

## A decision framework on the choice of management models for park and protected area tourism services



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### ABSTRACT

There are two categories of management approaches for the delivery of tourism services; insourcing or outsourcing. This paper presents a decision framework for the choice of a management model for the delivery of tourism-related services in protected areas. The research used the expert opinion of 28 PA senior tourism managers from the protected area and tourism authorities of 11 countries in the Southern Africa Development Community to identify the advantages and disadvantages of the use of 5 different management models for the delivery of tourism services: 1) outsourcing to private, profit-making companies; 2) outsourcing to a community; 3) outsourcing to a nongovernment organization; 4) outsourcing to a joint venture company; and, 5) insourcing to the PA authority. The comparisons utilized 7 themes: 1) finance; 2) tourism operations; 3) socioeconomic impact; 4) governance; 5) risk; 6) human resources; and, 7) environment and conservation. A total of 190 comparative findings were identified. The 28 senior tourism managers provided comments on the advantages and disadvantages of each management model according to all themes. These comments were summarized into a table of findings.

The research found that all five management models are useful, but the decisions to choose the management model are highly influenced by the current legal and policy structure of the PA authority. This research provides information that can assist PA managers in the decision structure for the choice of and implementation of the various management approaches for the provision of tourism services in protected areas.

This is the first paper of its kind to compare and analyse different management models using literature, research, as well as practitioners' experience and technical knowledge. Further research on all the models and the different potential options would be useful in providing a greater understanding of all the options to finance protected areas through tourism.

### Management implications

The paper at hand presents different management models in order to enhance the decision making on tourism development and tourism services in protected areas. In addition to these management models, managers should also consider the following crucial aspects about training and capacity building:

- tourism development should be started by a detailed training program focusing on the operation of tourism management in protected areas
- tourism development requires a clear policy dealing with concessions, contracts licenses, permits and related administrative issues,
- Tourism development should focus on possible sources and administration of tourism finance at an early stage.

- Tourism development in protected areas should include a concept for sharing of technical knowledge and expertise through peer-to-peer learning and staff exchanges.

### 1. Introduction

There are many services provided in protected areas (PAs) for visitors, either services provided directly to the visitors, such as the rental of equipment, or through services that support visitation, such as the provision of a communication network (Eagles, McCool, & Haynes, 2002). A decision must be made by the protected area authority on the level of each service, the method of delivery of the service, and the financing for each service. The provision of tourism services in PAs is a complex, professional activity. The Convention on Biological Diversity calls for work to "... build the capacity of park agencies to engage in

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**Table 1**  
Legal instruments governing contracting.

Type of Legal Instrument	Description	Length	Examples
Concession	A concession is the right to use land or other property for a specified purpose, granted by a government, company, or other controlling body. It can include a commercial operation and/or a piece of land <sup>a</sup> . A tourism concession could provide accommodation, food and beverage, recreation, education, retail, and interpretive services	10–40 years	Accommodation, restaurant or retail facilities.
Lease	A contractual agreement in which one party conveys an estate (i.e. land and facilities) to another party for a specified, limited time period. The lessor retains ownership in the property while the lessee obtains rights to use the property. Typically a lease is paid for.	5–30 years	Use of fixed infrastructure such as accommodation, airports, restaurants, shops etc. for a rental fee.
License	Gives permission to a legally-competent authority to exercise a certain privilege that, without such authorization, would constitute an illegal act. Often seen by the public as a form of quality control and requires due diligence by the competent authority, in contrast to a permit. Possession of the land is not granted through the license. Licenses give protected area authorities the ability to screen applicants to ensure that they fulfil a set of conditions. <sup>b</sup>	Up to 10 years	Vehicle-based tours (e.g. game drives, hot-air ballooning, white-water rafting, boat cruise) using operators own equipment.
Permit	A temporary form of permission giving the recipient approval to do a lawful activity within the protected area. Permits normally expire within a short length of time. Usually the number of permits is large and limited by social or environmental considerations. In most cases, permits are given to anyone who pays the corresponding fee.	Up to 10 years	Activities such as guiding, canoeing, hunting, and climbing using operators' own equipment.

Source: Spenceley, Snyman, & Eagles, 2017, p.20).

<sup>a</sup> Pocket Oxford English Dictionary, 2006.

<sup>b</sup> Eagles, P. F. J. and Legault, M. (2012) Guidelines for the Planning and Management of Concessions, Leases, Licences, and Permits in Parks and Protected Areas. Unpublished manuscript.

*partnerships with the tourism industry to contribute financially and technically to protected areas through tools such as concessions, public-private partnerships (CBD, undated).*”

Tourism services occur in all the six IUCN categories of PAs, with the exclusion of Category 1A, where human visitation, use, and impacts are strictly controlled (Dudley, 2008).

Successful tourism in protected areas requires the ability to develop and market tourism products based on what the protected area has to offer, and the ability to maintain the quality of these areas for future use. The tourism potential of any protected area depends on a variety of factors, including location, accessibility, market demand, proximity to other popular tourism destinations, marketing, presence of local tourism businesses, and the tourism infrastructure (e.g. accommodation, catering, guiding, etc.). The ability of a protected area to manage tourism depends on the implementation of effective management strategies, the demand for visits to the site, the staff and resources available for management of tourism, and the legal and political environment covering nature protection in the countries in which they are located. Long-term sustainability is important (Eagles et al., 2002). To encourage successful tourism, a decision must be made on the appropriate management model to be used. This decision is dependent upon current government policy, as well as the capabilities and needs of the protected area authority in regards to business operations (Moore & Weiler, 2009).

The types of tourism services include lodges, hotels, restaurants, camp sites, horse trails, guided walking/hiking trails, mountain biking, hunting, 4 × 4 trails, fishing, hot-air ballooning, filming, rafting and boat transport or cruises, mountaineering, rock climbing and retail activities. It also includes the infrastructure that supports these services, such as road, air strips, electrical distribution, communication facilities, water supplies, waste management, and security. Eagles (2014a) suggests that licenses, permits, leases and concessions for these tourism options are an important research priority.

There are two basic management approaches for the delivery of tourism services. One involves the protected area authority providing the service using its own staff and resources; insourcing. The second involves the authority choosing an outside contractor to provide the service; outsourcing. This paper deals with research to design a decision

framework for the choice of management model for the delivery of services in protected areas.

For insourcing, protected area authority uses its own staff to deliver and finance for the delivery of the service. Insourcing involves the authority functioning like a business, with the protected area facilities and staff providing visitor services. The authority functions like a public utility (Quinn, 2002).

For outsourcing, the protected area contracts an outside party to deliver a service. Outsourcing of tourism services to a company or organization has both benefits and disadvantages. The case for private management of resources on public lands is often one of efficiency: that the resources that those lands provide may be best turned into desired outcomes by specialist firms who bid for the rights to provide services to visitors. When public agencies do not have the expertise to perform a service, or when they lack the funding or legal abilities required to build such capability in-house, transference of rights on the lands to other organizations can relieve public agencies from resource constraints of budget, capability, or expertise (Eagles, 2002). There are five management models available for service delivery through outsourcing (More, 2005; Eagles, 2008, 2009). These include:

- Using for-profit, private companies;
- Using non-profit organizations;
- Using local community organizations;
- Using another government department; and,
- Using a joint-venture company (i.e. public-private, private-community, public-community or public-private-community).

This research investigates the benefits and challenges of the various management models for tourism delivery services. The comparisons are done utilizing the following themes: 1) finance, 2) tourism operations, 3) socioeconomic impact, 4) governance, 5) risk, 6) human resources, and 7) environment and conservation. There are several criteria within each theme, giving a total of 38 decision criteria.

There is a range of legal options for the use of outsourcing, which include concessions, leases, licences and permits (Table 1) (Eagles et al., 2002; Eagles & Legault, 2012; Epler-Wood, 2010 > ; Spenceley, Nevill, Coelho, & Souto, 2016a; Thompson, Massyn, Pendry, & Pastorelli,

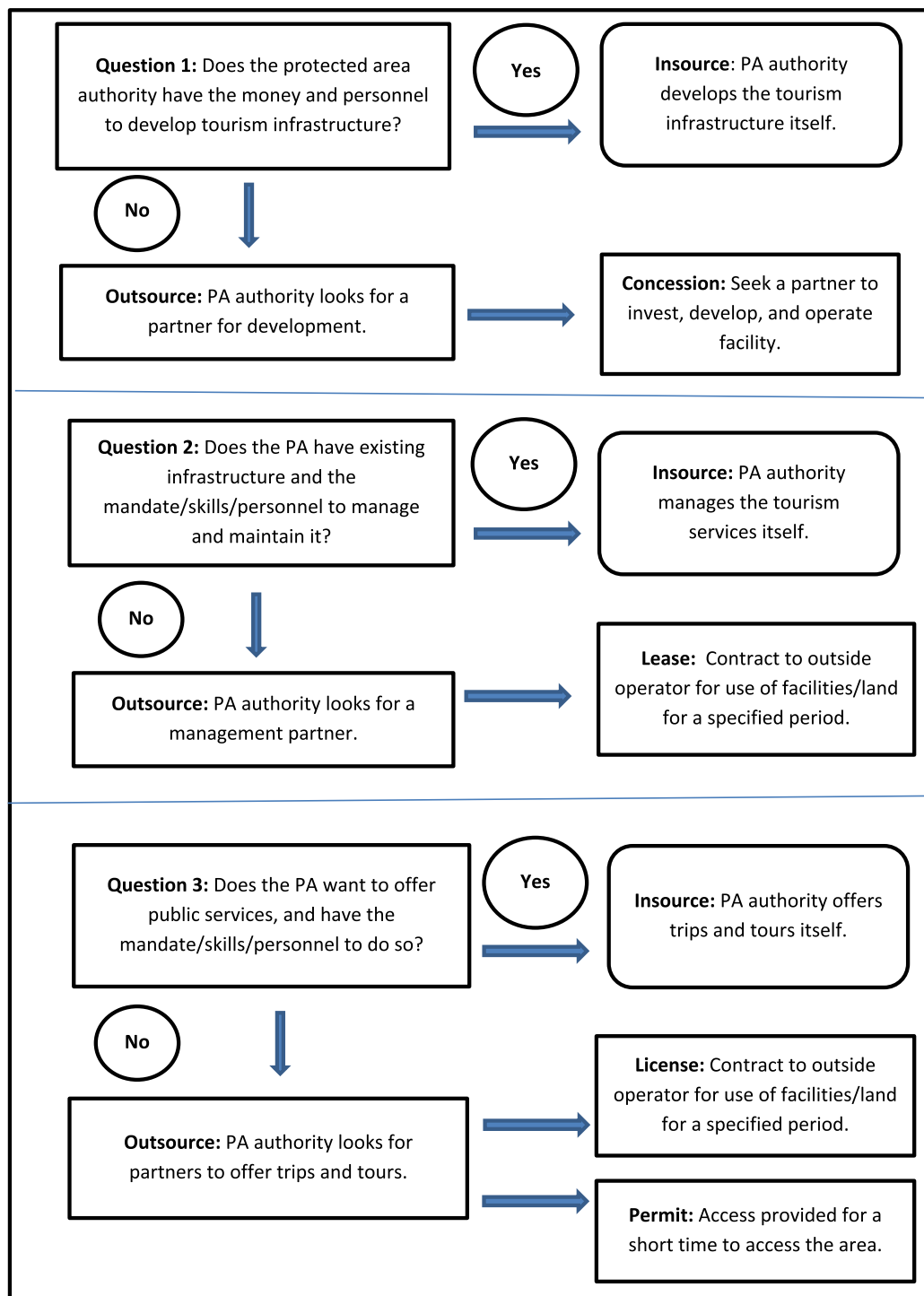


Fig. 1. Flow diagram for deciding the type of legal instrument to use.

2014). Typically, PA management uses several of these legal options, sometimes within one contract for one service. For example, a guiding company may need a licence to operate its business, a permit to operate within the PA, and also a lease to work out of a PA-owned building. It should be recognised that most countries have specialized legal instruments that govern tourism outsourcing procedures that may add other legal options.

Within concessions, there are approaches that have different implications for the level of capital investment and maintenance that the concessionaire takes responsibility for. These include Build Operate and Transfer (BOT), where the concessionaire is responsible for the

construction costs and activities, their operation, and then transfers them to the PA Authority at the end of the concession period. Other forms include Rehabilitate Operate and Transfer (ROT), Design-Build-Operate (DBO), and also Maintain and Operate (MAO). PA Authorities can include performance bonds in contracts to ensure funds to invest in capital repairs and maintenance during the last few years of a contract (Spenceley et al., 2017).

Protected area authorities must decide which tourism services to operate and which service delivery option to use. The flow diagram in Fig. 1 can help with this decision-making process, coupled with an understanding of the benefits and disadvantages of each option

(Spenceley et al., 2017, p. 22).

Outsourcing using concessions is generally overseen by a small group of specialized protected area staff members who understand commercial tourism operations and work with protected area operational staff and decision-makers to award and administer concession opportunities (Thompson et al., 2014).

Numerous authors have looked at individual cases of the different management models, including for-profit (Carter, Adams, & Hutton, 2008; Spenceley & Snyman, 2017; Spenceley, 2003; Varghese, 2008, pp77); parastatal (Eagles, 2014b); joint ventures (Ashley & Jones, 2001; Lapeyre & Laurans, 2017; Snyman, 2012a, 2014); non-profit (Lamers, van der Duim, van Wijk, Nthiga, & Visseren-Hamakers, 2014; Pellis, Lamers, & van der Duim, 2015); different community models (Ahebwa, van der Duim, & Sandbrook, 2012; Kiss, 2004; Lamers et al., 2014; Spenceley, Rylance, Nanabhay, S. & van der Watt, 2016) and syntheses of these (Snyman & Spenceley, in prep). To date, there has not been a comparison of the different management models or an assessment of these different models used by PAs. There are several guidelines available for the use of protected area authorities in administering park concessions (Epler-Wood, 2010; Thomson et al., 2014; Spenceley, 2014; Spenceley et al., 2016a; Spenceley, Snyman, & Eagles, 2017). However, there is a need to understand the advantages and disadvantages of using the various management models. This research was designed to better outline the decision issues within the decision-making process for the choice of management model for the delivery of tourism services within a PA.

## 2. Methods

The research for this paper falls within a larger project conducted by the authors entitled: Tourism partnerships and concessions in protected areas: Cooperating for success. The larger project involved a needs assessment for PA tourism (Snyman, Spenceley & Eagles, 2017), three capacity building workshops, and the development of tourism concession guidelines (Spenceley et al., 2017).

The area chosen for the work was Southern Africa, specifically the 15 countries of the Southern Africa Development Community (SADC). Since the creation of Hluhluwe-Umfolozi Game Reserve in South Africa in 1895, the SADC nations have established thousands of national parks, game reserves and various forms of protected areas. SADC also has an extensive transfrontier conservation area (TFCA) network. Accordingly, PA tourism has developed into an important tool for conservation and economic development. PA tourism is the most

important export industry for several countries, providing a strong emphasis for effective management (Rylance, Snyman, & Spenceley, 2017; Spenceley, Snyman, & Rylance, 2017). Given the multilateral experience, the long period of operation, and the high economic value, this was a suitable locale for research into the advantages and disadvantages of various management models for the delivery of PA tourism services.

The authors used a literature review of existing concessioning and partnership, and their professional experience, to create a draft model of the relative benefits of tourism partnerships. Given the complexity of the decision-making process for choosing the appropriate management approach, the researchers used a consultative process, whereby experts with considerable expertise in the field were asked to comment on a draft document outlining the benefits and challenges of each option. This work involved the concept of best professional judgement, which might be summarized as applying knowledge, skills, and experience that is informed by professional standards, laws and ethical principles to develop an opinion and decision on actions.

A draft table was developed listing five commonly-used management approaches compared by the seven themes listed above. The management approaches used were: 1) outsourcing to private, profit-making companies, 2) outsourcing to a community; 3) outsourcing to a non-government organization (NGO), 4) outsourcing to a joint venture company; and, 5) insourcing to the PA authority. Outsourcing to another government department was not listed on the table, as this is usually a highly specialized activity, such as working with a local hospital for medical care, a transportation agency for road maintenance, or the military for security. Each of the 5 management approaches was compared according to 38 criteria within the 7 themes: 1) finance; 2) tourism operations; 3) socioeconomic impact; 4) governance; 5) risk; 6) human resources; and, 7) environment and conservation. The 7 themes and the 38 criteria were developed using a broad range of literature (Ahebwa et al., 2012; Buckley & Mossaz, 2018; Carter et al., 2008; Eagles, 2009; Eagles et al., 2009; Eagles & Legault, 2012; Epler-Wood, 2010; Lamers et al. (2014), Thompson, et al., 2014; Rylance et al., 2017; Snyman and Spenceley (in prep); Spenceley, 2014; Spenceley et al., 2016a, Spenceley, Rylance, Nanabhay, & van der Watt, 2016b, Spenceley, et al., 2017; and World Bank, 2014) and the professional experiences of the authors.

A workshop was held at iSimangaliso World Heritage Site in South Africa between 30 May and 3 June 2017. The 28 experts in attendance were experienced tourism and PA officials from 11 protected area authorities within the countries of the Southern Africa Development



Fig. 2. Attendees at the iSimangaliso Workshop.

Community, including, Botswana, Lesotho, Madagascar, Malawi, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe (Fig. 2). The participants were representatives of government ministries of tourism and environment, protected area agencies, and tourism boards. Over 4 days, information on tourism concession and partnerships was presented and discussed relating to the creation of guidelines. On the third day, the 28 officials worked within 11 country committees to review and comment on a draft table of relative benefits. This produced 11 reports, where each of the 28 criteria given in the draft table were accepted or revised by the workshop attendees. These comments and associated group discussions were used to produce a final table by the authors. This table was then given back to the 28 officials for another round of comment. The contents of the table were widely accepted by the officials, with only a few minor changes requested.

### 3. Results

Outsourcing to a for-profit corporation, a community group, a non-government organization, or a joint venture has benefits and disadvantages, as does insourcing to the protected area authority. The opinions of the experts are listed in Table 2. The ranking within each cell of the table is subjective and determined by the experience of the protected area managers. The ranking is highly dependent upon the effectiveness and efficiency of the PA administration, as well as the related legislation and policies in each country. The use of the word 'variable' means that the workshop attendees suggested that the outcomes vary according to administrative policy and experience.

The data in Table 2 are relative, meaning that all the statements are comparisons with other statements. There are no absolute findings. The implications of the 190 cells of information are many. A few of the 190 will be highlighted in this paper.

One of the major reasons for protected areas managers seeking concessionaires is due to their ability to finance capital. When major capital is not available from government, outsourcing becomes a viable option. The costs incurred by the PA and government are low to moderate for four models, but high for insourcing. The income gained is low with outsourcing to a community. It is moderate for the other four models. However, the level of income earned from insourcing is highly dependent on PA policy, such the ability to set prices, to use dynamic pricing, and to retain income. The expensive incurred by the PA authority in tendering for service contracts is high for for-profits, community, and joint ventures. It is low for an NGO and for insourcing. Contract management and monitoring costs are high with outsourcing to a for-profit, a community, and a joint venture. It is low with an NGO and none is foreseen with insourcing. Conflicts can occur over contract stipulations. The costs of conflict resolution are high with all four outsourcing models, but low for insourcing.

Tourism operations are key determinates of the choice of a tourism management model. The quality of the tourism services is highest with outsourcing to for-profits and joint ventures. It is moderate for NGOs and insourcing. It is low for management by a community. Specialized tourism expertise can either be purchased directly through the use of an outside contractor with such expertise, or through the training of current PA staff or the hiring of new staff with tourism training. Many PA authorities are deficient in staff with tourism training, but such people are available if desired. In some locales the government-owned and operated PA authority can be seen as competing with private enterprise, with is true with the insourcing model. Access to new tourism markets is desirable for all management models, with the for-profit, NGO and joint venture all seen as providing more access. Some PAs have low visitor numbers, which makes them unworkable with all models that much live off the income obtained from tourists. The NGO model is seen as being best suited for low visitor numbers, probably due to its high volunteer component which provides no cost in low tourism volume periods. With all four outsourcing models the staff members of the

contractors are in direct contact with the visitors, resulting in low levels of contact with PA staff. Only the insourcing model sees PA staff in direct, ongoing contact with visitors.

The socio-economic impacts can be important policy determinates. Community equity is important and can be high with all five models, but is dependent upon the wording of concession contracts. One specific element of community equity is the business opportunities and job creation of the local community. This form of equity is high with three models, but moderate with outsourcing and NGOs. The flexibility in the purchase of goods and services is seen as being high with all four outsourcing models, and low with insourcing. This is due to the inflexibility of purchasing within government operations that must use government policy, such as tendering, for all products and services; which is expensive in time and money.

There are inherent risks with the operation of tourism services. The contractor, once in place, may try to influence PA management towards more advantageous policies. This risk was high the for-profit and joint ventures. It is moderate with community and NGO ventures. It is non-existent with insourcing as there is no concessionaire. The problems incurred with a non-compliant concessionaire and the costs of bankruptcy can occur with all 4 outsourcing approaches.

The delegates saw no differences in the potential for corruption amongst the various management models. The potential was moderate and equal for all models, and its prevention is dependent upon effective financial and management operations, as well as effective monitoring and evaluation. Liability exposure is often seen as a force for the choice of outsourcing; whereby the outsource body assumes this risk. In four management models, the liability exposure is transferred to the concessionaire, though there may still be liability issues for the PA which need to be accounted for and specified in the concession contract. In the insourcing model, the liability exposure sits directly on the PA authority. A contractor's objectives may conflict with PA objectives. This potential for such conflict is high for community and joint ventures. It is moderate with for-profit and NGOs. It should not exist in insourcing. One risk in seeking partnerships is the transactions costs. This is high for community and joint ventures. It is moderate for for-profits and NGOs. No such costs incur with insourcing. The reversibility of decisions is low for three outsourcing models, moderate for an NGO and high for insourcing. One such decision is the removal of a bad concessionaire, such as one that is not fulfilling the contract stipulations. This is high for three of the outsourcing models, moderate for an NGO and non-existent for the insourcing. Probably, the most problematic issue with outsourcing occurs when the contractor goes bankrupt. This is a major problem with an important service and facility suddenly becomes not useful. This should not occur with insourcing.

Public sector unions may influence the choice of delivery service. The delegates saw the power of such unions to be low with all the models, except for the insourcing approach. The powers of public sector unions is seen to be variable for joint ventures, dependent upon the specific roles and responsibilities of each of the partners to the joint venture. Only with insourcing will the current staff be easily available to work on all PA needs, such as emergency situations with bad weather, lost visitors, or resource management. For all five models, the PA authority must have staff expertise with background in contract management. This is most important with the four outsourcing models, but even with insourcing some outside contracts may be utilized. Donations can be an important income source for PAs. Three models see high potential for donations: community, NGOs, and joint ventures. Insourcing is seen as having low potential to obtain donations and moderate for volunteers.

Environmental and conservation criteria are important aspects of the choice of a management model. The likelihood for the model to contribute to biodiversity conservation is high with NGOs and insourcing. It is moderate with joint ventures and for profits. It is low for the community model. This is an important finding, with the insourcing and NGOs being the model most likely to support biodiversity

**Table 2**  
Relative benefits of tourism partnerships.

Theme	Criteria for choosing partnership type	Outsource: For-Profit	Outsource: Community	Outsource: NGO	Outsource: joint-venture	Insource: PA Authority
Financial issues	Protected area (PA) and government costs	Low cost to PA	Variable costs to PA	Low cost to PA	Moderate cost to PA	High cost to PA
	Gaining income for the PA	Moderate	Low	Moderate	Moderate	Moderate, depends on policy
	Expense of contract management, monitoring	High	High	Moderate	High	Low
	Expense of tendering procedures	High	High, variable	High	High	None
	Difficulty and expense of monitoring finance	High	High	Low	High	Low
Tourism operations	Ability of the PA to function like a business	Needed	Needed	Needed	Needed	Needed
	Expense of resolving conflicts	High	High, variable	High, variable	High	Low
	Quality of visitor services	High	Low (unless managed by for-profit sub-contractor)	Moderate, variable	High	Moderate, depends on tourism policy
	Specialized tourism expertise	High	Low	Hired by NGO	High	Hired by PA
	PA seen as competing with private enterprise	No	Low	Low	No	High
Socio-economic impact	Access to new tourist markets	More access	Low access	More access	More access	Depends on PA policy
	Tourism workable with low visitor numbers	No	No	Yes	No	No
	Direct contact of PA staff with PA visitors	Low	Low	Low	Low	High
	Opportunity for community equity	Depends on contracts	High	High	High	High
	Business and job creation for local population	Moderate, variable	High	Moderate	High	High
Governance	Flexibility in purchasing	High	High	High	High	Low
	Concession selection process open and transparent	High	High	Low	High	None
	Control of services by PA	Moderate	Low	Low	Moderate	High
	Potential source of corruption during procurement	Moderate	Moderate	Moderate	Moderate	Moderate
	Concessionaire influence PA authority policy	Moderate	Low	Low	High	None
Risk	Concessionaires gain political power	Moderate	Yes	Moderate	Moderate	Not a problem
	Power of public sector unions	Low	Low	Low	Moderate	High
	Political influences on PA management by concessionaire	High potential	Moderate potential	Moderate potential	High potential	None, no concessionaire
	Liability exposure	Concessionaire	Concessionaire	Concessionaire	Concessionaire	Protected Area
	Conflict over PA objectives	Moderate	High	Moderate	High	None
Human resources	Reversibility of decisions	Low	Low	High	Low	High
	Transaction costs to establish partnership	Moderate	High	Moderate	High	None
	Difficulty of removing a bad concessionaire	High	High	Moderate	High	None, no concessionaire
	Bankruptcy of the concessionaire	Problem	Problem	Problem	Problem	Not a problem
	Public sector union contracts	None	None	None	None	Full
Environment and conservation	Employment rules and regulations	Company rules	Government rules	Company rules	Company rules	Government rules
	Staff working on all PA needs	Seldom	Sometimes	Sometimes	Sometimes	Not a problem
	Contract management expertise needed in protected area	Yes	Yes	Yes	Yes	Somewhat true
	Ability to use volunteers	Moderate	High	High	Moderate	Moderate
	Ability to obtain donations of money and time	Moderate	High	High	High	Low
Likelihood of applying an environmental management system (e.g. renewable energy, water conservation, recycling)	Likelihood of contributing to biodiversity conservation	Moderate	High	High	Moderate	High
	Likelihood of applying an environmental management system	Moderate	Low	High	Moderate	High
	Likelihood of using of third party certification to demonstrate 'sustainability'	High	Moderate	Moderate	High	Low

conservation. The likelihood of the use of environmental management systems is high for NGOs and joint ventures; moderate for for-profits and low for community and insourcing. The likelihood of third party certification of sustainability is high for for-profits and joint ventures, moderate for community and NGOs and low for insourcing. Government operations are notorious in refusing to submit their actions to independent inspection and certification.

#### 4. Conclusions

The most heavily used of the options is the use of outsourcing to for-profit corporations. This option is widely used in Southern Africa. For-profit companies have the capacity, capital, experience and marketing capabilities to operate and manage tourism business (Spenceley, 2003; Spenceley & Snyman, 2017). The research identified that the choice of this option incurs high levels of administrative and financial costs within the PA for the tendering processes used to choose contracts. The costs of the management of concession contracts are also often high. Contract monitoring and conflict resolution are costly. The use of concessionaires provides a cadre of personnel in the PA that are not directly involved with PA operations and can reduce the level of contact between the park visitors and PA staff. The provision of community equity is lowest with for-profit concessionaires, unless they are required to hire staff locally or use the joint venture model. This model can, in many cases, provide further funds to the PA authority, over and above tourism revenues, through private sector philanthropy or Corporate Social Investment (CSI) into biodiversity conservation (Buckley, 2010; Buckley & Mossaz, 2018; Mossaz, Buckley, & Castley, 2015; Snyman, 2017; Spenceley & Snyman, 2017; Snyman & Spenceley, in prep).

The 38 criteria are not prioritized. However, any application will probably require some ranking. The historical and political experience of a PA authority may require some criteria to be given higher or lower emphasis. For example, governments may demand a certain level of cost recovery from the PA authority, forcing a strong emphasis on using a management model that provides appropriate levels of income. Or, some governments may not desire the liability exposure inherent with tourism service provision, forcing the use of out-sourcing options.

A lack of tourism knowledge and time within the PA authority's staff complement is often given as reasons for outsourcing. The primary function of the PA authority is often biodiversity conservation, often resulting in a lack of staff qualifications and experience to manage tourism. However, developing tourism staff capacity within the PA authority is essential whether the PA authority insources or outsources tourism, as it ensures more equitable, empowering partnerships, and greater long-term sustainability.

The failure of concession contracts can have major, negative impacts on tourism operations. Frost and Laing (2018) found that deficiencies with a commercial contract for a public-private partnership resulted in an extensive legal dispute at Seal Rocks in the State of Victoria, Australia. The court awarded AU\$37 million to the private operator. This outcome makes it clear that staff members who administer such contracts must be well-trained in all aspects of contract administration.

The research found that most PA authorities have specialized staff whose job is the administration of concession, license, and permit policies and contracts. However, this research also found a deficiency of professional training programs for this work. Most of those doing the work have little formal training in tourism business management, and developed their expertise through working through progressive levels of responsibility within a PA authority. This research identified an urgent need for the provision of all levels of formal professional training in the planning and management of concession, license and permit policies and contracts for tourism in protected areas.

The decisions to choose the management model will be highly influenced by the current legal and policy structure of the PA authority. For example, the choice of the insourcing approach is dependent upon

the PA's ability to function like a business, with powers to collect and retain funds, set prices, and respond to client demands (Eagles, 2014b). Many park agencies do not have such powers; they are expenditure bodies only. In such cases, they are forced to use outside bodies to deliver tourism services (More, 2005).

A joint venture is a new administrative arrangement created to achieve specific objectives. Joint ventures are often used to reduce risk for new market penetration and for pooling resources. Joint ventures create unique problems of equity ownership, management control and the sharing of profits. The complexity of the joint ventures must be considered, as the number, diversity, and capacity of the parties vary. Joint ventures are often influenced by historical and legal issues surrounding the creation and management of a PA. Risks associated with joint ventures also need to be considered, as these may have implications on financial returns and stakeholder expectations (Snyman, 2012b, 2014; World Bank, 2014).

There are two approaches for using NGOs. One is the use of existing NGOs for the delivery of services, such as operating a festival or special event. The other is the development of specialized NGO dedicated to park activities. These are sometimes called Friends Groups; specialized membership organizations that work under contract with a specific PA (Cherng & Heaney, 2005). Such groups are rare in Southern Africa, but the Honorary Rangers of SANParks in one example from South Africa (SANParks, 2018). The only management model that could handle low visitor numbers was that of NGOs. This was probably due to the ability of NGOs to utilize volunteers, rather than paid staff, providing some buffer capacity in times of low tourism volume and low income. NGOs also have some potential to raise capital for upgrades or to cover operational losses.

Outsourcing to a community can be within a joint venture, or directly to a community entity or community group. These are often associated with political imperatives to provide financial benefits to local communities; associated with land claims and land restitution programs. An issue, frequently mentioned by participants, with this method is the frequent lack of capacity in rural communities near PAs in southern Africa to engage in tourism and to manage businesses. The management of community expectations was mentioned as critical to the success and long-term sustainability of the model, as documented in the literature (e.g. Spenceley, 2008; Spenceley & Meyer, 2016).

This research provides information that can assist PA managers in the decision structure for the choice of and implementation of the various management models for the provision of tourism services. It is based on the professional experience and judgement of managers with considerable experience in the field. The experts who commented on this research are responsible for thousands of contracts, licenses and permits currently operating within the PAs of Southern Africa.

The authors are of the opinion that the findings from Southern Africa should have utility in other parts of the world. The research suggests that there is potential for capacity building in others parts of Africa, as well as in Asia, and Latin America.

This paper deals with the choice of a management model, it does not deal with the long and complex issues of concession contracts, administration, monitoring, and conflict resolution. This paper also does not deal with the sources and administration of tourism finance, although finance underpins all PA management. The paper does not deal with the issue of attracting appropriate concessionaires who wish to enter into complex tendering procedures. All tourism management requires an appropriate level of management capacity. The development and retention of such capacity is beyond the scope of this paper. Further information on these issues can be found in Spenceley et al. (2017).

The research was enthusiastically embraced by the tourism management experts who welcomed the opportunity to compare and contrast their experience with that of others. The research also identified that there is a deficiency in the training programs available for the operation of tourism management programs in PAs. The choice of management approach and the implementation of the policies dealing

with concessions, contracts, licences and permits is a complex management activity that needs a stronger emphasis in both research and training regimes. This research identified an urgent need for the provision of all levels of formal professional training in the planning and management of concession, license, and permit policies and contracts for tourism in protected areas. There is a need for the sharing of technical knowledge and expertise through peer-to-peer learning and staff exchanges.

This is the first research to provide an independent overview of the advantages and disadvantages of the most frequently used management models. Further research on all the models and the different potential options would be useful in providing a greater understanding of all the options to finance protected areas through tourism.

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