PENTUR – Plan Estratégico Nacional de Turismo
The role of Strategic Tourism Plan in Peru

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The whole tourism industry relies greatly on careful planning and different strategies that should be constantly measured and developed. The tourism sector of Peru has shown a steady growth during the past years. The historical and natural sites more or less form the basis for incoming tourism in Peru and it is essential to have a tourism plan that also ensures the protection of these sites as well as develops the tourism products and services in destinations.

The most recent attempt to support the tourism industry of Peru, the strategic plan called PENTUR (Plan Estratégico Nacional de Turismo) was launched by the Ministry of Foreign Trade and Tourism (MINCETUR) in 2004. The purpose of the plan is to include both the public and private sectors in tourism development in different areas of Peru.

By supporting the local communities financially and through education, tourism can become a sustainable industry, boosting the economic situation of the communities, as well as helping to preserve the natural, cultural and historical heritage.

At its launch PENTUR was harshly criticised by tourism industry professionals and it stills faces a lot of accusations of not delivering what it promises.

The theoretical framework concentrates a lot on strategic planning and sustainable tourism but also leans greatly on the information about Pentur, provided by MINCETUR.

The objective of this thesis was to find out how tourism service providers of Peru evaluate PENTUR and its achievements. The research was conducted by using a questionnaire which was sent to Peruvian travel agencies. Besides using the questionnaire, different internet sources that include opinions about Pentur, were also used.

As sustainable tourism development is also a key concept in this thesis, three different projects are presented to enlighten the connection between the industry and the local communities.

**Key words**
Tourism Planning, Strategic Planning, Sustainable Tourism, Tourism in Peru
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1 Introduction

A huge amount of the tourism attractions of Peru are located in rural areas and attract tourists because of their natural or archaeological sites. Bringing visitors to the sites that often are very fragile, demands a careful planning as a big number of tourists can form a threat not only to the sites but also to the surrounding environment. Problems arise especially when the local community is lacking basic services such as a solid waste management system or portable water. The area has to be prepared for the arrival of tourists and the community has be able to cope with the expectations of tourists; in an ideal case tourism can support and develop the infrastructure of the destination as well as help preserving the national heritage. Prior planning and continuous development of the plans play a vital role in tourism activities especially when there are fragile components, such as natural or historical sites involved.

Tourism acquires careful planning in order to benefit all parties: the industry itself, the companies involved, the tourist and the destination. As the tourism industry is focusing, at least in theory, more and more on environmental issues both in planning and in executing the plans, governments are recognizing the need to develop their tourism policies and plans in order to make tourism a sustainable industry. In addition more and more travel agents are offering alternative products that support the local community and the environment.

Over the years the most popular tourist attraction in the country Machu Picchu, also known as the Lost City of Incas, has caught the attention of the travellers. In addition, different areas of Peru have realized their opportunities as a tourist destination. The possibilities for different activities are huge as one can find mountains, beaches, a jungle and a desert in the same country.

During the past decade the number of incoming tourists in Peru has experienced a tremendous growth; in 2007 the number of international tourists was 82% higher than in 2002. Annually, the growth has been 13% per annum which states that the growth has been and is predicted to stay steady. (Mincetur 2009a)

With a growth like this it is obvious that there is a need for effective tourism planning.

The tourism industry brings a huge amount of possibilities; not only economically-wised but also offering different ways to develop the regions. As the tourism of Peru relies greatly on the natural and cultural heritage, it makes it even more important to have both short term and
long term plans to preserve the attractions and to guarantee the maintenance of tourism practices.

The thesis introduces the strategic plan of tourism of Peru, PENTUR - Plan Estratégico Nacional del Turismo, presented by the Ministry of the Foreign Trade and Tourism of Peru (MINCETUR - Ministerio de Comercio Exterior y Turismo), and presents the current tourism situation of the country; the main strengths and positive aspects of tourism as well as the weak points of the industry as stated by MINCETUR. The thesis will take a closer look what PENTUR is about; the vision, the mission and the values of it as well as the ways of evaluating and developing the plan in the future. The thesis will also present how PENTUR has been evaluated by a few Peruvian travel industry professionals.

The inspiration for writing this thesis was gained during a student exchange in Peru in 2008. The interest towards different aspects of sustainable tourism, especially in Peru, and the curiosity towards the actions taken by the Peruvian government to try to assure the sustainability of the tourism practices in Peru have been the biggest motivators of this thesis.

The theoretical framework in this thesis concentrates on strategic planning, Peru’s tourism industry and sustainable tourism. The information about PENTUR is based on the information from MINCETUR (Ministerio de Comercio Exterior y Turismo).

1.1 Research problem

The aim is to find out how the tourism plan called PENTUR is used to develop tourism in Peru, what has been achieved and what still could be done in a country that provides incredible settings for tourism but is still lacking resources and planning.

The thesis will also try to answer the following questions:

- What are the actions taken by MINCETUR (Ministerio de Comercio Exterior y Turismo)?
- What is PENTUR and what the role of it is in the future of Peru tourism?
- How do Peru’s travel industry professionals evaluate PENTUR?
- What has already been improved in the tourism sector in Peru and what are the short term plans as well as the plans for the future?
- What are the weak points of tourism in Peru and what could be done to eliminate them?
What are the opportunities in the Peruvian tourism sector?

1.2 Aims and objectives

The aim is to enlighten the reader about the importance of a strategic tourism planning in Peru, especially in cases where tourism can improve the life of the local communities in the destinations.

The objective is to find out how PENTUR works in practice; how the Peruvian travel industry professionals have taken the guidelines in to use, what is their attitude towards the plan and how this type of plan affects companies providing tourism services in the country. Furthermore the thesis aims at giving an idea of the positive and negative aspects of tourism in Peru as well as looking into possibilities for the industry in the future.

The thesis uses a quantitative research with the aim of finding out how different tourism service providers assess PENTUR and to what extent it has affected their business. In addition, the thesis uses interviews and comments about PENTUR from different media to give a wider perspective to the issue.

1.3 Theoretical framework

Besides focusing on strategic planning, the theoretical framework concentrates greatly on explaining what Pentur is, including the tourism situation of Peru during the past decade. The theory will be mainly based on the web page of Mincetur as it provides the information about Pentur. Also the webpage of PromPeru, which is a governmental organization focused on promoting Peru, will be used as it provides statistics and information related to the country’s tourism. In addition, material used in several courses in USIL – Universidad San Ignacio de Loyola (Lima, Peru), and several news and articles will be used as well.

1.4 Structure of the thesis

The first chapter (1) covers the background information of the research problem as well as presents the aims and objectives of this thesis.
Chapter 2, which concentrates on explaining the concepts of strategic planning and sustainable tourism, is followed by chapter 3 with information about both the Peruvian tourism industry as well as the National Tourism Plan, PENTUR.

The fourth chapter presents the research method and gives information about the characteristics of the respondents. The chapter includes also discussion about the reliability and validity of the research.

Chapter (5) focuses on presenting the key results of the research followed by the final chapter (6) with conclusion and recommendations. Figure 1 shows a simplified structure of the thesis.
2 Strategic planning

2.1 Strategic planning process

Strong (in Educause 1/2005, 4) explains strategic planning as a structured process, creative thinking, teamwork and flexibility.

According to Strong (Educause 1/2005, 4) strategic planning uses a methodical step by gradual step to determine who you are (mission), what you are not willing to compromise (values) and how you are going to get there (planning). In order for the planning to be efficient, there has to be a strategy behind it; a set of actions that will help in achieving the wanted goals. One of the key concepts in strategic planning is constantly forming the plan during the process. The plan has to adaptable to changing circumstances, in other words it has to be kept alive in order to achieve the wanted results.

In strategic planning evaluating the plan is essential as the business environment and situations may change; it is important to analyze the current situation and consider if the goals set before should be renewed or updated. There has to be a critical review of past actions in order to develop the functions in the organization.

The main components of the strategic planning process are:

![Diagram of Strategic Planning Processes](Hill&Jones1998,6-9)

The first step is to define the mission and the corporate goals. The mission states why the organization exists and what the functions are while the corporate goals define the hopes in the near future as well as in a long run. The second step is to analyze the organization’s exter-
nal competitive environment and identify opportunities and threats. This step includes analyzing the whole industry and considering also macroeconomic, social, governmental, legal, international, and technological factors that might affect the organization somehow. Internal analysis forms the third step of the process aiming at defining the strengths and weaknesses. The fourth component, making the SWOT analysis, includes creating strategic alternatives that match the company’s resources. The idea is to build the strategies so that they are based on the strengths of the organization in order to take advantage of the opportunities, fight against threats and correct weaknesses. During the process the company has to compare different alternatives and find the best strategies at functional-level, business-level, global and corporate-level. (Hill & Jones 1998, 6-9).

These steps are followed by strategy implementation:

Designing organizational structure
- Defining responsibilities and roles
Designing control systems
- Establishing organizational control system, assessments of performance
Matching strategy, structure and controls
- A fit must be reached among the company’s strategy, structure and controls
- Finding the right ways to respond to different demands
Managing strategic change
- Adapting the strategy and structure to a changing world

(Hill & Jones 1998, 9-10)

2.2 Strategic planning in tourism

Like in any other industry, strategic planning plays an important role in tourism industry as well. Especially when talking about sustainable tourism, a careful planning is essential as the natural and cultural resources are extremely fragile.

In order for a destination to stay competitive and to maintain its position in the market, strategic planning requires considering the possible changes in the competitive environment.

Such planning has to be based on a clear understanding of the destination’s current market position (Liu, Lo, Vasconcellos, Siguaw & Enz 2006, 6).

If a destination is lacking market information it is practically impossible to make development plans for the future. With a right kind of planning a destination can attract and satisfy not only
the first-time visitors but also the tourists returning to the same destination over and over again.

C. Michael Hall (2000) in his book Tourism Planning: policies, process and relationships defines the tourism planning as following:

   It is integrating planning and management in a single process aiming at continuous improvement and searching the answers to the following questions:

   • Where are we now? (monitor and evaluating)
   • Where do we want to go? (plan)
   • How do we get there? (action)"

   (Hall 2000, 113)

There needs to be a clear picture of the current situation in the destination as it creates the basis for the tourism. After that one can paint the picture about the future and define what would be the ideal situation. The last step is to create the plan of actions which finally leads to the ideal situation. (Hall 2000, 113)

Figure 3 sums up the tourism planning process as presented by Michael Hall.

![Figure 3. Tourism planning (Hall 2000, 113)]
As some trends come and go and some destinations maintain their popularity among tourists it is crucial to constantly measure the results in order to develop the plans in each destinations.

Tourism - when soundly and responsibly developed - can become a powerful force for creating more jobs, combating poverty, and simultaneously, protecting the natural and cultural environment (Andrews, Flanagan & Ruddy 2002, 65).

2.3 Sustainable tourism

The World Tourism Organization (WTO) defines sustainable tourism as following:

Sustainable tourism development guidelines and management practices are applicable to all forms of tourism in all types of destinations, including mass tourism and the various niche tourism segments. Sustainability principles refer to the environmental, economic and socio-cultural aspects of tourism development, and a suitable balance must be established between these three dimensions to guarantee its long-term sustainability. (WTO, 2009a)

This refers to the wise use of land and other environmental resources in order to save them also for the future generations as well as conserving the cultural heritage and ensuring long-term economic operations.

When talking about sustainable tourism, four different actors can be identified:

- the demand
- the company
- the government
- the destination

(Arriola M. 3.11.2008)

These actors have their own influence on sustainability. The demand, meaning in this case the travelers, has the power to choose the destination wisely; not travel to regions that are somehow fragile and sensitive for tourism. They can also choose a travel agent that operates in a sustainable way and choose means of travel that are less harmful to the environment. The company has to recognize the social responsibility and act in accordance with good ethics supporting the local community and the environment. The government is responsible for the
wise use of the land, the legislation of the environment, social services etc. (Arriola M. 3.11.2008)

2.3.1 Ecotourism and community-based tourism

Ecotourism and community-based tourism are forms of sustainable tourism and therefore these concepts need to be clarified. Ecotourism includes the following characteristics:

- tourists motivated by the interest in nature and the traditional cultures
- includes educational features
- usually organized by local businesses for small groups
- it minimizes the negative impacts on the nature and the community

(Ecotourism in America 2010)

Community based tourism can be defined as a form of tourism where the local community is highly involved in the whole tourism experience and will benefit from tourism at the same time as tourists experience the local culture, habits and get to know their traditions. (Responsible Travel 2009).

The benefits of community-based tourism:

- creation of direct jobs as well as additional income for the local community
- education and further training opportunities
- strengthening of the cultural identity through appreciation by tourists
- strengthening of social or organizational structures within a community
- protection of local resources

(Häusler 2008, 220)

Participation of the community can have different forms in different projects:

- Active: the idea comes from the locals but a little help is requested from outside. This can include financial help or other type of consulting.
- Internally managed: the whole project is owned and handled by the local group without any external help.
- Consultative: A dialog between a local group and an external group
- Externally managed: managed by an external group with some participation of the local group
  
  (Arriola, M. 3.11.2008)

The level of participation depends greatly on the skills and resources of the local population; a community with small financial resources needs more help in building tourism in the area. The level of participation might vary during the project and the local community can become more independent in time as they obtain the needed skills and the technical know-how.

Community-based tourism requires careful planning and control. Through education and training these types of projects can be a huge success and benefit the local community greatly. However, as many communities are rather fragile and people are poor, by putting a lot of effort in the project and later on failing in achieving the wanted results can affect the local people and their everyday life seriously.
3 Tourism in Peru

3.1 Basic facts about tourism in Peru

Peru’s tourism industry has experienced a tremendous change during the past ten years. As the country has become more stable in every ways, the number of incoming tourist has increased bringing more income and more jobs to Peru.

Figure 4. Number of arriving tourists and their expenditure. Mincetur 2009f

The statistics indicate that the number of international arrivals has increased tremendously during the last decade. In 2007 the number of international tourists was 82% more than in 2002. Annually, the growth has been 13% per annum which states that the growth is steady. (Mincetur 2009a)

With an increase like this, it is clear that the country has become more and more tourist friendly, politically stable and safe and that has made it possible for the tourists to explore what Peru has to offer. Also the tourism structure has experienced a change and provides more for the incoming tourists. For example Lima which is the capital of the country, has a district called Miraflores that provides a great number of the hotels and security for tourists, including a great number of police officers all around the area creating a safer image.
As seen in the table, after the decline in 2001 the figures have been arising again and show the importance of the sector as a job creator as well.

In 2006 tourism generated foreign currency worth 1.586 billion dollars and as the expenses counted for 1.006 billion dollars, the year was closed with a positive tourism balance. In 2007 the average expenditure of each foreign tourist was USD $983. (Mincetur 2009a.)

The following figure presents the most popular destinations in Peru among the international tourists:

Figure 5. The most popular tourist destinations in Peru among the international tourists. (Palla Prieto 7.9.2008)

The most popular destinations in Peru briefly:

- Lima – Peru’s cultural and business center with lots of history.
- Cusco – Known as the capital of the Incas & offers a train connection to Machu Picchu.
- Arequipa – Architectural treasures of the colonial time of Peru & opportunities for adventure tourism. (Go to Peru 2009a)
- Puno – The world’s highest navigable lake (3827 m) – Lake Titicaca. (Peru Explorer 2009)
- Ica - The desert where one can for example practice sand boarding
- Loreto – The rainforest & Amazon River.

All of these areas hold a lot of potential due to their cultural or natural heritage and show the diversity of Peru as a tourist destination.

Figure 6. International arrivals in Peru according to the residential region (2007)

South American tourists form the biggest group of the international arrivals in Peru with 46%, followed by North Americans (24%) and Europeans (22%). At a country level the biggest numbers of tourists come from the United States, Chile, Argentina and United Kingdom. (Mincetur 2009a)

PromPeru, which is a governmental organization promoting tourism and international trade, created a profile for an international tourist based on the information collected by using a quantitative method. The people chosen for the research had to be over 15 years old and
spend at least one night in Peru. In addition people living in Peru as well as the people travelling to Peru because of their workplace were not counted in the results. For example a person living in Chile passing the border everyday due to his job was not considered as an international tourist.

Altogether 5298 people were interviewed, most of them (4255 cases) in the International Airport of Jorge Chávez, Lima. The rest of the interviews were done in Tacna (521 cases) and Puno (522 cases). (PromPeru 2009)

The aim of the research was to find out what are the motivations, the principal characteristics and the expenditure of the tourists. (PromPeru 2009). According to the profile the biggest motivator in 2007 has been travelling for vacation or recreation (59%) with a principal reason being visiting Machu Picchu (72%). The second biggest motivator was business (17%) and the third one family related reasons (14%).

One important factor related to the safety issues is the level of satisfaction of the tourists. According to the profile, the satisfaction percentage was 97% and 87% of the tourist would recommend Peru as a tourist destination without a doubt. However, 12 % would recommend Peru but with a reservation because of crime and insecurity. (PromPeru 2009) Especially the accidents on the roads have been a big problem as well as robbers attacking busses. During the past seven years, there has been over 500 000 road accidents in Peru. (Peru 2009)

Based on the Profile of a Foreign Tourist 2007 PromPeru defined the three biggest market segments: general tourism, theme tourism and specialized tourism.

Figure 7 shows how the market is divided between these three.

Figure 7. Biggest market segments. (PromPerú 2009)
General tourism, which included the tourists visiting Peru to see the most famous icons like Machu Picchu, forms the biggest market segment. Theme tourism, which can include for example sport activities such as surfing or activities related to gastronomy counts one third of the market. Specialized tourism forms the smallest segment but at the same time holds a lot of potential as Peru offers lots of opportunities for example for ecotourism.

According to the sub-director of PromPeru Maria del Carmen de Reparaz the aim is to put more focus on theme tourism and specialized tourism so that they would together count for 50% of the market by the year 2011. (El Comercio, 2009)

PromPeru presents also the profile of today’s tourist which consists of four different stereotypes within the segments of theme and specialized tourism. These stereotypes travel for the reasons related to the following motives: nature, adventure, culture or rural communities. Figure 8 presents these four types and clarifies their characteristics.

1. Nature

In search of
being in contact with nature by observing flora and fauna and get to know protected areas and the wildlife.

2. Adventure

In search of feeling the adrenaline through adventures and challenges.

3. Culture

In search of getting to know the history, different cultures and archeological sites.

4. Rural communities

In search of getting to know traditions and habits of different cultures through interaction with the local population.

Figure 8. The stereotypes within the segments of theme and specialized tourism (PromPeru, 2009)

There is a great amount of different travel packages that can be offered to these four types. The nature oriented tourist (Type 1) can make a trip to the Amazonas and explore the wildlife. The adventurous type (Type 2) can enjoy the surfing possibilities in Northern Peru or go rock-
climbing in the department on Cajamarca. The tourist travelling for cultural reasons (Type 3) can visit the archeological site of Tucume or explore the history of Lima, the capital. The tourist interested in rural communities (Type 4) can visit the Andean communities and get to know the local communities and their traditions.

These examples present only a small portion of the opportunities that Peru offers for this type of travelers. By concentrating more on smaller market segments, Peru can have a whole new image and attract more and more tourists that search new experiences through these kinds of activities.

As mentioned before the huge number of cultural and natural resources make Peru a unique tourist destination and allows a great variety of different tourism products especially when it comes to ecotourism.

In addition to the 17,000 of 25,000 species of plants one can find:

- more than 2000 fish species
- 332 amphibian species
- 365 reptile species
- 1780 bird species
- 460 mammal species
- 3532 species of butterflies
- More than 3,000 species of orchids.
- 42 ethnic groups in the Amazonian region alone

(Swiss import promotion program, 2009)

Besides the mega diversity of animal species, there are 84 life zones out of 104 in the world, 32 climates, 3 great hydrographic basins of rivers containing 12,201 lakes and lagoons, 1007 rivers and 3,044 glaciers, archaeological sites of Pre-Inca and Inca cultures, colonial monuments, living cultures, the Amazonian rainforest, rich gastronomy, handicrafts and folklore. (Swiss import promotion program, 2009)

This enlightens the fact that the opportunities to increase the number of nature-oriented tourists are pretty much endless. At the same time the need for protection is clear as the natural and cultural resources are extremely fragile without an effective plan of conservation.
3.2 Plan Estratégico Nacional de Turismo - PENTUR

As Peru is constantly growing its number of incoming tourists and at the same time the country is still struggling with problems such as poverty and crime, it is clear that there is a need for a tourism plan in order to develop the tourism industry in a sustainable way. Tourism, which creates a huge amount of job opportunities, is an important source of income and for some tourist destinations in Peru a great economical help.

Since 2004 the Ministry of Foreign Trade and Tourism (Mincetur), has put a great effort on developing the tourism situation in Peru concentrating greatly on sustainability as well. As a result the strategic plan called PENTUR (Plan Estratégico Nacional de Turismo) was formed with the aim of using it as a tool to develop the tourism industry by including both the public and private sectors in the process. There is a lot of work to be done and as some of the destinations are even missing the basic infrastructure, it is a long road and developments take time and require a great amount of financial support. According to Mincetur, it is one of the most important plans done in Peru in terms of regional development and tourism management. (Mincetur 2009b)

The purpose of Pentur is not to impose the development of destinations but to act as a motivator and to support the tourism development of different destinations. (Mincetur 2009b.)

The following information is completely based on the information provided by Mincetur.

In 2004, the Ministry of Foreign Trade and Tourism-MINCETUR started the planning of National Strategic Plan for Tourism PENTUR, with the participation of representatives from the private and public sectors. The strategic bases of Pentur were prepared with the support of Ecogoals Management Consulting and financial support from the Inter-American Development Bank. During the same year the objectives were identified for the supply, quality, security, institutional strengthening and demand.

A special commission (La Comisión Multisectorial Mixta y Permanente, CMMP), was formed and became responsible for developing and monitoring Pentur and the first technical secretary was named.

The second phase of Pentur included studies that identified eight tourist areas in the country. For each area, there was a set of actions that would contribute to sustainable development in
the tourism sector. Also, each area got a destination management company (DMC) which consisted of representatives of both public and private sectors and was to be in charge of managing the tourism in each area.

In 2005 several workshops were arranged and the processing of the strategic plans for each tourism region started.

With support from the World Tourism Organization, Mr. Hernán Lombardi, a former Minister of Tourism of Argentina, was hired in August 2005 to lead the training of the destination management companies. Through the trainings it also turned out that it was impossible to have a DMC in every destination due to some limitations.

The plans for each area were developed and the consultants presented the first progress report of the work in March 2006. In this evaluation one noted that the goals were not achieved. In 2007 the data from the second phase of Pentur was reviewed and new workshops as well as meetings were organized to strengthen the institutional framework of the tourist areas.

In July 2008 the National Tourism Development Board was commissioned to develop a proposal that allows carrying out the measures agreed by the representatives of public and private sectors in the Phase 1 and 2 of Pentur. This way the technical team, considering all the actions taken during the first and the second phase, proposed a model for strategic tourism planning and management. Through this process the aim was to ease the promotion of the destinations on the basis of the objectives and measures set out in Phase I.

Currently each of the regions determines independently their tourism potential and possible opportunities with other regions in order to provide a wider range of tourist products. With the new development model it is possible to overcome the limitations of the earlier plan based on the tourist areas limited by the regions. This facilitates the progressive implementation of the management bodies.

(Mincetur 2009b)

3.3 Vision, mission and values

The mission, vision and values were defined for Pentur in order to promote sustainable tourism development in Peru for the years ahead. (Mincetur 2009c)

The vision is to make Peru known as a safe, competitive and a reliable destination as well as a leader in Latin America offering tourism products that are competitive, sustainable and provide diversity. The vision also includes conser-
vation and rational use of the mega diverse nature as well as the historical and cultural sites this way creating a tourism identity of its own. (Mincetur, 2009c)

The mission of PENTUR is to organize, promote and manage the sustainable and competitive development of the tourist activity in Peru, by integrating processes, coordinated and decentralized activities, fastening the economic and social development, generating wealth that would improve the quality of life of the population and guaranteeing the valuation and conservation of the historical, natural and cultural national heritage. (Mincetur 2009c)

The values of Pentur are defined as following:

- National identity
- Commitment to improve the total quality
- Formality, professionalism and regulations
- Honesty, integrity and ethics
- Dedication, accuracy and passion
- Solidarity and social responsibility
- Respect for the area, the country’s resources, the citizens, the visitors and the culture. (Mincetur, 2009c)

The values reflect the idea of strengthening the national identity by working as a unit towards a common goal. One of the main ideas is to improve the quality and most importantly maintain a high quality of products and services by setting up regulations and developing the professional skills and understanding of the industry.

3.4 SWOT analysis of the Peruvian tourism industry according to PENTUR

SWOT analysis, which stands for Strengths, Weaknesses, Opportunities and Threats, can be used to analyze the current situation of a business by listing the strengths and weaknesses and consider the opportunities and threats of the company. By making a SWOT analysis the company can define the needed actions in order to improve their functions. (Qualitas forum, 2009.)

In order to develop the Peruvian tourism industry, there was a need for critical discussion and need to determine the strengths, weaknesses, opportunities and threats of the tourism sector.
In the first phase of Pentur, SWOT analysis was made to get the frames for the project as well as lead the development work. (Mincetur 2009d)

The SWOT analysis of Peruvian tourism was divided into four different categories:
- Promotion and marketing
- Product
- Territory and destination
- Planning and destinations management
  (Mincetur 2009d)

By dividing the tourism sector into categories and defining the strengths, weaknesses, opportunities and threats of each of these categories, it is easier to come up with improvement suggestions and develop them into actual plans.

The next figure presents the summary of the SWOT analysis of Peruvian tourism sector.
Figure 9. Summary of the SWOT analysis. Mincetur 2009d

**Strengths**
- Growing will to recognize tourism as a high-priority sector
- More investments on tourist sites
- A specific legal framework
- Many natural and cultural resources in the original state
- Peruvian arts and craft worldwide known
- Improved accessibility of destinations
- Peruvian gastronomy
- Great variation of tourism resources
- Institutions
- Increased self-esteem in rural communities
- Public institutions recognize the need of training
- Specialized forms of tourism.
- A tourist destination status
- The growth in the number of incoming tourists
- Machu Picchu is a world-renowned tourist icon
- Tourism is an important job creator.
- The degree of satisfaction of tourists in Peru today is positive

**Weaknesses**
- The planning and management are in different hands
- Lack of basic services
- Promotion without any prior planning
- The lack of capacity of governments
- Outdated statistical information
  - Only one international airport
  - Lack of standards and control
  - Lack of knowledge in environmental issues
  - Poor evaluation of the negative impacts
  - Lack of tourist facility management
  - Lack of development of land use plans
  - Small number of accommodations
  - Insufficient tourism structure
  - Concentrating on the supply in the South
  - Lack of corporate social responsibility.
  - Lack of training
  - Limited marketing of non-traditional tourism products.
  - Tourists mainly associated with Machu Picchu.
  - Dependence on international companies
  - Weak commitment to quality

**Opportunities**
- Culture and nature tourism
- Organizations promoting conservation
- International cooperation
- The State’s awareness of the environment issues
- Improvements in infrastructure
- Ability to predict and control the socio-environmental impacts caused by the visitors
- Native cultures
- Ten places on the UNESCO World heritage sites list
- Private investors
- Over 14 million hectares of protected nature area
- New training programs
- New technology
- Conference and event tourism
- New marketing techniques

**Threats**
- High level of competency
- Weakness of the local governments
- Insecurity, crime and road accidents
- Loss of archaeological heritage
- Delay in validating the plans
- The climate change
- Contamination and natural disasters
  - Lack of risk control mechanisms
  - Insufficient number of flights
  - Failure of adapting new technology
  - Difficulties in retaining qualified professionals
  - Marketing without planning
  - The global economical crisis and the rise in the oil price
### 3.5 Structure model of Pentur

Pentur consists of different steps that are needed in order to reach the goals in tourism development of a destination. As said, the strategic plan is supposed to work as a helping tool in developing tourist destinations. After the analysis and defining the objectives, strategies, projects and activities, the short term and long term plans are presented. The aim of Pentur is to develop tourism in a way which involves the participation of various public and private actors.

Figure 10 presents the six steps of the planning process which lead to the creation of a tourism product and define its position in the market.

<table>
<thead>
<tr>
<th>1</th>
<th>• Collecting information &amp; defining the tourism resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>• Identifying the existing and the potential markets</td>
</tr>
<tr>
<td>3</td>
<td>• Identifying the primary areas of development</td>
</tr>
<tr>
<td>4</td>
<td>• Developing the strategies of intervention</td>
</tr>
<tr>
<td>5</td>
<td>• Defining investments projects</td>
</tr>
<tr>
<td>6</td>
<td>• Project implementation</td>
</tr>
</tbody>
</table>

Figure 10. Planning process of Pentur. (Mincetur 2009e)

The whole process starts with data collection and defining the actual tourism resources in the area. In addition the results gained from a survey of the demand form a structure for the plan of each destination and present the current market as well as the potential market. The following step is to identify the most important areas to be developed for tourism. This includes the actual tourism resources as well as improvements in infrastructure, for example construction of roads and developing basic services. Different strategies are developed from different points of views; taking the national, regional and local interest into consideration. Before the actual project implementation, the investment projects are defined at a local, regional and national level. With private investments it is possible to create new products and services and by planning the marketing to suit the needs of each destination will benefit the development
as well. (Mincetur 2009e)

The actual development of tourism management starts with defining a tourism policy for the destination making plans for the land use. This includes also paying attention to the infrastructure and conservation of the natural and cultural heritage as well as setting territorial regulations. Besides valuing the heritage, there is a lot of weight on training professionals for the tourism industry as well as improving the quality of products and services. The plan includes also a security aspect as many cities in Peru need security support.

Before doing the SWOT analysis of the destination and validating the plans, the whole project is developed through workshops and special sessions that bring together the local and regional public and private sectors as well as different organizations. (Mincetur 2009e)

Mincetur states that the actual operating program includes the following:

- Planning and management program
- Territory and destination program
- Product program
- Marketing program
- Quality program
- Safety program
- Monitoring and tracking plan (Mincetur 2009f)

The team in charge of executing the plan could be formed as following:

- Team Leader
- Planner or Specialist managing territory
- Specialist in Tourism and Marketing
- Sociologist
- Specialist or archaeological conservation (in case of archaeological resources)
- Specialist in natural resources/environment (in case of natural resources) (Mincetur 2009f)

Including professionals from various sectors gives the planning process different aspects making it easier to modify the plan as well as control it during the process. Participation of people with specialization in archeological and natural conservation is vital for the planning process as the idea of Pentur is based on sustainability issues as well. In addition the sociologist has an important role as local communities have to understand the possibilities of tour-
ism by valuing their own cultural heritage. There has to be a link between the actual group and the local community in order to prevent possible social impacts that could affect the community negatively.

In order to make the whole development process effective Pentur includes also suggestions for the time frame depending on the size of the project:

- Destination District: 60 days
- Destination County: 90 days
- Destination Region: 120 days
- Destination Interregional: 150 days (Mincetur 2009f)
4 Research approach and methods

The goal of this research was to find out how PENTUR is evaluated by Peruvian travel agencies and tour operators; and more importantly if they are aware of the existence of the national tourism plan and the strategies for the industry for years 2008-2018. The idea is also to get information whether they have received information about PENTUR from MINCETUR and feel they have been included in the planning process.

The research method as well as the reliability and validity of this research are introduced later in this chapter.

4.1 Research method

As the aim is to get more information about the connection between Peruvian tourism service providers and PENTUR, a quantitative research method is used to get opinions from a larger group of travel industry professionals.

Quantitative method allows one to compare the attitudes of a larger group which suits the purpose of this research.

4.2 Data collecting process

The questionnaire was created on Kyselykone.fi webpage, which provides an online tool for creating different questionnaires. Through Kyselykone the questionnaire, which was created in Spanish, was sent to approximately 500 travel agencies and tour operators in Peru. The contact information of these companies was provided by a representative of the Peruvian Embassy in Helsinki. The straight link to the questionnaire was sent by email with a short description of the purpose of the research. The questionnaire was online for three weeks and it was available for only those who received the link via email. (For the entire questionnaire see appendix 1).

The first part of the questionnaire consists of general questions about the company; the size, years of operation and location.

The second part includes different statements about Peruvian tourism industry and PENTUR. The respondents can give his or her answer by choosing from the following:
1) Strongly disagree 2) Disagree 3) Neutral 4) Agree 5) Strongly Agree.
This will give a perspective whether the respondents agrees with the statements and strategies of PENTUR.

The third part is about sustainable tourism; the questionnaire gives the respondents ideas what their company could do in order to support sustainable tourism in Peru. In this section respondents can choose as many options as they want and the questions are divided into five different subcategories.

The following part consists of questions about the communication between the company and MINCETUR regarding PENTUR as the respondents give answers on how have they received information about PENTUR.

4.3 Respondents and their characteristics

The majority of the 46 respondents, all together 38 persons were in the following positions in the company: owner, director, sales director, sales executive and manager, which give a good basis for the research. The rest of the respondents held the following positions in their companies: marketing (1), freelance (1), employee (1) and coordinator (1). Four of the respondents did not give information about their position.

The locations of the companies were divided between different areas as can be seen figure 11. Based on the location of the company, the biggest number of responds came from the areas of Ancash (11) and Lima (10), followed by Cusco (7), Puno (4) and Amazon (3).

![Location of the company](image_url)

Figure 11. Location of the company.
Most of the respondents classified their companies either as a micro company with less than 5 employees (45%) or a small company with between 6 and 20 employees (43%). Medium sized companies with between 21 and 50 employees covered the remaining 13%. None of the companies belonged to the group of big companies (more than 51 employees).

![Size of the company](image1.png)

Figure 12. Size of the company.

![Years in the tourism sector](image2.png)

Figure 13. Years in the tourism sector.

The amount of years in the tourism industry divided rather widely as can be seen in figure 13. The companies that have operated in the tourism sector for 1-5 years form the biggest group (14 respondents). However, 22 of the companies have been in business over 11 years, and 10 of these companies already for over 20 years, which creates a nice balance between the respondents.
The respondents defined their customers as seen in the figure below. Most of the companies are dealing with both the national and international tourists and 33 respondents defined individuals as their customer group. Only nine companies are dealing with business travelers which gives the insight that the companies have a greater focus on leisure travelers than on people travelling for business.

![Type of clients](image)

Figure 14. Type of clients.

4.4 Data analysis process

The questionnaire was online for 4 weeks and it included questions that were obligatory as well as open boxes for comments about Pentur and the problems of the Peruvian tourism industry.

The service used for creating the questionnaire, Kyselykone.fi, automatically analyzed the answers and provided different filters for viewing the results. Information was also taken from different sources from the internet that included opinions about Pentur.

4.5 Reliability and validity

Reliability of a research refers to consistency, accuracy and precision; the aim is to provide accurate results. Reliability is the repeatability of a research, in other words, a study can be considered to be reliable when it gives similar results when it is repeated, using the same resources and environment as before. The reliability of a research can be measured by doing a retest. (Social research methods 2010)
Validity is the ability to measure the things it is supposed to measure. Validity is the strength of our conclusions, inferences or propositions. (Social research methods, 2010)

The research was conducted by using a quantitative research method and the questionnaire was sent to approximately 500 email addresses of different travel agencies and tour operators. The idea was to get at least 60 respondents, but had to proceed with a smaller portion of 47 respondents. In addition one respondent did not fill in the questionnaire, but left an open comment in the end.

Most likely there are differences between different regions in Peru in terms of tourism development. As the questionnaire was sent to companies all around Peru, comparison between the different areas cannot be made as the number of respondents is too small for that and there are more respondents from certain areas. This may also affect the results as different areas are facing different problems.

The fact that the research is not done in Peru and does not have a direct connection with for example MINCETUR, might have affected the willingness to answer the questionnaire negatively. Also, as the link for the questionnaire was sent to general email addresses and not directly to persons in higher positions, the managers and directors might have never seen the email at all.

As several persons replied the email saying that their company has never heard about PENTUR, it is also possible that a certain amount of the people that received the email did not feel capable of answering the questionnaire. Possible errors might have also occurred in the part where one has to give his answer by clicking one of the five options, 1 stating “Strongly disagree” and 5 “Strongly agree”, if one confuses the meaning of the numbers.
5 **Key results and analysis**

This chapter will focus on the results gained from the questionnaire. The first sub-chapter concentrates on the respondents’ opinions about PENTUR and analyzes to what level the respondents agree with different statements of PENTUR. The scale used is from 1 (Totally disagreeing) to 5 (Totally agreeing).

It is followed by a sub-chapter that looks into the attitudes towards supporting the sustainable tourism development as the questionnaire gives suggestions of ways to contribute to the sustainable development.

The last sub-chapter analyzes the open comments the respondents have about Pentur and also states what, according to them, are the factors influencing Peruvian tourism sector negatively.

### 5.1 Main Findings about Pentur and its strategies

The vast majority of the respondents agreed with the first statement of there being many actors with overlapping tasks in tourism planning in Peru. The scale was from 1 (Strongly disagree) to 5 (Strongly agree) and the average of the responses was 4.15. This shows that the respondents recognize the problem of tourism planning in Peru as stated in Pentur as well.

As can be seen in figure 15 the respondents have doubts about the level of knowledge of the local institutions regarding tourism development. 61% of the respondents disagreed or strongly disagreed with the statement but the opinions divided among the options “Agree” and “Strongly agree” as well.

17% of the respondents chose the neutral option.

![Figure 15. Possession of knowledge to develop tourism](image-url)
A vast majority of the respondents (81%) stated that they do cooperate with other local tourism actors, whereas 4% disagreed and 2% strongly disagreed with the statement. 13% gave a neutral answer. (Figure 16)

![Figure 16. Cooperation with local tourism actors](image)

As can be seen in the figure 17, majority of the respondents stated that local companies should participate more in tourism development. 87% agreed strongly with the statement whereas 11% stated they agree, leaving only 2% disagreeing with the statement.

![Figure 17. Participation of local companies in tourism development](image)
The respondents were rather unanimous regarding the 5th statement (Figure 18); 79% strongly agreed with there being a weak capacity for tourism management on many regional and local levels. Only 9% disagreed with the statement (figure 18).

![Bar chart showing responses to Statement 5](image)

**Statement 5.**
There is a weak capacity for tourism management at many regional and local levels.

- 0% Strongly disagree
- 9% Disagree
- 4% Neutral
- 9% Agree
- 79% Strongly agree

Figure 18. Capacity for tourism management at regional and local levels

The purpose of the 6th statement was to measure to what extend the respondents think PENTUR is an important tool in tourism development. 45% of the respondents fully agreed with the statement whereas 26% chose option 4; “Agree”. The respondents that chose option 1 or 2 covered 14% altogether.

The remaining 17% did not agree or disagree. (Figure 19)

The median of the answers is 3.96, which states that the level of agreement of Pentur being an important tool is not that high even though 45% showed strong believe in the plan.
Figure 19. PENTUR and its role in tourism development

Figure 20 shows how the respondents evaluate their knowledge about Pentur and its strategies. One can note that the answers were greatly divided between the five options. The purpose of this statement was to measure whether the respondents feel they have the enough information about Pentur. Based on the answers given it seems that it has been rather difficult to estimate; the average of the answers is 3.36 which gives an insight that the respondents were unsure whether they have the needed information about Pentur or not. It is also hard to say how the respondents define “enough information” regarding Pentur.

Figure 20. Knowledge about PENTUR and its strategies
According to the respondents, implementing the strategies of the national tourism plan is rather hard; the average of the answers, 2.7, states that it is not clear how the strategies of Pentur can be used in action. In addition, the high number of neutral answers (30%) indicates that there is a lot of uncertainty in answering this question. This might be due to the lack of information or that the respondent is in a lower position and unable to answer the question.

There is a lot of skepticism about whether the plan can work in practice, and as said before, PENTUR has been criticized by many travel industry professionals. One of them is Angel Oróz Barrientos who has been defending the law for professional tourist guides with the aim of only having professional guides practicing the profession and in his articles he is also highlighting the importance of training and education. (Info Cusco, 2010) In his blog “El apuro del PENTUR” (The problem of PENTUR) Miguel Angel Oróz Barrientos defined PENTUR as the current government’s way to “clean up” before the next government and have their name on this PENTUR document as a proof of their work and as a justification for their time in power. (El turismo en el Perú blog, 2010) As the previous tourism plans in Peru have all failed somehow, it is logical that the idea of another attempt to improve the tourism industry creates hesitation among the people working for the tourism sector.

In addition Orós has expressed his concern about the representatives taking part in the development of PENTUR. In his opinion the way of choosing the representatives has been rather questionable. According to Orós, one of the most important tourist destinations in the country, Cusco, has its representative handpicked by former vice president Ramiro Salas. Mr Oróz Barrientos is also wondering why the tourism associations in Cusco area were not included in choosing the representative.

Aeronoticias which is an informative webpage with publications from professionals in the following fields: economics, tourism, business, banking and finance and law, just to name a few, published an article about the PENTUR workshop held by Mincetur in October 2008. According to tourism consult Carlos Villena Lescano it is not clear whether the document is a strategic plan or an operating plan; it seems to be a combination of both. He also added that the SWOT analysis of the Peruvian tourism is just a list of Strengths, Weaknesses, Opportunities and Threats, and it is lacking a hierarchy. In order for a plan to work, it is crucial to know for example, which of the weaknesses are more serious and which of them are the least serious.
“The document has no goals, and that is very serious”, Villena added. (Aeronoticias, 2010) Elmer Barrio de Mendoza, director of the sustainable development program of PIASA Consultores, however found the new plan a great platform for future development and in comparison with the previous plans Peru has had, Pentur seems to be the one with most potential in developing the industry in the country.

Figure 21. Implementation of PENTUR´s strategies

Figure 22 strengthens the image gained from the previous figure; it shows that the respondents feel that different steps of Pentur have not been clearly presented. The lack of knowledge about Pentur can be seen here as well; the percentage of neutral answers remains rather high.

Figure 22. Presentation of different steps adopted by PENTUR .
In addition when taking the answers of only the 14 companies that have participated in Pentur meetings, there are only two persons agreeing that different steps have been clearly presented. Surprisingly 5 of the respondents cannot say whether they agree or disagree with the statement, even though they have taken part in the meetings.

![Figure 23. Opinions on steps presented by PENTUR](image)

Statement 9. Different steps of PENTUR have been clearly presented. (Companies that have participated in the Pentur meetings)

<table>
<thead>
<tr>
<th>1 Strongly disagree</th>
<th>2 Disagree</th>
<th>3 Neutral</th>
<th>4 Agree</th>
<th>5 Strongly agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>2</td>
<td>5</td>
<td>2</td>
<td>0</td>
</tr>
</tbody>
</table>

The opinions whether Pentur is beneficial for the respondents’ company operations divided greatly as seen in the figure 24.

The persons choosing 3 (neutral) were clearly not aware whether Pentur is beneficial for their company functions or not; they also stated, by choosing 4 or 5 in the previous questions, that implementing Pentur is not easy and that the different steps have not been clearly presented. This might indicate that there is a lot of unawareness about the practicality of Pentur and companies do not necessarily see the connection between themselves and Pentur. Even though 40% of the respondents either agreed or strongly agreed with the statement the average of the answers rises only to the neutral level (3.15).
PENTUR and its benefits to business operations.

In addition, the 14 companies that had participated in the Pentur meetings gave their answers in the following way: 3 respondents strongly disagreed of Pentur being beneficial for their company, 2 gave a neutral answer, 4 persons agreed and 5 strongly agreed. Even though these 14 companies stated earlier that Pentur is rather hard to implement and that the different steps have not been clearly presented, a majority of them still sees Pentur as beneficial for their operations.

As Pentur is nowadays implemented more on regional level, the aim was also to find out whether the companies are aware of the development plans of their own region.

All the respondents that state they are aware of the development plans in their region also stated that they cooperate with other local tourism actors (Statement 3). This might affect the awareness of the regional development plans positively as they are in connection with other companies of tourism sector.
As the vision of Pentur includes offering tourism products that are competitive, sustainable and provide diversity, the respondents gave their answers whether Pentur has motivated them to improve the quality of their products. Based on figure 26, one can say that Pentur has not had much of an influence on the companies’ products; the average of the answers stayed at 2.26 (disagree). In that sense one can say that Pentur has not been seen as a motivator in improving the quality of the products.

**Figure 25. Awareness of development plans**

**Figure 26. Role of PENTUR in motivating different actors**
All of the respondents felt that the protection of natural, cultural and historical sites is very important for their company. As the Peruvian tourism industry leans greatly on this type of touristic sites, the result was more or less expected. 41 respondents strongly agreed whereas 6 persons chose “agree”.

Figure 27. Importance of protection of natural and cultural sites

64% of the respondents feel that having a ten year tourism plan in Peru is realistic. The purpose of this question was to get opinions whether the respondents think a plan for ten years can be effective and realistic in a country that is for example dealing with nature disasters. Even though the average of the answers stays below 4 it seems that there is a belief in the long term plans of Pentur.

Figure 28. Opinion about tourism ten year plan
5.2 Communication with MINCETUR

Only 37% of the respondents have contacted MINCETUR in order to receive more information about Pentur. Among the 63% that have not contacted MINCETUR for this purpose, are of course the companies that have had absolutely no idea what Pentur is about in the first place.

![Bar chart](image)

Figure 29. Communication with MINCETUR

At the moment, the respondents receive updated information mostly by email and via Internet, which are probably the most efficient channels nowadays. 19% have also got information in meetings. (Figure 29). 26% do not receive updated information about Pentur at all but would like to be informed in the future mostly by email. Some of them would also like to get information via Internet, newspaper and meetings.

According to the answers there is a lack of communication between the government institutions and the smaller businesses.
Figure 30. The channels of receiving information about Pentur

The figure 31 shows through which channel the respondents would like to receive information about Pentur in the future. Half of the respondents would like to be informed by email whereas 22% would also like to get information through meetings as well.

Figure 31. Future channels of communications with PENTUR

As can be seen in figure 32, 31% of the respondents have participated in the meetings about Pentur. Figure 33 also shows the willingness to participate the meetings in the future: 94% of the respondents are interested in taking part in the meetings, including all of the respondents, except for one, that already have participated in the previous meetings.
Figure 32. Participation in the Pentur meetings

Figure 33. Willingness to participate in the Pentur meetings

5.3 Support to the sustainable development

The suggestions for supporting the sustainable development were divided into 5 different parts: supporting the local community, actions for sustainable development, actions for the cultural heritage, actions for the natural heritage and actions for the historical heritage.
39 of the respondents could see their company including the local community their tourism activities. The companies willing to offer financial help were only few (8) but cooperating with local companies got the support of 26 respondents. In addition 22 companies could think offering educative workshops/projects as a way to support the local community.

![Ways to support the local community](image.png)

Figure 34. Ways to support the local community

When asked about supporting the sustainable development of the company, a majority of the respondents (38 persons) would improve the quality of their products. Providing training for the personnel got the support of 37 respondents. Only about half of the respondents would implement safety precautions for both the personnel and tourists.
As can be seen in figure 36, the respondents felt that informing the tourists, promoting the local products and including the local population in the tourism activities would be possible ways to support the cultural heritage. In addition 21 respondents could see their company supporting or arranging cultural events.

Figure 36. Ways to support the cultural heritage
According to the figure 37, the majority of the companies could inform tourists about the sensitive nature and/or provide tourism products that support the protection of the natural heritage.

In addition 34 respondents stated they could take part in projects that contribute to protecting the nature. The answers received give quite a positive image of the attitudes towards protecting the natural heritage, but of course one should remember that these are only suggestions and it is impossible to say what the actual actions taken by the companies are in order to support the preservation of the nature. 35 of the respondents would also include different forms of tourism such as ecotourism in their activities, which would contribute to the protection of the natural sites.

![Ways to support the natural heritage](image)

Figure 37. Ways to support the natural heritage

The answers of the respondents state that to support the historical heritage a majority would be ready to inform tourists about the importance of the protecting the sites. In addition 38 companies would be willing to take part in projects contributing to conservation of historical sites. Only few companies would be interested in providing financial help, which can also be due to the limited financial resources.
5.4 Main findings from the open questions

Tables 1 and 2 highlight the main points of the answers given to the open questions.

Table 1. Opinions about Pentur

<table>
<thead>
<tr>
<th>Key categories</th>
<th>Opinions from respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Usefulness</strong></td>
<td>It is helpful and a good tool for tourism planning and development as well as for tourism management, but seeing the results will take some time. Pentur will help the tourism industry tremendously but the governmental institutions need to communicate properly with all the actors involved in the tourism activities.</td>
</tr>
<tr>
<td><strong>Lack of coherence</strong></td>
<td>It is not coherent with the real situation of the tourist regions and it cannot be changed every time the government or ministers change.</td>
</tr>
<tr>
<td><strong>Waste of time</strong></td>
<td>It is waste of time to participate as in the end things are done in the ministry’s way. It serves only the interest of certain groups; corruption plays a big role in tourism planning as well.</td>
</tr>
<tr>
<td>Unrealistic</td>
<td>The plans tend to stay on paper instead of being implemented; it is no different to other previous tourism plans Peru has had (4-5 during the past 15 years). One cannot see any results.</td>
</tr>
<tr>
<td>---------------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Corruption</td>
<td>It is lacking control in terms of corruption and regulations in different areas.</td>
</tr>
<tr>
<td>Suggestions</td>
<td>In order to work Pentur should be implemented at all levels and include also small companies more in the projects.</td>
</tr>
</tbody>
</table>

Based on the comments about Pentur, it was praised for being an important tool and that should be implemented at all levels. It was considered as interesting and a good chance to develop tourism but at the same time one realizes that is a difficult task that requires qualified people with experience and knowledge of each region. Furthermore the respondents felt that it is also extremely important to include all the actors of the tourism sector and have more meetings in order for it to be successful.

However, according to the comments Pentur is not seen very coherent with the real situation of the tourist regions that are included in the project; there is a need for a lot of work and coordination before it can actually work. Pentur is harshly criticized for being just a plan on the paper and a plan of dreamers. The private sector should also be included more, and the public sector is being criticized for being slow in implementing the plans.

According to the respondents, there are too many proposals in the country without an actual action plan.

The respondents are skeptic about the implementation of Pentur: many respondents, who thought Pentur is a good tool and can contribute to the tourism development in Peru, also recognized the problem of putting the plans into practice and that seeing the desired results is going to take time.

Pentur was also defined as a proposal that is “crashing down instead of going up”; but on the other hand one can understand it as it is constantly being under construction because of the changes of authorities.
More communication and better performance is needed, and it needs to be continuous. Based on the comments MINCETUR should, through promotion, inform the tourism companies and people involved in the tourism activities more about the plans and what has been done so far.

Table 2: Factors with negative influences on tourism development in Peru

<table>
<thead>
<tr>
<th>Key factors</th>
<th>Main effects and consequences</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of knowledge</td>
<td>Not enough education and training which leads to a weak quality in products and deficiency in protecting the fragile sites.</td>
</tr>
<tr>
<td></td>
<td>There should be only professionals involved in providing tourism services; unprofessional people weaken the quality of products and might put the tourists in to danger.</td>
</tr>
<tr>
<td>Lack of regulations</td>
<td>There should be more control by the government in terms of legal issues in the tourism sector and a punishment system for those who break the laws.</td>
</tr>
<tr>
<td></td>
<td>Tourism services also lack professional ethics and honesty which easily affect the experiences of tourists negatively.</td>
</tr>
<tr>
<td>Government and authorities</td>
<td>All areas are not taken into consideration in decision making; tourism industry is still focusing mainly to Cusco area. The decisions are often made by people in offices who do not have the field experience; by including different actors of the industry in decision making the situation might be more satisfactory for the industry as well.</td>
</tr>
<tr>
<td></td>
<td>There is only little help and interest from the government’s part and not enough information provided by MINCETUR, which easily lowers the level of loyalty towards the government.</td>
</tr>
<tr>
<td></td>
<td>Corruption lays a shadow over the industry as well when people are chosen to important posts for other reasons than their skills and knowledge.</td>
</tr>
<tr>
<td>Security</td>
<td>The insecurity leads to crime and terrorism and affects the industry greatly. Security measurement systems should be implemented in tourist destinations and there should only professionals in the tourism activities. Roads should be constructed and more attention should be paid to other points of road security as well, for example road blockades.</td>
</tr>
<tr>
<td>Other</td>
<td>Weak infrastructure and contamination are slowing factors in tourism development along with nature disasters with a lack of foresight of the authorities at all levels.</td>
</tr>
<tr>
<td></td>
<td>There is a lack of diversity in tourism products; more parks and reserved areas could benefit the industry a lot.</td>
</tr>
</tbody>
</table>

Based on the answers given to the open questions the lack of knowledge and training were among the main issues in terms of negative factors influencing the tourism development of Peru. In addition the respondents express their concern about unprofessional people in the
tourism activities and the existence of unofficial tourism companies. This naturally lowers the quality level of products, which is also mentioned in the answers. According to the respondents, the authorities do not have the interest for tourism development and the whole tourism industry is disorganized and the government is criticized for not providing enough help. Corruption is once again mentioned in terms of giving important positions to people because of political favors not because of the skills and acknowledgement.

Corruption and disbelief in the government and its actions can be also considered as a major problem. Pentur was referred as a plan that only serves the interest of certain monopolistic groups as well as personal interests instead of truly integrating tourism development of all areas. Pentur is also seen as another malfunctioning plan from the government that will not work any better than the previous tourism plans.

Furthermore, the comments state that the program should be consistent with the proposals and it should not be changed every time the government or minister changes. Based on the answers, there should also be more attention paid to the legal issues as well. There should be, for example, more control over unofficial companies and certain sanctions for the tourism companies acting against good practice.

5.5 **Projects supporting the sustainable development in Peru**

This section introduces two different projects that have contributed to the sustainable development. These projects are not in connection with Pentur but demonstrate well how tourism can act as a tool to develop the local community.

5.5.1 **Posada Amazon Project**

The Posada Amazonas lodge is a cooperative project between a tour operator, Rainforest Expeditions, and the local community of Infierno which is located near the borders of Brazil and Bolivia, a two-hour boat ride away from Puerto Maldonado. The population of the community is approximately 500 people and they make their living by farming, animal husbandry, tree-felling, hunting and collecting forest plant and animal products. (Häusler 2008, 222)
The Posada Amazonas lodge has 24 bedrooms with an all-inclusive price of US$90 per day. In 2004, there were 6,158 visitors with a total of 14,441 overnight stays, which represents an average operation rate of 70%. The following year the number of guests increased, stating the growth of 6.4% in comparison with the year 2004. (Häusler 2008, 222)

Rainforest Expeditions is a company based in Lima that has operated since 1992. The company operates with the aim of combining tourism with environmental education and supports the areas where they operate. (Go2Peru, 2009)

The idea of the Posada Amazonas project was to prepare the local community to take care of the business independently after the 20-year-project. The contract will end in 2017, which means that the community of Infierno will have the choice of either continuing the agreement or to manage the business operation by itself. The lodge is the property of the community of Infierno but the company has the right to use it for 29 years. The revenues are split so that the community gets 60% and the company 40% of the revenues. The contract includes also environmental issues that have to be taken care of by the community and for example hunting is prohibited. (Häusler 2008, 223)

As mentioned before, Rainforest Expedition values education and training and therefore a five-level-training was confirmed:

1. Lodge construction workers
2. Lodge staff (service, kitchen, restaurant, guest rooms)
3. Leaders and positions in the middle management
4. Lodge administrators and office staff in Puerto Maldonado
5. Leadership positions in senior management

Figure: Five-level-training program. (Häusler 2008, 224)

Wanting to contribute to the community as much possible, Rainforest Expedition decided to hire only locals to work at Posada Amazonas lodge. “As of 2005 64 waiters, 64 boat men, 52
room attendants, 41 cooks and other personnel, 21 laundry attendants, 8 bakers, 11 bartenders and one chief of maintenance had been trained.” (Häusler 2008, 224)

Training the guides, which is time-consuming, also requires more investments as the average cost for training a local is US$4700. The locals wanting to go through the training can however take a loan, of which they will have to pay 50% back in installments after completing the training. Rainforest Expeditions will cover the other 50% and this way support the training program.

The earnings of the community have obviously changed greatly. In 2005 the net revenue was US$120,000 of which $30 000 was spent on community projects. These projects included for example drinking water, community port, social support and football team. (Häusler 2008, 225)

Tourism in Posada Amazonas, that gets 7000 visitors per year, has allowed the community to make improvements in the infrastructure and basic services. For example, with the money received from tourism made building a secondary school possible. In addition, in 2005 every household had a 25% increase in the average family income as they received $600 as their share of lodge profits. (Perunature, 2009).

As said, the economical impact to the community is enormous; as of today, every household’s income has increased approximately 70%. (Häusler 2008, 226) This indicates that the whole project has been extremely profitable and that is has improved the living conditions in Infier-no significantly.

Also, the people that have passed the training have the possibility to work, not only in Infier-no, but outside the community too, as they have the skills and knowledge. (Häusler 2008, 227)

Despite the development achieved in Infier-no, some negative issues have arisen as well. There have been rather cruel conflicts between the members of the community regarding cultural, social and economic issues. Another thing causing problems is the decision-making process, as in many cases the bigger decisions are made in Lima and the committee representing the community has been left out. Another problem, regarding the committee is that some of the committee members are not qualified for the task. (Häusler 2008, 228)

In 2007 there were not enough job applicants and the situation required hiring people outside the community. This turned out to be rather difficult as the work requires the employees to spend a lot of time away from home and their families.
There should also be an effective marketing strategy to promote the lodge as the lodge does not have its own webpage and it is mainly marketed through the Rainforest Expeditions webpage. (Häusler 2008, 228)

5.5.2 Túcume project

Túcume is located in the north of Peru, in the province of Lambayeque. In Túcume one can find a 3000 years old archeological site, covering more than 218 hectares and presenting 26 major pyramids and platforms. Huaca Larga, 2300 feet long, is the longest adobe structure known. (Inkanatura, 2009)

Despite the strong and successful conquests of the Chimus (1375), the Incas (1740) and the Spaniards (1532), the population showed its strong identity and the images of the gods survived. (Museo de sitio Túcume, 2009a) Over the years, the site has been supported by several investors, both national and international.

The museum of the Túcume site offers the visitors an amazing chance to see a piece of ancient history and at the same time support the local community.

The museum consists of four components: Investigation & Conservation, Contribution the community, Arts & crafts and gastronomy. The visit includes a tour in the museum and on the pyramid site. In addition to the tour, one can find an arts and crafts shop next to the museum. The old techniques and traditional designs reflect the identity of the local culture and besides the shop the ladies of Túcume offer the visitors a gastronomical experience by preparing northern dishes with the local fresh drink chicha. Especially the arts and crafts products of Túcume, which include bags, sweaters, jewelry and other accessories, have showed a strong potential and have been presented in several exhibitions.

The site itself has attracted many groups of archeologists to do research and has for example been financially supported by a Norwegian museum called Kon-tiki. (Museo de Sitio de Túcume 2009a) Through this kind of international cooperation it has been possible to preserve the site as well as share information of the historical site globally.

One of the most important objectives the Museum of the Túcume site is to support a sustainable development and assure the preservation of the archeological site with a high involvement of the local community. (Museo de Sitio de Túcume 2009b)

By making the local people value the archeological site as well as their traditions and culture, the community can develop the local products and services and this way obtain a strong iden-
tity. This has already happened with the arts and crafts products as they have been also sold internationally.

The project of Túcume includes also an educational program to ensure the sustainable development in the future as well. The education program of conservation has worked since 1998 and includes the local, regional and national involvement. As mentioned before, international cooperation has brought a lot to the museum. The municipality of Lœben, Austria provided the basic equipments like computers, printers and copy machines especially for this educational project. (Museo de Sitio de Túcume 2009b)

The museum of Túcume site provides excellent opportunities for the local community to benefit from the cooperation with different archeological groups. The development and the progress in Túcume increase the self-confidence of the local community as well as open new doors for the people; the education program provides job opportunities by giving the people the skills needed. Whether the Túcume site is excessively dependant on external sources of finance is another question but most likely the archeological site will just grow its value over the years supporting the community of Túcume.
6 Conclusions and recommendations

The purpose of this research was to get information about the attitudes and opinions the Peruvian tourism service providers have about Pentur and the tourism planning in the country. The results are based on the answers of 47 company representatives from all around Peru. The companies consist of travel agencies and tour operators of different size and with a different number of years in the business.

The results of this research give information on to what extent Pentur has affected the tourism companies in Peru and what are considered to be the problems in implementing a nationwide plan. However, as it is a small sample of travel agencies and tour operators, the outcome of the research can be only considered as preliminary results. One should do further research focusing on different areas separately in order to get more detailed information about the subject.

In addition one could focus more on the attitudes towards the regional plans.

The results indicate that there should be more open communication between the governmental institutions and tourism companies and the private sector should be included more widely in the planning process. Of course, a lot depends also on the company and its activity towards different development projects; one cannot just stand aside and say nothing is being done.

There should be some kind of a forum where the companies could be in contact with the governmental institutions regarding the tourism development of their area and where they would also get information about the future projects. Almost everyone (94%) of the respondents was willing to participate in the Pentur meetings, which shows that they would like to get their voices heard and be part of the tourism development. Different kind of newsletters could be considered as well to provide information to companies in their region.

In addition there should be more cooperation of companies of the same region in order to develop tourism.

Even though Pentur is considered to be a good plan in theory, the respondents do not seem to have high expectations for the plan to work in practice, or in fact they did not have high expectations about its full implementation. The results show that there is only a little knowledge about the implementation plan and the different steps it includes.

In order to Pentur to work efficiently in practice, there should be a great commitment from the part of the tourism companies in different regions which of course demands a fluent
communication between different actors. At the moment, although based on the small portion of tourism service providers, there seems to be a great unawareness of what should be done and moreover the actions taken by MINCETUR in the form of Pentur, seem to be a mystery for many respondents.

All the respondents agreed that protecting the cultural, natural and historical sites is very important for their companies. When given suggestion of how to support the sustainable development, only a few would be willing to provide financial help but the majority would include the local community in their tourism activities, inform tourists about the culture, traditions and the fragile sites and provide products supporting the protection of the sites. Much could be done through different development projects that include local companies and population as can be seen with the example of Túcume and Posada Amazon. This requires a lot of effort but in the end can be a turning point for the local communities and a long lasting business for companies. This type of projects contributing to the sustainable tourism do not necessarily require a direct help or an input from the state’s part but in order to succeed the project need to be monitored and developed by professionals of the industry. The knowledge and skills of the people involved in previous projects should be used when planning for the next ones and educational factors should form the basis of the projects.

The results show that the respondents have a positive attitude towards projects contributing to the nature protection as 34 out of 47 would also be interested in taking part in this kind of projects. The number is even a bit higher with projects contributing to the protection of historical sites (38 respondents).

Of course this does not necessarily tell the whole truth, as once again there is a difference between theory and practice. It is clear that the problems in the society, such as crime, corruption and weak infrastructure affect the tourism industry greatly and slow down the development of the sector.

The need for creating new types of tourism products in areas which do not posses big attractions such as Machu Picchu is one key to develop tourism in the country but in order to succeed, the state and the regional authorities have to take care of the construction of the infrastructure. Education and training are central concepts in sustainable tourism as well as including the local population in the activities.

There should also be constant measurements and monitoring of the plans, and once again enough information about the results should be provided to the different actors of the tourism sector.
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Museo de Sitio Tucume 2009b. [Tucume site museum] Presentación [Presentation]

Oneworld 2009 Member airlines.


Appendices

Appendix 1: Questionnaire for Peruvian tourism service providers

<table>
<thead>
<tr>
<th>Company background information</th>
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<tbody>
<tr>
<td>Position of the person filling questionnaire</td>
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<tr>
<td>Location of the company</td>
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<td></td>
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<tr>
<td>Year of operation in tourism industry</td>
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<td></td>
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<tr>
<td>Size of the company</td>
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<td>Type of clients</td>
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</tbody>
</table>

Awareness of the National tourism plan (PENTUR) and its strategies

To what extent you agree or disagree with the following statements

<table>
<thead>
<tr>
<th>Statement</th>
<th>Strongly disagree</th>
<th>Disagree</th>
<th>Neutral</th>
<th>Agree</th>
<th>Strongly agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. There are many actors with overlapping tasks in tourism planning in Peru.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
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<tr>
<td>2. In general the local institutions have the knowledge to develop tourism.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
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<tr>
<td>3. My company operates with other local actors of tourism.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>4. Local companies should participate more in tourism development.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>5. There is a weak capacity for tourism management at many regional and local levels.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>6. PENTUR is an important tool in tourism development in Peru.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>7. My company has enough information about PENTUR and its strategies.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>8. The strategies of PENTUR are easy to implement.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>9. Different steps of PENTUR have been clearly presented.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>10. PENTUR is beneficial for our company’s operations.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>11. My company is aware of the development plans in our region.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>12. PENTUR has motivated my company to improve the quality of the products.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>13. The protection of the natural, cultural and historical sites is very important for my company.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>14. Having a ten year tourism plan in Peru is realistic.</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
</tbody>
</table>

Sustainable development

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

Our
Common Future: Report of the World Commission on Environment and Development

In order to support the sustainable development, my company could do the following

(please choose the options that apply to your company)

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<tbody>
<tr>
<td>15. Support to local community</td>
<td>☐ Cooperate with local companies  ☐ Financial help  ☐ Provide educational workshops/projects  ☐ Include the local community in tourism activities</td>
</tr>
<tr>
<td>16. Actions for sustainable development</td>
<td>☐ Improve the quality of products  ☐ Provide training for the personnel  ☐ Safety precautions for both the personnel and customers</td>
</tr>
<tr>
<td>17. Actions to support cultural heritage</td>
<td>☐ Inform tourists about the culture and traditions  ☐ Promote local products e.g. arts and crafts or gastronomy  ☐ Arrange/support events supporting the culture  ☐ Include local population in tourism activities</td>
</tr>
<tr>
<td>18. Actions to support natural heritage</td>
<td>☐ Inform tourists about the sensitivity of the natural heritage  ☐ Provide financial help  ☐ Take part in projects contributing to nature protection  ☐ Provide tourism products that help protecting the heritage e.g. eco-tourism</td>
</tr>
<tr>
<td>19. Actions to support historical heritage</td>
<td>☐ Inform tourists about the importance of protecting the historical sites  ☐ Financial help to protect historical sites  ☐ Take part in projects contributing to conservation of historical sites</td>
</tr>
</tbody>
</table>

Communication with MINCETUR and PENTUR

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<table>
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</thead>
<tbody>
<tr>
<td>20. My company has been in contact with MINCETUR to get more information about Pentur</td>
<td>☐ Yes  ☐ No</td>
</tr>
<tr>
<td>21. My company always gets updated information about PENTUR</td>
<td>☐ By E-mail  ☐ Via internet  ☐ Newspaper  ☐ By letter  ☐ Word of Mouth  ☐ Through meetings  ☐ Other………………</td>
</tr>
<tr>
<td>22. In the future my company would like to get information about PENTUR</td>
<td>☐ By E-mail  ☐ Via internet  ☐ Newspaper  ☐ By letter  ☐ Word of Mouth  ☐ Through meetings  ☐ Other………………</td>
</tr>
<tr>
<td>23. My company has participated in meetings to discuss Pentur</td>
<td>☐ Yes  ☐ No</td>
</tr>
<tr>
<td>24. My company would like to participate in meetings to discuss Pentur</td>
<td>☐ Yes  ☐ No</td>
</tr>
</tbody>
</table>

If possible give answers to the following questions

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td>1. What is your opinion and comment about PENTUR so far?</td>
<td></td>
</tr>
<tr>
<td>2. In your opinion which factors influence negatively tourism development in Peru?</td>
<td></td>
</tr>
</tbody>
</table>

Thank you for your help!!!