them there, that is what sustainability is, because my sustainability, for all of us as we all merged now, our sustainability is to have the business which is going to be there for long term...Our sustainability is to keep the business forever and sustain jobs for a long term._

(Interview 11, WAG)

The above quote showed that WAG is only interested in the economic sustainability. Similarly, FW is concerned about issues like environmental sustainability in all projects (FW, 2006); but it was indicated in an interview with a participant in FW that it operates purely on a commercial basis as shown in the following quote:

_We are operated purely on a commercial basis...we want our money back with a profit; however, any money come from investments is benefit...Our main objective basically is to make a good return of the money we have, we agree on projects that have economic value for Wales._

(Interview 7, FW)

Although there is no doubt that economic sustainability such as long-term jobs, long-term economic benefits and profits is an aspect of the TBLS, environmental and social sustainability are as important as well. Additionally, despite that WAG described the Bluestone development as a sustainable tourism development; PCNP officers described it differently—especially in relation to the long-term jobs which it would provide as indicated in the following statement for a PCNP officer:
I do not think it will be sustainable in jobs and even the log cabins are not coming from Welsh trees, I think it will come from Scotland, people will have to travel miles to get here and there will be traffic on the road, so this is not sustainable. Light pollution, noise pollution. Because it is far away west, I think if they have something like this in a more populated area it will be better for them, it is not sustainable tourism, really it is not.  
(Interview 9, PCNP officer)

Indeed, as a result of the lack of a definite sustainable tourism development definition within different governmental departments, and the unclear meaning of what sustainability is about a number of stakeholders (Edwards et al., 2003), including WAG, WDA and WTB, consider the Bluestone development as a sustainable tourism development while other stakeholders, such as PCNP, do not believe that there is a chance for this particular development to be sustainable especially when PCNP officers look at the negative impacts it would bring to the area of Pembrokeshire.

5.7 Policy conflict and communication problems
Before beginning the research journey, I assumed that there was a conflict between different arms of the government as I considered the CNP a part of the government. However, as I went through the research stages, I learned that CNP is a NGO and has no weight in front of the governmental bodies. In the Bluestone development, the government ignored the role of CNP and assumed that it has a very narrow view regarding the protection of National Parks. WAG did not even consider taking the opportunity to talk to the CNP representatives to understand their opinion in relation to the Bluestone development. However, some of the
governmental key stakeholders indicated that they would not blame CNP members for what they did to protect the environment.

Team Wales and PCC seem to have similar aims related to economic benefits which would possibly been achieved through their different agendas. Additionally, they confirmed that communication between them is regular and effective. However, what is obvious is that not all governmental department achieving effective communication with all NGOs. For example, although WTB possibly communicate with NGOs such as the National Trust, it does not communicate with NGOs, such as CNP, when it was necessary to understand CNP members' opinion in relation to the Bluestone development and hence find a consensus without the need to the long legal process:

_We actually do have communications with NGOs where we got partnership and keep it tidy all the time and make sure that everything is fine and organized such as National Trust. So we do work quit a lot with NGOs and we do meet them on a regular basis, but we don't communicate with CNP..... NGOs may have different policies than ours._

(Interview 4, WTB)

The above quote highlights a communication problem among different stakeholders involved in the Bluestone development. Moreover, in the following quotes, WTB and FW referred to CNP as an organisation whom they do not have to contact in order to solve any problems emerging:

_CNP is not a body which we have any dealings with; they are a NGO who responded to our consultations._

(Interview 4, WTB)
We are not dealing directly with CNP, they have not come to us and we have not gone to them.

(Interview 7, FW)

WTB and FW conclusion in relation to CNP highlighted the need for better communication among different governmental, local authorities and NGOs in order to achieve better consensus in relation to balancing the three aspects of TBLS (Zeppel, 2003). From CNP perspective, this controversial situation was resulted from a conflict between Team Wales agendas and CNP agenda. CNP mentioned:

I think there is a conflict, Team Wales are not concerned about the environment, but also about all aspects in life and living in Wales where CNP is a very focused organization that spending their pensions looking at the National Parks...we had one of our grants because we are a charity and we are depending on grants from various bodies. These grants have stopped for 7 months, eventually it might unfreeze again and one of the reasons behind that is our objection to the Bluestone.

(Interview 2, CNP)

The CNP conclusion in relation to the conflict between their agenda and Team Wales agenda shows that the environment should be a key concern of the Team Wales agenda and it should take priority when considering developments proposed in National Parks (Rovinski 1991 cited in Weaver, 2002) - a situation which did not happen in the Bluestone development. Therefore, the government needs to look at their environmental agenda in relation to sustainable development and the value of protecting the environment in National Parks. Additionally they should be clear about what they mean by sustainable tourism development and National Parks.
On the other hand, CNP and PCNP communicate with each other regularly which facilitates decision making. They have the same aim which focuses on protecting PCNP “We communicate with PCNP very well” (Interview 2, CNP). However, they faced some difficulties in communication between themselves as a result of the Bluestone legal battle.

Now the relationship between the CNP and PCNP is facing difficulties. Additionally, PCNP should be a member of CNP; however, CNP hasn’t extended their membership because of the legal battle. It is the job of the CNP and people like the FPCNP to abuse that sort of things and stop it. (Interview 6, FPCNP)

Other organisations, such as WAG, PCC and WDA, do not appreciate the role of NGOs and thus do not aim to enhance any kind of communication with them as highlighted in the following quotes:

They are not an accountable body, who are they? What is the official status? They are self-elected, nominated as far as I can tell, I have to admit a little bit of ignorance about the details of their structure but certainly the impression I get is that they are not elected in a democratic way or they are not there as a government watchdog or anything like that, there is no relationship between us and them.

(Interview 5, PCC)

We do not communicate with NGOs like CNP.

(Interview 8, WDA)

However, CNP aimed to discuss the issues related to the Bluestone development with WAG in order to find a consensus and avoid going to the court for solving the problem of building in the National Park as highlighted in the following quote:
It will be great if we sat down with Andrew Davies from the Welsh Assembly and have a really fair discussion, why you did support that project without planning permission? And he will say why did you take the court? But that will be unrealistic to expect him to have that kind of conversation... WAG is not very transparent in the way that operate and make decisions, as I told you, politicians is politicians.

(Interview 12, CNP)

Similarly, FPCNP indicated their aim in relation to build an effective relationship with central governments such as WAG as demonstrated in the following quote:

This year, we have to build a bridge, better relationship with WAG and certainly because of what is happened over Bluestone, the relationship between people like Friends of National Parks and certainly the CNP's relationship with WAG is not that good, they didn't like it but it is our duty to protect... we are trying to develop a better communication.

(Interview, 6, FPCNP)

The above quote shows that there are almost no communication between WAG and CNP and PCNP which resulted in many problems. Even PCNP, which is officially considered a part of the government, are not satisfied with its communication with WAG as illustrated in the following quote:

We have not got so much communication with Team Wales.

(Interview 9, PCNP officer)

Accordingly, lack of communication and negotiation would result in significant problems (Zeppel, 2003), such as the problem of the Bluestone development. To avoid such a controversial situation from the start, different departments of the government need to build effective relationships and communicate with other
bodies such as in order to understand each other's perspective. The following quote shows PCC's opinion on improving WAG's approach to other organisations:

_We think that there is room for improvement for the WAG to target reinforce to meet our needs..., It is the same agenda which is the economic benefits, but the only issue is that how resources are priorities and we feel generally that we are at the end of the line and therefore the last to receive attention, we feel that resources are very often targeted at Cardiff Bay, Swansea, you know, but other rural areas feel the same, North Wales feel the same... There should be some additional support coming into Pembrokeshire to help giving us a more even economy and to avoid this problem of peaks and drops and loosing our own talented young people._

(Interview 5, PCC)

The relationships between the different key stakeholders involved in the Bluestone development can be described in the following figure:
Figure 5.1: Relationships among the different key public sector stakeholders, the developers and NGOs involved in the Bluestone development.
Chapter five: Analysis, interpretation and discussion

The above figure shows that there is effective communication between WAG and other governmental departments, such as WDA, WTB and FW as well as the Bluestone developers. However, there is a weak relationship between WAG and both PCC and PCNP. Additionally, there is no communication between WAG and NGOs such as CNP and FPCNP. Therefore, different organisations need to work on enhancing and improving communication and build bridges to other organisations in order to solve any problems which would arise and avoid unnecessary conflict which make the above figure look like the following figure:
Figure 5.2: The ideal relationships among central government, local authority and NGOs.
5.8 The issue of precedence

Approving a major development in a National Park does set a precedence for all the National Parks in the UK. The Bluestone development within the National Park was supported by the government and this could gradually erode the concept of National Parks as little chunks are taken off the edge of the National Park with each successive planning application. Additionally, the development is against the National Park regulations which would be changed in the future allowing more major developments in other National Parks. As a result, the environment would suffer which would have a major impact on the economy and the society (Cohen, 2002). The following table will represent the stakeholders’ views in terms of the issue of precedence which resulted from approving Bluestone in PCNP land:

<table>
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<tr>
<th>Stakeholder</th>
<th>Their Opinion regarding the issue of precedence</th>
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<td>CNP</td>
<td>Bluestone was unique because it is the first time a Holiday village has been proposed in a National Park and that's really very strange, other applications are going to be of a similar nature. At the moment, National Parks haven’t really got the political support from the government, as they should have. Our worry is about it might give other potential developments the idea of this sort of development inside a National Park on economic grounds. Other people will try to do the same because the precedence has been set and that’s will change the natural of the National Parks because in the future we possibly would not have National Parks at all.</td>
</tr>
<tr>
<td>FPCNP</td>
<td>Our worry is that will set precedence in future. Now we got a big development coming in a National Park and that thing will affect other National Parks in the UK, no one knows. That’s been our worry all the time</td>
</tr>
<tr>
<td>FW</td>
<td>I know that the CNP argument is about once you allowed one development you cannot say no for the others.</td>
</tr>
</tbody>
</table>
WDA  |  I think developments like Bluestone might happen in the other National Parks in the UK.
---|---
PCC  |  CNP felt that it would have adverse effect on the National Park and I think they were practically concerned that it might be seen as precedence for other developments.
A hotel owner in Saundersfoot | We have been told that no development should be in a National Park but they have done it, what is stopping other people doing the same in other National Parks? The precedence was set, that’s a danger, and the area itself is delicate, and the development will damage it.
PCNP officer | I think the precedence has been set that National Parks into no go areas or things like this, and if you can get planning permission in one Park then it must be much easier to get it in another Park. Now the doors are open, a start have been made in the Park, then it must be easier in another Park and the other worry off course is what else can happen in this Park as a result

Table 5.1: Stakeholders’ opinion regarding the issue of precedence resulted from Bluestone development in west Wales.

Although the Bluestone proposal in PCNP possibly established a precedence for similar major developments in other National Parks in the future, other National Park representative indicated that Bluestone does not necessarily establish such precedence and every development should be looked at separately as follows:

I do not believe that the Bluestone case sets a precedent for major development in the rest of the United Kingdom National Parks. Every application for a major development will be judge on its individual merits which will all be unique.

(Personal communication from Brecon Beacon National Park)

The local authority in Pembrokeshire wanted the development to proceed and not be stopped as a result of other’s people agendas like CNP regardless of the issue
of precedence and regardless of the negative impacts that the development would have on the environment:

Each case needs to be considered on its merit, and the fact in this particular case is that it's actually a relatively marginal project, I think the CNP has used this as a way of flagging up, you know, we will resist you, which is their right, but you know, it's just upsetting me actually that we lost two years because of other people's agendas.

(Interview 5, PCC)

Therefore, the government needs to consider other people's agenda which, such as CNP, in order to be prepared to deal with such conflict and hence achieve better communication. Additionally, there is probably a need, if the government is determined to carry on with the National Park movement, to identify places that are precious and make it obvious that major developments should not happen in them, a situation which is not happening at the moment. In addition, the government should tidy up its advice and policies in relation to future developments in National Parks and the number of jobs should not affect its decisions (Hall and Kinnaird 1994). What is happening now is that the economic advancement arguments are being offered which outweigh the protection of the environment. Moreover, the government looks first to the number of jobs resulting from new developments and if it is what the government wants and it does fit its policies and economic agendas then the need to keep the National Park is not important. However, if the government said "No, National Parks are really precious assets and no matter how many jobs a large development offers they will not be approved", this would help the environment to improve and prevent degradation. At the moment jobs come
first and then the natural resources which is not sustainable and does not achieve TBLS.

Moreover, when Bluestone is ready to open to the public, it will symbolise to developers that the court process exists and can work in their favour. Therefore, if other developers need to move on beyond the planning authority and go to the courts to get what they want, there is a possibility of success.

5.9 Bluestone Stakeholders’ analysis

In conclusion, the issue of TBLS was discussed during the interviews with the stakeholders in terms of achieving the balance between the environmental, social and economic agendas. Interviewees confirmed that their organisations are in the heart of the TBLS diagram, which means that they are achieving the balance between the three agendas. CNP, PCNP and FPCNP confirmed that in National Parks, if there is a conflict among the three agendas, the environmental agendas should have priority over the other two agendas. However, the interviews revealed that not all the stakeholders are balancing the three agendas and none of them prioritise the environmental agenda in the National Park. The documents and policies analysis of the stakeholder’s involved in the Bluestone development shows that stakeholders’ positions in the Venn diagram of TBLS are as follows:
Figure 5.3: The Bluestone stakeholders' positions in the Venn Diagram of TBLS according to the rhetoric of their policies.

However, in practice, stakeholders' positions in TBLS Venn diagram are different. When it comes to economic benefits, some stakeholders prefer to stand in the economic circle and forget about the other two circles. In the Bluestone development, the analysis of all data including the interviews and the documents
related to the project revealed the following Venn diagram which highlights the actual position of each stakeholder in relation to TBLS:

![Venn Diagram](image)

Figure 5.4: The Bluestone stakeholders' positions in the Venn diagram of TBLS according to the reality of their actions (as evidenced from the interviews).
The above figure shows that none of the stakeholders involved in the Bluestone is actually balancing the three agendas of economy, society and the environment. Even PCNP which suppose to achieve its first aim of protecting and enhancing the environment, it faced a lot of pressure from other stakeholders to approve the planning permission of the Bluestone development on a part of the National Park. The PCNP situation demonstrate the lack of the power of PCNP officers and the lack of PCNP power to make independent decisions as two third of its political team are voted from PCC which means that PCNP will say yes to what PCC recommend all the time.

In terms of the stakeholders' analysis in relation to power, legitimacy and urgency, the following figure presents the Bluestone development stakeholder analysis:
Latent stakeholders are those who possessing one of the three attributes, either power, legitimacy or urgency; it includes three types which are dormant, discretionary, and demanding stakeholders; dormant stakeholders are those who have only power in relation to the development, they can affect the development by their decision which possibly be for or against the favour of the developers (Mitchell et al., 1997). FW has only power in relation to giving funds to the development with no urgent claims or legitimate relationship to affect any other aspects of the development. Therefore, FW and WDA are considered dormant stakeholders.
Discretionary stakeholders possess only legitimacy without power to influence the development or urgent claims (Mitchell et al., 1997). In the Bluestone development, CNP and FPCNP are considered discretionary stakeholders, they are particularly NGOs and developers don't prefer to make a relationship with such a stakeholder.

Local community is considered a demanding stakeholder (Mitchell et al., 1997) as people in Pembrokeshire had urgent claims on the development without power or legitimacy necessary to move their claims into a more salient status. This kind of stakeholders may bother the developers but they are not dangerous and their claims may be unconsidered.

Mitchell et al. (1997) asserted that developers and managers do not give attention to stakeholders, who acquire only one attribute, and thus, latent stakeholders with no attributes are not important and developers perhaps would not acknowledge their opinion and in some cases, they do not even pay attention to them. Additionally, they indicated that the second category of stakeholders is the “Expectant stakeholders”, who possess two attributes; this type of stakeholders includes three types and usually has more attention from the developers; these three types are dominant, dependant, and dangerous stakeholder.

On one hand, WTB and PCC are considered a dominant stakeholder as they possess both power and legitimacy. PCC has a great effect on the development because it has legitimate claims with the power upon the development and the
ability to act on these claims. PCC has the power to give the planning permission to the developers in his area and has the power to influence the PCNP decision to shift it towards the developers’ desire. Thus, dominant stakeholders are expecting and receiving much of the developers’ attention, on the other hand, PCNP is considered a dependent stakeholder as it seems to have no power but have urgent legitimate claims (Mitchell et al., 1997). The lack of power makes them depend upon other stakeholder such as PCC to get the power necessary to carry out their will.

Existing hoteliers in the area of Pembrokeshire are considered dangerous stakeholders as they possess both urgency and power without legitimacy to affect the development and the labour market (Mitchell et al., 1997). Thus, this kind of stakeholder is dangerous because they may be coercive and possibly violent and their actions may be outside the bounds of legitimacy. They perhaps enter into competition with the developers in relation to increase the pay rate in order to attract more people to work in their hotel. Therefore, identifying dangerous stakeholders may help to maximise the opportunity to make the danger as lower as possible.

WAG is considered a definitive stakeholder because it has all three attributes (power, legitimacy and urgency) (Mitchell et al., 1997). WAG can affect local authority decisions in relation to planning applications in their areas. Furthermore, it has urgent claims and legitimate relationship with all other stakeholders, especially
the developers. This kind of stakeholder will have a higher salience from the developers and will get more attention to their claims. Finally, organisations that possessing none of these three key attributes, are non-stakeholders and will receive no attention from the developers (Mitchell et al., 1997).

By comparing between Figure 5.4 and figure 5.5, it is obvious that none of the stakeholders who have power are promoting the environment, which indicates that the economy will always win, the environment will always lose, societies will not be sure about their future and concerned about the next generation and there is no balance between the three aspects of TBLS.

5.9 Summary
This chapter concludes that there is a necessity for enhanced understanding of the potential conflict between the three objectives of the triple bottom line. In the Bluestone story, this has led to policy conflict between WAG, WDA, WTB, PCC and PCNP responsible for promoting economic development in Wales and CNP and an expensive and messy legal battle. At this point, the Bluestone development has permission to proceed and no further challenges to this decision by CNP, who say that the PCNP decision to allow the development is not legal, are being allowed. Although CNP asserts that the PCNP decision makes a mockery of National Parks regulations and will signal an end to any control of development in National Parks, threatening their very existence. WAG had not intervene into the
controversial proposal of Bluestone, apparently as a result of the financial support awarded from WDA, WTB, FW and the local authority for the development.

Clearly, policy conflict as illustrated in this case study must be avoided as it is an embarrassing situation for the various public-sector organizations involved and has resulted in an expensive legal battle because less powerful stakeholders probably have critical role as pointed out in the literature by Lovelock (2002). Since the data collection for this research, in April 2006, WTB and WDA have merged into WAG in what was described by the First Minister as the 'Bonfire of the Quangos' (BBC, 2005: np). One benefit of this move is the potential of a more 'joined up' approach to public sector interventions in support of private sector developments. Such an approach should enable policy conflict to be minimized. The research will go on to suggest in chapter six how the consensus that would make TBLS more than a guiding fiction might be achieved.
Chapter Six

Conclusions and recommendation

6.1 Introduction

6.2 Major findings

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6.2.2.12 Lack of support to local authorities

6.2.2.13 Sustainability is a matter of interpretation

6.3 Summary
6.1 Introduction

This chapter concludes the major findings of the study of the Bluestone development test case in relation TBLS and presents a number of recommendations necessary in order to develop more practical approaches in achieving sustainability. The chapter further highlights the critical issues revealed in the Bluestone development and identifies the gaps in relation to achieving sustainable tourism development.

The research involved the collection of set of data from a range of stakeholders involved in the Bluestone case study. The interpretation of the data is my individual work and the story which unfolds is my best interpretation of what I found. In places, I have put into the research and added my own opinions. It must be recognised that throughout the thesis and in this chapter as much as any other, that the interpretation is my interpretation and that other researchers would undoubtedly have developed potentially different interpretations.

6.2 Major findings

6.2.1 Triple Bottom Line Sustainability (TBLS)

TBLS is considered a new approach which reflects economic, social and environmental agendas. In theory, TBLS is used as a focus for sustainable development. Scholars, such as Elkington (1997) and Butler (2004) indicate that TBLS enables stakeholders to identify enterprises that benefit local communities, generate profits and economic benefits in addition to enhancing and improving the
environment. Furthermore, TBLS is used as a practical method for achieving sustainable tourism development. Figure 6.1 shows a Venn diagram with three overlapping circles representing the economic, social and environmental agendas. TBLS is reflected by being at the heart of the Venn diagram:

![Venn Diagram](image)

**Figure 6.1: The elements of TBLS**

The results of the presented thesis showed that although TBLS is suggested to be a way of operationalise sustainability concept (Elkington, 1997), there is a challenge of balancing the economic, social and environmental agendas. Additionally, it revealed the fact that TBLS is not even rhetoric. Investigations through different organisations policies and agendas in addition to the interviews conducted, highlighted the fact that the majority of the governmental organisations and stakeholders involved in the Bluestone development promote ideas of sustainability but their interpretation of sustainability do not shift to practice. Additionally, some officers are not aware of TBLS as a new approach of achieving
sustainable tourism development. Therefore, TBLS is considered a fiction even within National Parks boundaries.

Furthermore, exploring the Bluestone case study enabled a deep insight into what is going on behind the scene. Although, Hall (1994:1) indicated that "the political aspects of tourism is rarely discussed in the tourism literature", approving the part of a major development such as Bluestone revealed that the political agenda is greatly affecting the stakeholders' perspectives in relation to balancing the economic, social and environmental agendas, and consequently, stakeholders possibly fail to achieve the balance and therefore stand out of the heart of the above Venn diagram (Figure 6.2).

Figure 6.2: The suggested Venn diagram of the elements of TBLS.
What we need is a joined up political context for TBLS to have a chance to be achieved.

6.2.2 Critical issues related to the test case of Bluestone development

The use of DA enabled an exploration of the ontological position and sustainability motivation of the stakeholders involved in the Bluestone development (Elgammal and Jones, 2007). DA was the fundamental methodology used to dig behind the surface meanings and to investigate in depth how different stakeholders had different perspectives on, and interpretations of, TBLS which affected their priorities and decisions in relation to the economic, environmental and social agendas. DA and the use of data collected from different sources of information (Yin, 2003) revealed a number of critical issues related to building in National Parks. In the Bluestone development, although the project was against the National Park regulations (Interview 2, PCNP officer), the central government along with the local authority supported the development and promised £16.5M fund to the developers before obtaining the planning permission. This is mainly due to the economic benefits promised by the developers which fitted in each stakeholder's agenda.

6.2.2.1 The economy is the winner even in National Parks

The result revealed the fact that stakeholders' interest is mainly affected by the economic benefits rather than the social and environmental benefits (Wheeller 1993) which does not comply with achieving the balance of the three agendas and
it possibly results in failure in achieving sustainable tourism development. In order to achieve sustainable tourism development, stakeholders need to give higher attention to the environmental agenda as well as the social agenda and work hard to achieve the balance and hence protect the environment for the next generation and achieve social benefits from economic development.

In the presented thesis, it has been revealed that different departments of government are not clear about the aims and objectives of National Park and they assume that PCNP aims are in conflict with one another. Indeed, the aims and objectives of National Parks are not in conflict with each other and it is obvious that if there is a conflict between the first aim which is about protecting and enhancing the environment in the National Park and the second aim which is about promoting economic benefits to the local community, the first aim should have the priority over the second (Bissix 1999; Doe 1974 cited in Collins, 1999). In other words, the environmental agenda in National Parks should have a greater importance than the social and economic agendas. The government perhaps needs to sacrifice a number of jobs occasionally in order to protect the national resources for the next generation which need more effort to find alternative places for major economic developments without affecting National Parks.

6.2.2.2 Political pressures

The results revealed the fact that the government and local authority totally ignored National Park regulations and put pressure on the PCNP officers to accept a major
development in their National Park which was against the rules as well as against the recommendations of these officers. Moreover, the results showed that although all stakeholders were aware about the potential environmental impacts of the Bluestone development in the National Park, they supported it and some of them claimed that the National Park would add more attractiveness to the Bluestone development. Therefore, the planning process in relation to proposed developments in the National Parks needs to be independent.

6.2.2.3 Cross membership between PCC and NPA

Because ten out of fifteen members of NPA who are responsible of decisions related to PCNP are voted by PCC, all decisions related to PCNP have to be approved from the PCC as the ten members will usually decide in favor of PCC and there will be no chance for the other five members, even if they disagree, to implement what they want in relation to PCNP. In order to ensure that PCNP decisions are independent, NPA members should be voted separately and they should not be voted by PCC. Additionally, governments and local authorities need to appreciate the role of National Parks officers in relation of protecting the sensitive natural resources in the park from damages resulting from major developments and they also need to value National Parks and to show some respect to the rules and regulations of protecting the environment as it is the base of the economic development and once we lost it, we will never be able to return it back.
6.2.2.4 Devaluation of National Parks

The results revealed that governmental departments and developers suggested that the proposed part of the development in PCNP is on the edge of the National Park, ecologically poor and therefore it has no importance which is a very dangerous argument. Even if there is no flora and fauna in this part in the National Park, it is still valuable because it is within PCNP boundaries. If the government is not convinced with the environmental legislation of National Parks and employees find these legislations considerably irritating which perhaps would lead to their ignorance of these legislations, the environmental legislation would eventually change in order to provide a space for more economic developments to go ahead. If that happened, the government would continue to lose the natural resources gradually. Therefore, central governments and local authorities need to be clear about the real value of National Parks and the importance of keeping them protected. In addition, in National Parks, the environment need to be prioritised and the government perhaps need to sacrifice few jobs occasionally in order to protect the national resources for the next generation by finding alternative places for major economic developments without affecting National Parks.

6.2.2.5 Faked economic benefits and jobs

The economic benefits promised by the developers were mainly based on job opportunities for the local community. There is no doubt that jobs are a fundamental aspect of the local community prosperity, however, the government and local authority would not realise that most of the 600 employment opportunities
offered by the Bluestone development would be seasonal low-paid jobs. Additionally, the results showed that local people would not apply for this kind of job and current hotelier in the area pointed out that it is difficult to get local people to work in the tourism industry and therefore they highlighted the fact that they used to import people from Eastern Europe in order to fill the vacancies during the tourism high season (Interview 10, hotel owner) which is a fact the government aware of (Interview 5, PCC). Therefore, the government policy in relation to increase the number of jobs by supporting economic development anywhere even in National Parks should be altered. The aim need to focus on supporting developments which would provide high quality jobs to the local community along with training and professional developments courses in areas away from National Parks.

6.2.2.6 Lack of social aspects consideration

The government also needs to consider the social agenda in relation to local people's needs in Pembrokeshire. I believe that the government would have reached a better decision in relation to the Bluestone development if it would have made more effort towards balancing the aims of the three agendas of economy, society and the environment, which consequently would have achieved the balance of the three aspects of TBLS. Additionally, more research needs to be done in relation to solving unemployment and other social problems in rural areas. Furthermore, the results revealed a possible problem of displacing workers. Current hoteliers expressed their worry in relation to the labour market and the
expected problem of displacing workers. Currently, hotel managers in west Wales employ young Eastern Europeans who command low salaries. They confirmed that employing 100 people from the local community would be impossible, (Interview 10, hotel owner) and therefore, Bluestone has to choose between importing people to work in the development or attracting current employees in other hotels by offering higher wages. Thus, the government need to look carefully at the consequences of economic developments especially in rural area and to take into consideration the expected various impacts of these developments.

Recently, the developers realised the fact that they need to import people from outside Pembrokeshire to fill the vacancies (Personnel communication with PCNP member) which possibly would be associated with different social impacts on the local community. However, the developers did not explore the expected socio-cultural impacts of the Bluestone development in their documents and studies related to the various impacts of the development.

6.2.2.7 The effect of local authorities' support

Moreover, the results revealed that local authority’s support of the Bluestone development affected the other stakeholders’ decisions as other stakeholders assumed that as long as PCC supported the development, it should be a fundamental development to Pembrokeshire and it would raise the profile in the area and therefore they consequently supported it and promised the developers a
fund before having the planning permission to build in PCNP. Therefore, local authorities need to be aware of the effect of their decisions on other organisations. Additionally, they should take into account that other organisations would follow their decisions in relation to new proposed developments without looking deeply at all aspects of these developments.

6.2.2.8 Lack of considering local communities opinion

In addition, the results revealed that approving the Bluestone development to go ahead in PCNP without talking into account people’s objection. Additionally, the WAG refusal to call the development in for a public inquiry leded to the community withdraws their trust in the governmental decisions and local authority’s ability in protecting the environment and the natural resources. Additionally, local community assumed that approving the Bluestone development was a political decision and it wasn’t democratic. Therefore, central government needs to give a clearer lead to all its departments such as WDA and WTB and local authorities on sustainable tourism development issues. In addition, it needs to enhance and improve its policy in relation to involvement of local communities in decisions related to their areas.

6.2.2.9 Lack of effective communication

The results revealed a communication problem among different stakeholders involved in the Bluestone development. Central governments need to improve their
communication with local authorities especially in rural area. Additionally both central government and local authorities need to consider building up a relationship with NGOs such as CNP and FPCNP in order to avoid such controversial situation related to planning application to happen again in the future. By enhancing communication, governments and local authorities would be able to understand the important role of NGOs and hence consensus would be achieved between different stakeholders.

6.2.2.10 The issue of precedence

A number of stakeholders indicated that approving the Bluestone development possibly set the precedence for future major developments in National Parks. Therefore, there is probably a need, if the government is determined to carry on with the National Park movement to identify places which are precious and make it obvious that major developments should not happen in them, a situation which is not happening at the moment. In addition, the government should tidy up its advice and policies in case a new developers indicated that his project would offer 500 jobs for the local community, that shouldn't affect the government's decision. What is happening now is that the economic advancement improvement has being offered which outweigh the landscape.

6.2.2.11 The worst scenario

Although the negative environmental and social impacts that the Bluestone would have on Pembrokeshire after operation. The worst scenario is if the Bluestone
opened to visitors and would not achieve the expected economic benefits within a year, in that situation, all the development buildings will come down as stated in the planning permission terms and conditions, which would severely affect the natural resources in PCNP. Additionally, the government in that case will lose its huge fund to the development.

6.2.2.12 Lack of support to local authorities

In terms of facilities and infrastructure in Pembrokeshire, the results showed that because Pembrokeshire is far away from more densely populated areas in Wales, e.g. Swansea and Cardiff populations; it faces a lot of economic problems. Therefore, central government needs to provide extra care to the developing of the facilities and infrastructure in rural areas in order to attract more appropriate economic developments and thus visitors.

6.2.2.13 Sustainability is a matter of interpretation

As highlighted in chapter 5, different stakeholders attach different meanings to sustainability which make difficult to be achieved (Miller and Twining-Ward, 2005) although sustainable development has been defined by the WCED in 1987. However, different organizations probably have their own definition of sustainability and there is a potential that employees and officers misinterpret the term which lead to unbalanced economic, social and environmental aspects
of TBLS and prioritizing one agenda over the other. Therefore, sustainable development is based on different stakeholders' interpretation.

Different arms of the government have different views about the expected negative impacts resulted from the Bluestone development being in the National Park. These different views would be the results of not taking the environment into account when supporting major developments such as Bluestone. Therefore, the government different departments need to be clear about their aims and objectives in relation to achieving their environmental agendas.

6.3 Summary
This chapter presented the major findings of the thesis in relation to operationalising the sustainability concept via the adoption of TBLS approach. In this thesis, although stakeholders should find the balance between the economic, social and the environmental aspects of TBLS in order to achieve sustainable tourism development, they are often interested in the economic agenda and give it a priority even in National Parks which makes TBLS unachievable. Additionally, the critical issues revealed in the Bluestone case study, such as: the cross-boundary nature of the development which resulted in conflict between the aims of PCC and PCNP; the devaluation National Parks; the lack local community involvement; the lack of effective communication between the government at all levels and NGOs are considered obstacles in the way of achieving the balance between the three
aspects of TBLS and hence achieve sustainable tourism development for the next generation.
Chapter Seven

Thesis reflection, contribution and limitations

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7.1 Introduction

This chapter draws the thesis to a close. It reviews the objectives and reflects on the thesis contribution to tourism theory, practice and methodology. Furthermore, the chapter reflects on the limitations of the study, identifies opportunities for further research and my overall reflection on the things I have learned through the presented thesis journey.

7.2 Review of objectives

7.2.1 Objective one

Undertake a critical review of relevant literature on sustainable tourism development with a particular focus on TBLS and stakeholder theory.

In chapter three, literature from various resources, such as books, journals, reports and organizational documents were critically analysed, which enabled understanding of the key concepts relating to sustainable tourism development and TBLS. Furthermore, exploring the term sustainability in more detail via exploring concepts, such as economic sustainability, environmental sustainability and social sustainability, allowed a broader understanding of the concept of sustainable tourism development in addition to understanding the role of stakeholder theory in relation to achieving TBLS. Achieving TBLS is very much related to the stakeholders’ agendas. According to Mitchell et al. (1997) stakeholders need to have all three attributes of power, legitimacy and urgency in order to affect an organisation’s decisions and to have attention from top management. Additionally,
different stakeholders have different agendas related to certain aspects of TBLS. While some stakeholders focus on the economic agenda, others focus on the environmental and social agendas which lead to unbalanced version of TBLS.

Additionally, exploring the literature revealed issues, such as the global challenges in operationalise the sustainability concept (Hall and Lew, 1998; Diamantis and Johnson, 2003; Holtz and Edwards, 2003), the challenges facing achieving sustainable tourism development in National parks (e.g. lack of political power, excluding indigenous people from National Parks, environmental degradation and the challenges of achieving sustainable developments) (Robinson 2002; Rovinski 1991 cited in Weaver, 2002), the social and economic aspects of TBLS and the differences and relationships between alternative approaches to sustainable tourism development.

7.2.2 Objective two

Identify issues relating to the operationalisation of sustainable tourism development and triple bottom line sustainability through a live case study of the Bluestone project in west Wales which resulted in a costly and time-consuming legal battle over planning permission.

In chapter four, the Bluestone development case study was analysed in relation to the economic, environmental and social agenda. Furthermore, key stakeholders involved in the case study were identified and their agendas were analysed in
order to highlight their understanding of the term sustainable tourism (Mitchell et al., 1997). Additionally, the issue of building Bluestone in a National Park was discussed in relation to the expected benefits for the three aspects of TBLS and the public letters for and against the Bluestone development were analysed which allowed more understanding of local community’s view in relation to building in National Parks.

Exploring the Bluestone case study revealed hidden issues related to the environmental, social and economical aspects of TBLS in relation to the Bluestone development which were investigated in more detail via in-depth semi-structured interviews with the stakeholders involved in the Bluestone development, such as the reality of the employment benefits to the local community, the awareness of the government of the expected negative impact of the development on the National Park, the natural of relationship between the government and NGOs involved in the Bluestone development, the issue of precedence and what PCNP means by allowing development in “exceptional circumstances”.

7.2.3 Objective three

Explore the discourses underpinning the policies and perspectives of the different stakeholders involved in the Bluestone project.
In Chapter five, conflict among stakeholders involved in the Bluestone development which led to an expensive long legal battle was discussed. In order to gain more insights into the challenge of achieving TBLS from the stakeholder perspectives, DA was used and in-depth semi-structured interviews was conducted with representatives of each governmental, local authority and NOGs who were involved directly in the Bluestone development (Yin, 2003). Identifying these stakeholders was a long process because of the fact that the Bluestone application was controversial and it caused conflict between governmental departments and between government and NGOs. Therefore, a snowball sampling technique (Henry, 1990; Patton, 2002; Schutt, 2006) was used in order to enable identifying appropriate participants. By using DA, key themes were identified and a number of problems emerged, such as positive and negative issues associated with the Bluestone proposal, the political agenda, the reasons behind not calling the Bluestone proposal in to have a public inquiry, the pressure on PCNP officers and members to accept the development in the National Park, the National Park independent planning permissions, stakeholders different interests, the lose of trust in the governmental decisions in relation to National Parks, the governmental views in relation to National Parks, and relationships among government, local authorities and NGOs.
7.2.4 Objective four

Make recommendations to enhance the potential for achieving TBLS.

In Chapter six, several issues in relation to the test case of the Bluestone development were highlighted, such as the economy is the winner even in National Parks, political pressures on the PCNP officers and members, the cross membership between PCC and NPA, devaluation of National Parks, the faked economic benefits and jobs, the lack of social aspects consideration, the effect of local authorities' support, the lack of considering local communities opinion, the lack of effective communication, the issue of precedence, the lack of support to local authorities.

Additionally, recommendations were made in order to enable understanding and improve communications among stakeholders and would achieve consensus in balancing TBLS and avoid the Bluestone legal battle to be repeated in future planning application.

7.3 Contribution of thesis

This thesis makes a contribution to the understanding of the various issues related to TBLS and stakeholder theory. Through its review of literature, it added to the growing academic literature on the different approaches to sustainable tourism development and enabled a deep understanding of the relationship between the three aspects of TBLS and stakeholders' power, legitimacy and urgency.
Although through this thesis, many questions evolved from the Bluestone development related to TBLS and key stakeholders were answered, and some interesting and insightful information emerged, more questions still to be asked in order to identify the gaps among different stakeholders who having different agendas and their responsibility of achieving the balance of TBLS.

Achieving sustainable development needs the adoption of a TBLS approach and powerful stakeholders that promote the environmental and social agendas, if you do not have such powerful stakeholder, TBLS will not be achieved.

In this thesis, National Parks and cross-boundary developments were discussed. The thesis revealed that in order to protect the National Parks' resources, National Parks' regulations should not been undermined by having cross-body representation. Whilst cross-body possibly be a good thing and give much more consistency of approach to developments around National Parks, in this case, it totally undermines the National Park position and because of the lack of power of the National Park supporters and lack of effective communication between the governments and NGOs, the voice of National Parks' supporters is lost.

This thesis provided a comprehensive analysis of the Bluestone development in west Wales, which is considered a test case for building in National Parks. Through the use of case study and DA, the thesis highlighted a number of current problems in relation to National Parks. Documents of various kinds, such as newsletters of
organisations, press releases and speeches that explained the complexity of the Bluestone development were analysed and interpreted. DA enabled connecting ideas and thoughts around the concept of sustainability and revealed a number of sophisticated problems, such as the lack of understanding and misinterpretation of the TBLS approach within the current government’s officers, and the weak communication between the government (WAG) and the local authority (PCC) and NGOs (CNP and FPCNP).

The results highlighted the current governmental officers' views on the TBLS which unfortunately made it not even rhetoric. Researchers and academics are spending their times in developing new approaches and theories in relation to sustainability issues, the protection of the environment and the social and economic aspects of TBLS which would lead to a better life for the next generation while governmental officers who are gatekeepers in relation to developments are blissfully unaware of the real meaning of sustainability. Additionally, different arms of the government would say that they are balancing the three agendas and therefore they imagine their organisations in the heart of TBLS.

However, in practice, when it comes to economic benefits, the social and environmental agendas would go out of the window. Therefore, awareness of the practical ways of achieving the balance of TBLS should be raised in all
governmental departments and sustainable tourism developments should be part of every day decisions.

This thesis highlighted the failure of the current governmental officers in appreciating the role of NGOs:

\[ Council \text{ for National Parks is not a body which we have anything to deal with. } \]

(Interview 4, WTB)

If the governmental officers think that NGOs are nobodies and ignores their views, they therefore deny the freedom that considered part of UK democracy. NGOs have the right to vote as well as to present their opinion and to have access to legal aids. Their challenge to the PCNP decision in relation to approving the Bluestone development was based on a legitimate point which is protect the natural resources in PCNP.

The support of WAG and PCC for the Bluestone planning application is considered a failure in their commitment and responsibility of achieving sustainable tourism development and it would mean that we are rolling backward instead of forward in relation to achieving the balance between the economic, social and environmental agendas. Therefore, the thesis suggests that the government and local authorities need a "joined up" political context for TBLS to have a chance to be achieved and avoid it to be such a guiding fiction.
While this thesis was exciting and challenging, it was not without risk. A major contribution of this study is in my epistemological and theoretical approach and the use of DA, which, while employed in other disciplines concerned with understanding relationships and interpreting data, is not often used in tourism research. Additionally, the research design allowed a space for openness and flexibility.

The research phases had a great importance in gaining in-depth understanding of the epistemological assumptions behind the interpretation of TBLS. While there has been recognition that the adoption of a deductive approach is used in natural science and an inductive approach is used in qualitative research, this qualitative research adopted a deductive approach as it based on testing the achievevability of TBLS in the real life. Testing the research hypothesis is based on the used of different techniques which employed in order to get insight into the stakeholders’ perspectives in relation to TBLS and their different approaches in achieving it.

Being aware of qualitative research epistemological and theoretical different approaches leaded me to the choice of being constructionist. Constructionism in qualitative research is debatable and constructionists believe that people are able to make their own reality (Miller and Brewer, 2003). Although my adaptation to this approach positively affected my understanding to the motivation, influences and personal aspects of stakeholders’ understanding of the meaning of TBLS, it was not an easy route – there were few guidelines to follows. Indeed, gaining a deep
understanding should not be the aim of research, what is needed is to think how this understanding could contribute to avoid future conflict of the different aspects of TBLS.

Interpretation of the data collected from multi-sources of information enabled my involvement in the Bluestone problem. Additionally, it enhanced my understanding of the process and made me feel that I am a part of it. As a result, during my interviews with the stakeholders involved in the Bluestone development, the conversation was always directed to construct a reality and discover the unknown. Having realised the value of every stakeholder involved, there was a danger in the possibility of failing to have a rich, highly, insightful discussion with one of them and therefore lose some of the rich information which significantly helps in interpret all the data from the various stakeholders. Adopting an interpretive approach proved to be an effective strategy of understanding people’s different approach to one theory.

Investigating a single, intrinsic, exploratory, instrumental (Yin 2003; Stake 1995) and controversial case study like Bluestone in west Wales was challengeable. I found it difficult and complex as interviewees were hard to be identified, important documents were difficult to access, particularly, documents concerned with the fund promised from different governmental organizations. However, snowballing techniques had a great importance in identifying my interviewees and some of them had great help in access unique documents.
Chapter seven: Thesis reflection, contributions and limitations

This study is a reflection of a four years journey that I took as a tourism researcher in order to explore relationships and identify the different aspects related to the achievability of a great theory which is TBLS. In this sense, I argued that there is a need to develop a good understanding of TBLS not only in literature but also to ensure that people who are in a position required a sensitive balance between the TBLS three aspects of economy, society and environment are fully understand what that mean and interpret definitions similarly in order to avoid any conflict could happen in the future.

7.4 Limitations
The study represents a significant step of the development a flexible qualitative approach to gain insight into the different understanding of TBLS. The main limitations concern my own lack of experience and knowledge in the approach, methods and techniques, particularly using discourse analysis in interpreting data. Although the research journey enabled me to learn different research approaches and techniques, this controversial test case study required me to design it and finding my own way through.

Due to the controversial situation of the Bluestone development, access to the governmental reports was restricted and obtaining data was problematic. Additionally, organising interviews with officials in the government was difficult and took longer than I planned. However, this thesis contributed to the theoretical
understanding of TBLS among the current governmental officials. I consider this study a starting point for my academic future.

7.5 Opportunities for further research
The research findings provided opportunities for further investigations which are highlighted below:

- An extensive analysis of the value of using TBLS approach within all the governmental departments needs to be done in order to evaluate the governmental contribution to achieving sustainable tourism development and protect the natural resources for the next generation. This study used semi-structured interviews as the main source of information. Perhaps in future studies, other methodologies such as surveys could be used to examine the attitudes of the governmental officials in relation to sustainability issues. Additionally, using different sampling techniques and identifying a larger random sample would present the various officials' views on TBLS.

- Academic literatures in relation to exploring the social agenda and societies in general which would affect the achievability of TBLS need to be expanded. Perhaps more research could be geared towards investigating the social sustainability and the role of the society in achieving sustainable tourism development and the involving of local residents in decision making related to their areas.
Chapter seven: Thesis reflection, contributions and limitations

- The focus of this study was exploring the test case of the Bluestone development and investigating key stakeholders' approaches involved in the case study on TBLS. Other cases of building in National Parks could be investigated and probably would reveal further issues and problems related to achieving TBLS.

- Future research could be focused on the real environmental, social and economical impacts of the Bluestone development in PCNP when it will be fully operationalised.

7.6 Personal reflection

This thesis had a fundamental positive effect not only on my academic career as a tourism researcher, but also on my perception of my own life. During all phases of this research, I felt that I am engaged in a learning process which will never end. However, towards writing up the last few pages, I felt that my thesis was like my baby, I enjoyed it despite all the hassles, stress and sleepless nights which I will probably miss after graduation.

Choosing the topic of the presented thesis was influenced by my Master thesis which aimed at exploring sustainable tourism development in Sharm Elshiekh in Egypt. The result of my Master thesis was unfortunately negative and indicated that sustainability is unachievable in the study area. These results led me to think in the concept of sustainability whenever I go. Therefore, I decided to explore the achievability of the term in Wales especially in the controversial Bluestone
development case study. During exploring relevant literature on sustainability, I became very interested in the term TBLS as well as stakeholder theory. I assumed that TBLS is a great concept especially when different stakeholders achieve the balance between the three aspects of economy, society and the environment. By digging more around the Bluestone development, I felt that my expectations on the achievability of TBLS are possibly not related to the reality. Therefore I decided to explore the nature of the relationship- if there is any- between academic theories and practice.

Whilst engaging in the literature on TBLS and investigating the Bluestone case study, I explored the key stakeholders’ different policies which revealed that they are achieving the balance between their economic, social and environmental agendas and they care about enhancing and improving the environment which is what academics insist on in various literature.

Although the stakeholders’ policies were beautifully written in relation to achieving sustainable tourism development, there were a number of problems which indicated that there is something wrong and there are some hidden causes which is responsible of the controversial situation of the development. Therefore, I decided to start conducting the semi-structured in-depth interview with representatives of the government, local authorities and NGOs to explore the root of this controversial situation which should be avoided. However, each interview was just a shock to what I know and my perceptions in relation to achieving
sustainable tourism development. I understood that Mitchell et al. (1997) were absolutely right when they indicated that stakeholders' conflict of interests conflict could possibly lead to many problems.

During my research journey, I realised that conferences are good opportunities of learning about critical issues related to tourism studies, discussing with colleagues recent problems and suggesting useful ways of dealing with it. Therefore, I'm aiming not to stop attending conferences and to be involved in any future seminars or events related to improving tourism research skills and techniques.

Three academic years passed quickly. However, personally I feel that this is not the end; I eagerly look forward to continue researching in the same area which is TBLS and learn more about the stakeholders' motivations in achieving sustainability. Now, I feel that my research skills improved which would enable presenting further academic papers and achieve my long term aim related to playing a significant role in strengthening the quality of research in my school.

Indeed, this thesis was incredibly valuable and interesting. I learned a great deal about different issues. I enjoyed investigating the Bluestone case study which helped me to understand that time is crucial in making a difference in my career. I will use the knowledge I gained to plan my future research and I intend to continue developing my research skills as I believe that is the best way to move forward.
7.7 Final thoughts

Although TBLS and sustainable development are significant in relation to achieve the best benefits to our planet, Shumway (1991 cited in McCool and Moisey 2001: 3) indicated that sustainable development constitutes a ‘guiding fiction’, i.e. designed to ‘serve socially valuable functions as long as definitions remain vague’, stimulate and organize social discourse around problems, but when individuals require specific interpretations and guidelines, they often do not agree on specific facts and meanings:

*Action in society requires a variety of actors performing in concert in tourism development. This includes promotional agencies, governmental planning and zoning institutions, community development groups, local residents, transportation planners, private entrepreneurs and others.*

(McCool and Moisey, 2001: 4)

Indeed, what has presented in this thesis unfortunately confirmed that TBLS is a “guiding fiction” and not real. Stakeholders do not recognise the real meaning of achieving sustainable tourism development which presents a real danger on the next generation (our children). However, after realising this truth, there is still a chance to gear our practices in all fields towards a more sustainable approach and balance between the economic, social and environmental agendas.


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Appendices
Appendix One
Semi-structured interviews questions

1- How is your organisation involved in the Bluestone development? And Why?

2- I have read that Bluestone Development has been given £16.5 from Team Wales (£10 from WAG, £3 from Finance Wales.....) was this all through one grant application or would it has been separate applications?

3- How would the developers have applied for grant aid and when? Is it before or after they submitted the planning permission application?

4- When does the money get released to the project?

5- What specifically is the money for?

6- What is your reaction to the legal battle?

7- Were your organisation surprised when you have been informed that the Bluestone will be in a National Park?

8- Were your organisation surprised when Bluestone has become so controversial?
9- Is it usual for money to be allocated before a project obtained planning permission?

10- Where could I find details about your organisation’s policy objectives?

11- What are your organisation’s key priorities?

12- Is there any references to your organisation’s social, economic, environmental objectives?

13- Where on the following Venn diagram would you go in relation to your organisation recognition of the economic, social and environmental objectives?
14- How do your organisation's policies cooperate with other governmental organisations and NGOs' policies? And are your organisation's policies in conflict with other arms of the government?

15- How does your organisation communicate with other governmental organisations and NGOs?

16- What recommendations could be suggested to enhance Team Wales approach to projects such as Bluestone?
Appendix Two
Good morning
Good morning

My name is Islam, a researcher in the Welsh School of Hospitality, Tourism and Leisure Management, Cardiff. Actually I'm doing a research about the Bluestone development and sustainable development, I'm interested in the Bluestone because it is a controversial case and there are many stakeholders involved in this development, so what is the involvement of your organisation in the Bluestone development?

Right, the involvement of the authority is probably three falls; firstly, part of the site fall within the area that we managed as the local planning authority, so the large leisure area that comprised the leisure pool and the snow dorm falls within that part of Pembrokeshire that we are the planning authority for, the part of accommodation and the admin site of the proposal fall in the national park area that they are responsible of the planning permission, so the development is what we call "a cross-boundary development" that was going to cause slightly some problems that we knew because both planning authority has slightly different policies within which they work, as it happens we were worry to consider the planning application and approve the planning application within our area and after a long discussion and debate, the national park eventually
decided to approve the accommodation aspect within their area, but then off course there was other outsiders who didn’t like that result and who fought every legal aspect to get that decision reversed.

Do you mean the Council for National Park?
Yes, so each stage of the appeal process refused their request for reversing the decision or whatever, that because the legal process is there, and because they chosen to use that to the full extend, it was very frustrating to us that the effect was just the delaying of a start for the project which off course has a significant cost influence, the cost of materials has increased, the labour market and the building costs have gone up, the project has been delayed to the point at which it became unviable.

Unviable!!
Yes, I mean financially, it would not be commercial because the increasing cost, so that is our perception of the tactics used by the people who felt and obviously they’re perfect right to do so, but they felt that it would have adverse effect on the national park and I think they were practically concerned that it might be seen as a precedence for other developments, so the situation now is that all of their objections and appeals have not been accepted and we anticipate that the project will now proceed probably two years later than the originally planned.

Is it long time?
Yes, it is a long time, why are we supportive? We’re supportive because tourism is a major part of the Pembrokeshire economy, it is the changing industry which is increasingly driven by high quality and the benefit of high quality is an extended of the season, from a Pembrokeshire perspective, high quality tourism is an important perspective, we have a very seasonal industry, we do not enjoy like Cardiff or Swansea high level of businesses to fill hotel or extend the season, so Bluestone is representing an opportunity to provide a very high quality facility in terms of accommodation but also high quality all weather facility which will also benefit as an accommodation providers. It’s also because of the quality standard that they are aiming for, will attract a new market which does not currently use Pembrokeshire because we do not have many of those five-stars quality facility, so the local authority felt that the development would be good for Pembrokeshire, it set new standard for quality, it will help to extend the season and off course it will create new jobs, in particular, it will create new jobs for people are currently economically inactive, the developers have been keen to work with training providers locally and to look at transport and access to work and working hours, practically to help parents with young children and others to find work, so there are a wide range of benefits that we get. The cost that might be the environment, our view is that where it is situated is wooded, it is not exceptional in the same way the coastal scenery of Pembrokeshire which is exceptional, it is a present landscape that we did not feel that environmentally a major cost, and they were keen on having high quality landscape and so on anyway, and really they were keen, if there are any other negative of the proposal, they were so few numbers of operators
who perceive to this competition, we think it will not be competition because it is aiming at a very high quality market and we feel that the other economic benefits are that they actively wish to work with activity providers in the county, horse riding, sailing... etc. they want to offer packages of activities which are not restricted within the boundary of the development, so it is not like central parks in that sense, it is promoting and selling the whole Pembrokeshire, so it is the whole of encouraging people the boundary of the development, that summary I think of our perspective,

What is the ongoing interaction between Bluestone and your organisation?
I have a colleague who looks after tourism and we see the development as a flagship development for Pembrokeshire, so I'm sure that there will be a lot of joint working on how we market Pembrokeshire and Bluestone, the interaction between the two, plus I have an officer who works for me and who is involved in the supporting and promoting the development of local food, we have been working with the developers, with the Bluestone to help them procure goods and services locally and we expect them to certainly use wherever possible local food, they all working with the agricultural sector to include in the development environmental energy activity, so they will use biomass boilers and they will work with local farmers to have the material needed for the energy supply through them, so our role as the local authority will be very much about facilitating business to business relationships and marketing, we may help them
in the labour forcing, we will talk to them about transport and possibly public transport, you know, these discussions will continue to evolve,

Have you given them the grant or any money at this stage?  
We have not give them the grant, what we have given them from my memory, I think we have offered them a loan conditional on them allowing the water sport facility to be open to the wider public, so I have to admit, I'm not sure the details of the loans as it is in the finance department but I think it was a way of trying to ensure there was some wider public benefits and access to the facilities and they will not make it exclusively for the visitors.

How much the grant was?  
I think it was a million.

So, do you expect the money to come back after a while with some profit?  
I do not know whether it was free loan or not.

So, when will the money be released to the project?  
Again that level of details I would not know but my guesses on the completion of the project I would say certainly.

So, where you surprised when you discovered that part of the development inside the national park or you knew that before?
Oh yes, obviously people do not submit planning applications directly, they would have been a lot of pre-application discussions about principles, so those discussions would have been with the national park and with our planning officers and there was an opportunity to be because it was across-boundary application for the Welsh Assembly Government to called it in but they decided that they did not want to do that.

Why, do you know why?
I think probably they felt that it was a local issue that needed to be resolved locally, but I mean I do not know the details, I mean I'm not sort of planning officer, so I'm very familiar with some of the economic arguments but some of the planning details I'm not entirely familiar with.

But do you know whether the money has been promised before of after obtaining the planning permission?
I do not know, but that would be a matter of public record, it will gone through the council to council to make the decision to do that, whether it happened before or after or whether it was conditional upon obtaining the planning permission, they may said well, we will offer a loan conditional upon the public access, the planning approval, you know, I do not know to be honest, if it important to you I probably ask for you but it's not at the top of my head at the moment.

OK, what is Pembrokeshire County Council key priority?
Do you mean generally?

Yes, I need to know if it is the economic benefits, or creating jobs.. etc.

I think one of the lessons we have learned in Pembrokeshire is that we have traditionally been an area of very high unemployment problems; we are the end of the line and we have quite a narrow industry base which has been overly depend on a small number of the industries, so between 1980 and 2000 we saw the closer of a large number of big employers, in the energy sector and that resulted in Pembrokeshire has the highest unemployment in all the United Kingdom, so part of our strategy is to try to avoid been overly dependant on a small number of sectors, so we want diversity in the economy, we also want, because tourism in a big industry it probably employs more people than any other sector, it worth probably three hundred million pounds a year to us, it probably employs five or six thousands out of forty thousands and it will be indirect employment, so trying to reduce the seasonality as tourism is very important, extending the season and having higher value tourism are important, so Bluestone fits our strategy in terms of having a less vulnerable economy. When for example the large oil tanker run under the ground in 1996, it happened in January and that’s resulted six month of worry, what the effect on tourism will be, as it happened, the effect was relatively modest because most of the clean up has taken place. Bluestone provides the opportunity to diversify the tourism sector providing different sort of products, so it is strategic in that sense, at the moment in Pembrokeshire we have some sort of two billion
Appendix Two

pounds of investments taking place in energy relating activity, development in the national interest, constructions and they result in short term major construction projects, lots of jobs that we can predict now that come 2010 all of those construction jobs has gone away and our unemployment which is now low will again be high, so what we are saying is that we need projects to come in two years time and Bluestone was part of what we felt that it's a soft landing, so it fits the profile of where we want to be going and that's for, it 's for employment but it direct and indirect employment and we feel the future of Pembrokeshire is about projecting the country and it will be a quality county the way which is Devin used to be.

So, why do you think there are inactive people in the area, do you think they are inactive because they do not want to work because there are no jobs or because they are not educated or why exactly?
I think it’s a mixture, in a sense that when an area have had very high unemployment for twenty five years and the only opportunity for jobs is to leave the country, they have grown up in some families where the whole generation have never worked, twenty five years, some people, some families are lack of opportunities to work, when they are twenty, they had no opportunity then they go to thirty and then forty and so on, so here is that. So some people are inactive because of their circumstances, for example: single parents families, there are quite a few and many people are concerned about school hours, what employment can you find which allows you to drop your child off the school at 9:00 am and then come back and collect him and half past three, now
Bluestone actually provides hours of work which can fit those work patterns, so if you got staff who are in catering role so you can fit hours of work that to fit in with them.

**But is it low quality or high quality jobs?**

Pembrokeshire is aspires to provide high quality jobs, the tourism industry traditionally is a low pay, highly seasonal industry with fill carrier perspective, Bluestone is an all-year facility, provides five to six hundred new employment opportunities and I agree some of them will be relatively low paid but they will want to attract those staff with best customer care skills, you know, it all relative, we would love Pembrokeshire to be full of 10 pounds an hour plus jobs, the reality is that we are talking about a long-term strategy to raise employment quality and pay level and I think Bluestone is part of developing carrier in tourism, and it is going to happen, we talking in 20, 30 years later.

**I understand that hotel managers in Tenby are struggling to get people to work in the hotel in the tourism season, and currently, they are importing people from Poland to fill the vacancies, training them and teach them English and then they will be hard workers, and most of the time they are ok with £2 or £2.5 an hour, what do you think about that?**

We are in a very different labour market to the one that we had two or three years ago, perhaps five years ago, the tourism industry has virtually had a monopoly, everybody is desperate for employment during the tourism season, the world has changed generally and that is coming as a bit of surprise to some
people in the industry and because it is more difficult to employ people locally, there are people who do not want to work, there are in what we call the benefits, if you got two or three children and the option either being on the benefits or going to a low pay job, it is probably financially better for them to stay on the benefits rather than getting a low-pay job, now there is a changing government measures to make that less easy for people to just stay on benefits. There is no doubt that because of all the economic activities taking place at the moment, the construction jobs, the fact that there is a lot of money spent in the county that have meant that we are importing labour particularly from Eastern Europe and that is evident in tourism, in agriculture, in construction and in some extent in the care sector, that certainly the feedback I get from quite a few employers is that the work ethics is better and the skill level is just as good. So in tourism, our ability to attract repeat business for visitors to recommend to their friends, for quality and service is clearly very important than Poland, I think my view, there will be, that flow of labour that in Europe now, overtime, we will see that flow finished, at opportunities in Poland, in Greece...etc. increase and locally at the construction business that we are at the moment get less, then there will be more people coming back into the market. So, yes it is relatively low-paid, and yes you are right that there is a need to import labour at the moment but we are talking about development now that will be part of our economic structure over the next twenty years and the world will move on over that time.

**So how do your policies in Pembrokeshire Count Council corporate with Team Wales in general?**
We feel that Pembrokeshire is quite a distinctive area, it’s recognised together with the Western part of Carmarthenshire as been a station plan area in its own right and I do not know if you are familiar with the Wales special plan?

No, what is that?

Okay, you can explore that in your own time but it’s a part of the European special planning process, so Pembrokeshire heaven is identified by the Welsh Assembly Government as a distinctive area. The challenges and the opportunities, the economic challenges and the economic opportunities are slightly different, some characteristics are shared with other rural areas, for example, we have a very high percentage of micro businesses in agricultural, in retail, in tourism, in construction, many are either self-employed or only employ one or two people, that’s the characteristics of rural area. At the same time, we are being called the energy capital of Wales and the UK because Pembrokeshire will provide from 20 to 25% of the whole of the UK gas, 20-25% of petroleum and if the power stations developed and it may happen, potentially there will be 20% of the pays lowed, so we are slightly different, having said that tourism is one of out most important sectors and a lot of images of tourism in Wales are images of tourism in Pembrokeshire, Tenby harbour, Saint David Cathedral, you know, these are images which used to promote Wales as a whole and even the United Kingdom. So there is an open cross relationship with Wales Tourist Board, they recognise the importance of Pembrokeshire and they diverse an amount of their resources to work with us and to work with the industry. Finance Wales and other parts of the Assembly government are more
geared up to work with gross businesses rather than working with micro businesses and one of the problems we have in Pembrokeshire and we share with other areas is that a lot of those business support mechanisms are not relevant to the 95% of Pembrokeshire businesses who employ less than five people. So we feel that a lot of business support is to more areas with biggest businesses and gross businesses. The quarterly statistics in a survey we have just completed, it would appear that 75% of businesses in Pembrokeshire saw as a trade sole in the County, and we think that is unhealthy, if this bloom going in at the moment and it will, businesses can not survive with just employing locally and that introducing problems for us like communications, like the quality of our rules in and out, we are disappointed that there is no commitment of duelling the A40 into Pembrokeshire; it’s important for Pembrokeshire, it’s important for tourism, it’s important for the small businesses and it’s important for the Irish connection. So Finance Wales is important but we think that there is room for improvement for the Welsh Assembly Government to target reforest to meet our needs which are for example: business remitted, if you in Cardiff or in Newport or even Swansea, it’s much easier to persuade the private sector to build industrial unit for small businesses. In Pembrokeshire, it might cost £7m or £8m equivalent to build but the only rental level you only get is only £4, unless there is a subsidy of building industry unit and this the reason of we have what we have now, a shortage of unites and inefficient strains on economic goals.

How can I have access to Pembrokeshire County Council aims, policies and goals?
You should go online I think, I think the minutes of the council meeting is online, if you go to the website you should get a lot of information then.

**So, is there any communication between your organisation and Team Wales regularly?**

Yes, we met for example yesterday; the regional director for the department of enterprises or whatever they are now, Welsh Assembly Government and we meet quarterly to discuss priorities, to discuss what’s going on and what’s need to happen.

**So, is there any conflict between your policies and agenda and Team Wales agenda?**

No, it is the same agenda which is the economic benefits, but the only issue is that how resources are prioritied and we feel generally that we are at the end of the line and therefore the last to receive, we feel that resources are very often targeted at Cardiff Bay, Swansea, you know, but other rural areas feel the same, North Wales feel the same.

**Have you reported that to the Welsh Assembly Government?**

Virtually, continually.
And what is their reaction?
Well I might say, I mean, it’s very difficult, isn’t it? There is only so many resources to go around and people has to made their judgments about where are the maximum benefits, and those political agendas of health versus economic development will change all the time, at the moment we are in a fail of relatively lower employment, so it’s understandable that resources are going to be focused perhaps on employment, in some ways the Assembly Government can be very supportive, they have been supportive in particular problems we have in Fishguard, they have been supportive in working with us on a projects, such as a research development facility we are developing in Pembroke Dock, and you know that fact they have been supportive, our argument is that much of what has gone on in Pembrokeshire over the last fifty years has been developing places in the UK national interest, establishments, and now the new energy development, there are obviously benefits to Pembrokeshire but the cycle nature of development create problems too and our argument is that because of the national interest, there should be some additional support coming into Pembrokeshire to help give us a more even economy and to avoid this problem of peaks and drops and loosing our own talented young people and now off course we have to add the problem of retirements, house prices inflation, we have now highest house prices in Wales and it’s even more difficult for young people to afford to stay or to return to Pembrokeshire, you know, these are some of day to day challenges in Pembrokeshire.
So what is your reaction to the whole legal battle in the court about the Bluestone development?

I think that the strength of the democratic process is that local people are elected by local community to make decisions, I believe that those decisions, not everybody will agree with those decisions including myself, you know, there was a decision made by my own capital and I don’t agree with but democracy means that when it comes to who makes those decisions, I can vote for them, that’s my right, and therefore I have to live with the result of that democratic process. I think the national park or whatever they called, Council for National Park has a legitimate point of view but I think it was an enormous waste of tax pay money which allowed them to challenge local democracy, enormous public cost, including cost on the council tax payer.

Really!!

Yes off course because the cost of legal challenges is hundred of thousands of pounds and who paying for that? The Council for National Park do not have any money, they doing that on legal aid, so all of the cost has been brought by the local tax payer and that’s wrong, I think I can understand why the Council for National Parks will try and protect the concepts of national parks of being untouchable and I can understand that but they have to understand that the principle of democracy is more important, at the end of the day, I think if it has been a coastal development within the heart of the park then you can understand why they have done that, but this is on the right of the edge and Pembrokeshire is known as a coastal national park and this was not even on
the coast, I mean, I think they have picked the wrong project to really make the ultimate challenge and you know, I think it’s wrong really.

Is there any other projects proposed in the national park?
No, I don’t think so, I mean everybody in Pembrokeshire recognises and acknowledges the national park, the designation, the quality of the coast line is an important asset for the economy of Pembrokeshire, and that’s a very positive thing, so nobody is looking to precede at that, locally the Bluestone is not a threat to the integrity of the national park and the national parks themselves voted in favour of it.

So, what do you think about the benefits of the Bluestone to the local community?
I think what Bluestone will do is introducing to the county an additional tourist market and a high spending tourist market which will be here for the next twelve months, they will come all year, I think the benefits will be that the enhancement of the image of the county to the outside world, people will say if they have got that high quality accommodation, it’s not just Bluestone, we have been working with the Saint Brides hotel in Saundersfoot which aiming to become the county five stars hotel, there is a specialist conference facilities spread which has been developed as a five-star small conference facility, we as local authority sponsored other projects, we will have celebrity chefs down here, we will have a hundred and fifty businesses and over a hundred events, promoting Pembrokeshire food and Pembrokeshire sea-food and fish, etc. we spend a lot
of time working to try to develop this quality brand for Pembrokeshire tourism and you know, Bluestone is a key part of that, so the benefits for the community is what you get from having, you know, a longer season and more money has been spent and off course a facility that would be open to the public in terms of skiing and the pool.

**What do you think about the small businesses and the bed and breakfast?**

They are a different market; they can only benefit, because we are talking about people spending thousands of pounds a week on accommodation, you know, Bluestone is going to be an expensive place to stay, bed and breakfast, there are no competitions, the chairman of Wales Tourist Board owns a couple of developments in Pembrokeshire which are aiming at the same market, but you know, they are a very small facilities and to be honest, he will benefit because not everybody will want to stay in a large facility and it’ll be expensive, his are very expensive as well but you know, it’s opening up Pembrokeshire to a new market and to be honest, that market at the moment, a lot of it is hiding at the corner, we actually feel that Pembrokeshire is more accessible and is actually a higher quality tourism offer than other places, we don’t have got chain restaurants but we are looking to develop those quality offered, and it’s all part from the same development package really.

**So what do you think about the Bluestone environmental impact on this part of the national park?**
There will be some visual impacts but they will work to minimise that, I think what is really important is that they use low energy, alternative energy, they recognise that environmental awareness is part of what they offering and the product that they are selling is an environmental product, so they will be sensitive to the environment and actually I think that they will perform an educational function in the way in which they present Bluestone, you know, it isn't about burning up everything, it's about sailing, it's about serving, it's about experiencing the customs.

So what do you think could have been done to prevent the lengthy legal battle in the court?

Nothing, I mean the Council for National Park are not responsible, they are self elected, there are no avenues for influencing them and they took the decision that they would use the legal process to kick the balls as far as they possibly could, and it's their right but I don't think that really anybody could have done anything about that other than call in the application.

Does anybody from Team Wales tried to speak with the Council for National Parks and listen to their opinion and views about the environment?

I have no idea, but there is no shortage of information or opportunities, I mean I listen to our local MP talking and I'm sure that discussion must have taken place but I think that they saw it as a challenge to a concept which it is very important to them.
So, what implications do you think that Bluestone will be allow to proceed will have to the other national parks in the UK?

I don’t think it’ll have any implications at all, I mean, you know, each case needs to be considered on its merit and the fact in this particular case is that it’s actually a relatively marginal project, I think the Council for National Parks has used this as a way of flagging up, you know, we will resist you, which is their right, but you know, it’s just upsetting me actually that we lost two years because of other people agendas. They are not an accountable body, who are they? What is the official status? They are self-elected, nominated as far as I can tell, I have to admit a little bit of ignorance about the details of their structure but certainly the impression I get is that they are not elected in a democratic way or they are not there as a government watchdog or anything like that.

Yes, they are not a part from the government, they are a Non-Governmental organisations.

Yes, that’s right; there is no relationship between us and them.

So as far as I know, the national park has two aims, the first one is to protect the environment and the second one is to promote a better understanding for the development and more economic and social benefits to the local community, what do you think about these aims?

I think, they are three; one is about protecting the environment which is first and most important objective, I think the second one is about looking after the
community and the their economic wellbeing, and I think the third one is about open up access to the national park, so it’s about accessibility.

Do you think that these objectives sometimes in conflict with each others, I mean if you have to protect the environment then you will not have any development, so there will be no chances for the community to have economic and social benefits, or do you think that these objectives should be changed over time?

That difficult, I mean you could argue that if we didn’t have the National Park Authority, then we would have a lower quality coastal line than we have at the moment because the world evolves then people attitudes changed and the environment I think is much more valued today than it was 10 or 20 years ago, I think people understand the importance of looking after the environmental law, but there are aspects of the national park which I find highly irritating and one for example is some of the detailed design sufficient, for example they can insist on wooden window in a very cold coastal environment where the nearest view of that window could be half a mile away, in other ward, why they insist on wood which you know that it’s going to be a major maintenance problem when the only person who would be aware that it wasn’t wood would be the owner. There are occasions when it seems to me that policy is given greater importance than common sense, but that is a miner detail, but generally I mean, I don’t think that we take this seriously with the national park, we can have miner disagreements with the local authority over certain aspects in Tenby, Tenby is relatively a big town, and having economic businesses that is important, so there are miner
aspects that we are taking into account at the moment, but I think we share the same aim of the quality environment and the quality tourism so we will never be that far away.

But you know, all people now speak about TBLS which aim to balance the economic, environmental, and social agendas; I need to know where are your organisation in this diagram?

We are there (in the heart between the three agendas), you have to be, and everybody has to be there.

Is it difficult to be there?

To me, it’s the application of common sense, you know, you constantly weighing things, I mean, for Pembrokeshire to survive, it has to have an economy that work, otherwise, we loose all our young people, we end up with community full of retired people, all the last years, there was a trend, you look at our demographic profile, you will see that we loose our young people but that’s not unusual, most rural areas do.

How can I find this demographic? Is it available online?

Yes, I just trying to think what document I got, in that diagram, you can see the number of employment has been decreased which is an interesting statistics. In terms of the demographic, I’m sure I can email you something, it’ll be a few years out of date but it’ll show everything.
Thank you very much. So my last question to you is that what are your recommendations to prevent such planning problems to happen again in the future?

I think it needs to be some government discussions about access to the legal aid, you know, in a democracy you can not remove the right to the individual but if every individual thought to challenge every decision to the ultimate then nothing will ever happen, so access to the legal aid which is very often available, because you know, the Council for National Parks wouldn't have been able to reach the House of Lords and these sort of things unless they have been able to, it's gone through the legal process, they wouldn't be able to afford going to that. Now, I think whether it was right that they should be able to do so, I think it is a legitimate question, I mean the thing is if they looking to challenge the decision, Bluestone will so marginal, so why this cost and delay to something which was you know ultimately not really a major thing, and I think that there were a lot of waste to the public money and I think that's wrong, if it has been a major development in the heart of some where which is a real challenge, you can understand it.

I understand that they have fought for the concept of the national park, and not for this part of the national park especially, what do you think?

But if we take into account your diagram, what they said is that there is only one circle which is the environment, they haven't acknowledge that local
communities need working economies to have a balance, somebody might argue that is the law of a loopy group.

Do you think that better communication between Team Wales and Council for National Parks would have helped in solving the problem?

I honestly don’t think, I don’t know but I can only summarise they there would have been some sort of discussions taking place and national park approved the application, I can’t believe that there would links and contacts and the arguments would have been circulated through all the processes, you know, I think the Council of National Parks will not persuadable to be honest.

What do you think about this lengthy expensive legal battle?
It isn’t cost Council for National Parks anything or very little I think because there were be able to access legal aid and so on, who is really cost is the local authority and the national park and therefore the local community and the developers who had a two years delay, so the actual cost has been enormous and returning to your diagram, is that fair and reasonable that the one circle can impose those costs on the other two circles? it’s the price of democracy.

It was very nice talking to you today, better than I expected, thank you very much indeed.
Pleasure, and if you need any further information in the future, don't hesitate to email me.

Thank you very much, good bye.