

TOWARDS THE COMPOSITION OF THE COMMUNITY SYSTEM IN THE POLITICAL PRACTICE OF TOURISM IN THE STATE OF HIDALGO, MEXICO

¹Abraham Briones-Juárez, ²Erika Cruz-Coria, ³Ricardo Tejeida-Padilla

¹& ² Universidad Autónoma del Estado de Hidalgo, México

³ Instituto Politécnico Nacional, México.

¹abrahambiones2003@yahoo.com.mx, ²ecoria84@hotmail.com, ³ricardotp75@hotmail.com

ABSTRACT

In Mexico, tourism is an activity that generates income, jobs, and the development of infrastructure. However, its importance lies in being a commercial activity prone to be planned in a production system to avoid undesirable impacts on the fields of interest for tourism, comprising the natural, social, and cultural systems. The composition of the participants in decision making is essential because it allows us to know how the resources must be combined to set up tourism activities within the principles of sustainability. In the definition of the players, the government keeps an important role in formulating public policies that affect the design, planning and operation of tourism activities and establishes a communication channel that expands or restricts the scope for action of the other players. Therefore, in this study we propose to define the community tourism system in the tourist practice of politics in the state of Hidalgo from the perspective of systemic with the intention of highlighting the aspects involved in planning this activity. The study identified three orientations and the communal system and its subsystems are presented in the tourism policy.

Keywords: Tourism, complexity, tourist policy, community system.

I. INTRODUCTION

Political management as a means to develop sustainable tourism began to emerge in the 80s, winning greater force in the 90s, at the beginning for the dispute to integrate socio-economic and socio-cultural issues within the sustainable development commission (ONU, 1999), which raised the need to develop policies, strategies and plans for organizations, companies and indigenous communities. For its part, the Tourism Code of Ethics introduced regulations for professional practice UNAM (2000) and invited the governments to review their plans and strategies for natural biodiversity in the convention of biological diversity and tourism development (CDB, 2013), with the intention of identifying visions and objectives by reviewing legislation, planning and destination management. Furthermore, the declaration of ecotourism held in Quebec raised recommendations and instruments in this field PNUMA (2003), and the emphasis was highlighted in international cooperation and improving access to markets to enable sustainability at the Sustainable Development Summit (JDSD, 2002).

In Latin America, the explanatory introduction of the integration of sustainability in tourism to state planning is located in the model of social and economic dependency derived from the north-south relationships. This approach presents tourism as a means to overcome the economic and cultural gap praising development as the only way for

The Community System in The Political Practice of Tourism

progression in constitutive terms. This idea transcended due to the inability of self-sustaining growth to improve the quality of life, increase revenues and tackle poverty.

According to Gómez (2005), the failure caused by development planning is found in the design of the appropriate policies which derive from structural contradictions such as the exclusion and segregation of communities and the development of collective conflicts implied in the direction of the development. These aspects are especially sensitive in developing countries where the implementation of the resources might undergo deviations from the intended purposes.

The locating of public concerns in tourism development becomes complex because they derived from the needs of the community, the relationships among the players and the definitions and interpretations of the rulers in turn. Nevertheless, the defining of tourism in the path of development is based on the recognition of a leisure activity that generates economic resources which must be planned to prevent the negative impacts inherent to its elaboration and consumption.

Incorporating tourism activities should be a collective proposal that expands economic conditions, centered on a cultural conviction preceded by experiences, ideologies, resources and elements that could integrate a balanced relationship based on pertinence. This process, however, is not automatic because communities lack the means and measures to move forward in the election of their livelihoods and maintain transcendence toward self-management in terms of reaching new relevant positions in relation to a foreseen level of development. Therefore, the intervention of a guideline present in the Public System Management (PSM) becomes necessary. This guideline constitutes a functional structure which integrates the principles of government implementation such as: public interest; the detection of the needs of society, the goals and purposes, and the efficiency to spend public money (James, 1997). This schema should be nourished by other elements, for instance the vision of the communities, the relationship between the players and the relevance of programming activities that might be at the same time profitable and suitable to the means of production. This way, it is possible to generate a tourism activity that works in harmony with the way of life of the communities and at the same time establishes a system that supports the preservation of resources. All of the above should start from the partnership government-society where both players demand and provide information to generate new designs in tourism planning.

This study consists of the following sections: Section II shows a literature review of tourism policy; Part III presents the methodology; Part IV refers to the systemic and tourism policy. Part V presents the communal system in tourism policy in the state of Hidalgo, and finally Part VI presents the conclusions.

II. LITERATURE REVIEW OF TOURISM POLICY.

Tourism is a powerful mixture of the economic, political, and cultural phenomena (Burns & Novelli, 2007) that intertwine with other elements such as material goods, production systems and the needs of the market to generate tourism goods and services. Therefore, it operates as a complex system given that the industry has a large number of factors and activities which are interdependent and related in different spatial levels (Walker *et al*, 1998). In tourism management, the evaluation and planning of the recovery capacity are

The Community System in The Political Practice of Tourism

becoming increasingly important due to the nature of the raw materials used for the production process which are composed of natural and cultural attractions. These elements must be preserved in order to expand their use. This idea has put pressure in tourism to respond and adapt itself to diverse factors (Luthe & Wyss, 2014) mainly of social, economic, and environmental nature.

In the dynamics of tourism, government keeps a coordinating function in regard to the different players who have diverse institutional arrangements and administrative levels (Pastras & Bramwell, 2013), and whose influence may vary temporarily and create particular views that do not necessarily respond to the needs of those involved since they derive from the particular points of view of governments. Globalization has changed capitalism into one of the economic and ideological pillars (Dachary & Burne, 2006), which sets the tone of the trends in public policy. Thus, legislators generally report a more positive attitude towards the economic importance of tourism, since they have a limited knowledge of the composition of this industry (McGehee, Meng & Tepanon, 2006). Consequently, the current system of regulation seems insufficient (Kariminia, Ahmad & Hashim, 2012) to address the present difficulties.

This utilitarian use of tourism has placed it as a detractor of nature and culture which degrades social structures and deprives communities of their individuality (Simpson, 2008), consequence of the transculturation that detract the role of communities in this activity, supported by the deviations in the understanding of the scope, the definitions, and the empowerment at the government level. All of the above comes from an erroneous interpretation of the economic activities of tourism which are influenced by the logic of accumulation of capital (Su, Wang & Wen, 2013), which generates a double impact that goes from accumulation to services, and from social nature to social responsibility. In this regard Klooster (2010) asks: To what extent does tourism represent an effective alternative to the harmful effects of neoliberal production? This critic is based on the mass production models that arise from the current economic policies of government, which are seen as the deliberate intervention of the government in economic activities with the aim of reaching certain goals or objectives through the use of concrete means or instruments (Jordán & García, 1995).

According to Burns (2004), a third way approach could help solve those social problems which have been greatly neglected by tourism mass planning and would provide guidelines for the emergence of new proposals such as social economy. This notion has greatly attracted the attention of many public, private, academic, and even social organizations in recent years; it has been called by different names such as solidarity economy, popular economics, labor economics, life economics or community economy among others, which reflect the prevailing socio-cultural and political context in different historical moments (Hintze & Deux, 2008). It proposes to build an alternative for the development of society, especially of those sectors with the highest poverty and exclusion rates, based on the redistribution of income, resources and training for social partners (Coraggio, 2001).

Regarding political matters, tourism has found some adversities which prevent the development and implementation of sustainable tourism especially in developing countries (Yasarata, Altinay, Burns & Okumus, 2010) like Mexico, where they try to promote activities for a better quality of life in the communities and establish a path for development. The development planning in societies, however, tends to have different

The Community System in The Political Practice of Tourism

goals and expectations (Altinay & Bowen, 2006), which depend of the conditions of the political environment.

For example, in the democratic capitalism, tourism policy can only be understood by examining the context of federalism in which each level of government has its own dynamics, interests and problems (Richter, 1985). Thus the actions can be uncoordinated and aimed at solving different problems which in other settings or contexts would not be a priority.

On the other hand, there is a significant relationship between public trust and political support (Nunkoo, Ramkissoon & Gursoy, 2012) because they represent the means to allocate resources or budget items. Therefore, the reception of benefits, the cost of tourism, and the confidence in government are essential for political support (Nunkoo & Smith, 2013). Tourism, however, maintains a certain particularity in the private scheme which proclaims that as the tourism industry matures, it becomes more intelligent, more adaptable, and takes its own path (McLennan, Ritchie, Ruhanen, & Moyle, 2014); that is to say, it evolves, learns, and produces its own interaction mechanisms to cope with changes in the environment. Nevertheless, conflict may arise when local residents perceive that the tourism development proposals defy the particular qualities of the place. Hence, a key role of government in conflict mediation is to protect the public interest (Dredge, 2010) and for this, we must know how governments interpret and give meaning to public conflicts in development debates.

Tourism is a socially recognized phenomenon (Darbellay & Stock, 2012). This social system, turned into a socio-ecological system is evaluated by adopting the resilience principles (Munro, Allison & Moore, 2010), politics within its social context, including the economy, governance, and culture, focused on exploring the mutual interactions that affect the implementation of tourism policy (Krutwaysho & Bramwell, 2010), which manifests itself as a combination of the factors that create it and the relations it generates. However, the guidelines for the environment and the multiple factors that influence stakeholders and their intention to participate in environmental conservation and sustainable tourism generate economic benefits perception, awareness and information, as well as the rights to administrate the resource (Imran & Alam, 2014).

The concept of sustainable tourism has generated a series of institutional initiatives which have shaped a framework for both, theoretical and applied development thus establishing the general characteristics of contemporary tourism (Torres & López, 2012). These perceptions have generated many implications in policy makers whose policies, even though different in structure, have a clear focus on the economic sustainability of tourism (Farsari, Butler, Szivas, 2011). However, as Lei *et al* (2011) point out, the ecological and economic systems must be balanced, which means that to measure the sustainability of an economic system, we must overcome the simplistic quantification of monetary flows, whose indicators depend on the distinctive characteristics of the communities and groups or interested parties, including industry experts, government planners, policy makers and non-governmental organizations (Choi & Sirakaya, 2006).

The broader political-economic conditions of each society shape the governance (Wan, 2103) developed in power relations arising from the political and economic circumstances unique to each case. Thus, legislation must be considered in the context of the local

The Community System in The Political Practice of Tourism

government structures, power relationships, and the linkage among parts which include processes for tourism planning (Maguigad, 2013). Thus, for the purposes of development, we must take into account the different interpretations of the social groups; for instance, Buzinde, Kalavar and Melubo, (2014) studied the perceptions of well-being and development of the indigenous groups, and Litka (2013) highlighted the value of ejidos (communal land) which are based on kinship and power from which a sense of ideological and physical control originates. Rural communities are often presented by the tourism industry as an inherent value to be acknowledged and protected as tourists are often motivated to visit these sites in order to have a real experience with local people and communities (Sin, & Minca, 2014). Thus, ecotourism is widely publicized as a tool for community development in developing countries (Buckley, 2013).

Factors that affect the implementation of a tourism policy are the economic and social macro-environment, the institutional arrangements, the relations and structures of coordination among organizations (Wang, & Ap, 2013). The potential for the development of tourism has frequently and unnecessarily clashed with the public interest and even with the long-term interests of the tourism industry (Richter, 1983). This, due to the mix of attributes present in the public interest for the development of tourism. The government and its agencies can play a useful role in directing policies and implementing programs that work to improve the quality and productivity of tourism (Baum & Szivas, 2008).

On the other hand, to facilitate a more effective transition toward sustainability, it is necessary that tourism researchers be aware of the changes that happen in related fields, especially with the ecology of ecosystems, the ecological economy, the global change science, and the complex theory (Farrell & Ward 2004), since, in relation to systems and tourism, their study lacks theoretical depth and empirical basis (Richards, 2002). Therefore, to improve the existing knowledge on the development of tourism areas, a more systematic and theoretical analysis is required (Ma & Hassink, 2013). Consequently, we cannot just think of tourism as an economic or social activity, its definition should cover all its different dimensions (Panosso, 2007). For which, the use of the complexity theory that provides a language to help identify the components of the social system is suggested (Zahra & Ryan, 2007). Therefore, in this study we used the systemic perspective to define the communal system of tourism policy in the state of Hidalgo.

III.METHODOLOGY

The General Systems Theory (GST) emerges as an alternative to the mechanistic scheme of isolable causal pathways and the Merista treatment (aimed at dealing with theoretical problems), which are insufficient to address those theoretical problems especially in the bio-social branches (Bertalanffy, 1995). The GST makes up an integrative discipline of natural and social sciences that includes living and non-living systems through isomorphic principles. It studies the system as a whole covering all its complexity and leaving intact the internal interactions (Gigch, 1981). Thus, it is appropriate for phenomena that cannot be simplified as tourism. In general, within the systemic thinking conceptualization, a system is defined as a set of parts with coordinated interaction to achieve a set of objectives (Johansen, 1999). Whilst the systemic approach tries to arrive at the dialectical synthesis

The Community System in The Political Practice of Tourism

between the quantitative and the qualitative methods, given that they are considered as complementary since they focus on two aspects: finding the explanation of the phenomenon and promulgating its improvement (Tejeida, 2005). Hence, the present study uses a systemic perspective to define the communal system of tourism policy in the state of Hidalgo.

IV. SYSTEMS AND TOURISM POLICY

Tourism policy, as a basic tool of the administrative organization of tourism, constitutes a body of theory that has its basis in economic policy. The socio-economic system is a complex influenced by the behavior of individuals (Kononovicius & Gontis, 2014). The demands of the economic environment, prioritize commercial activities (Chițiba, 2014), which demands proper management by the government. However, this is not its only appearance, since government, at the same time, legislates to cover other state priorities such as poverty, marginalization, and development.

According to diverse authors (Monfort, 2000; Velasco, 2004; De la O & Flores, 2007), there are different types of economic policy where tourism policy can be categorized. This categorization depends on the form of action, the scope and the objectives pursued. For instance, because of the way it intervenes, tourism policy is a *planning policy* because it is responsible for establishing the rules and institutions that regulate both the performance of individuals in the market as well as the government's performance. In the *process policy*, it becomes a direct interference exercised by government players in tourism through taxation and the creation of public tourism companies, among others (De la O & Flores, 2007).

The policies can be instrumental or sectorial by the way the decision-making process is organized. Instrumental policies have a vertical structure because they generate actions around the objectives pursued in the sector and the sectorial policies are horizontal in application because they affect the entire economic system.

Economic policy in turn represents the actions undertaken by the government to solve the problems of the different dimensions of society; i.e., it is a purposeful system that provides mechanisms to fulfill economic and social work. Thus, in the political transformation inputs are formed by government actions and, in the process, tourism is composed of a wide heterogeneity of agents whose functions are complementary and interrelated (Monfort, 2000; De la O & Flores, 2007). These players hold different perceptions of the environment of interest for tourism, which determine the goods and services on the market (see Figure 1).

The Community System in The Political Practice of Tourism

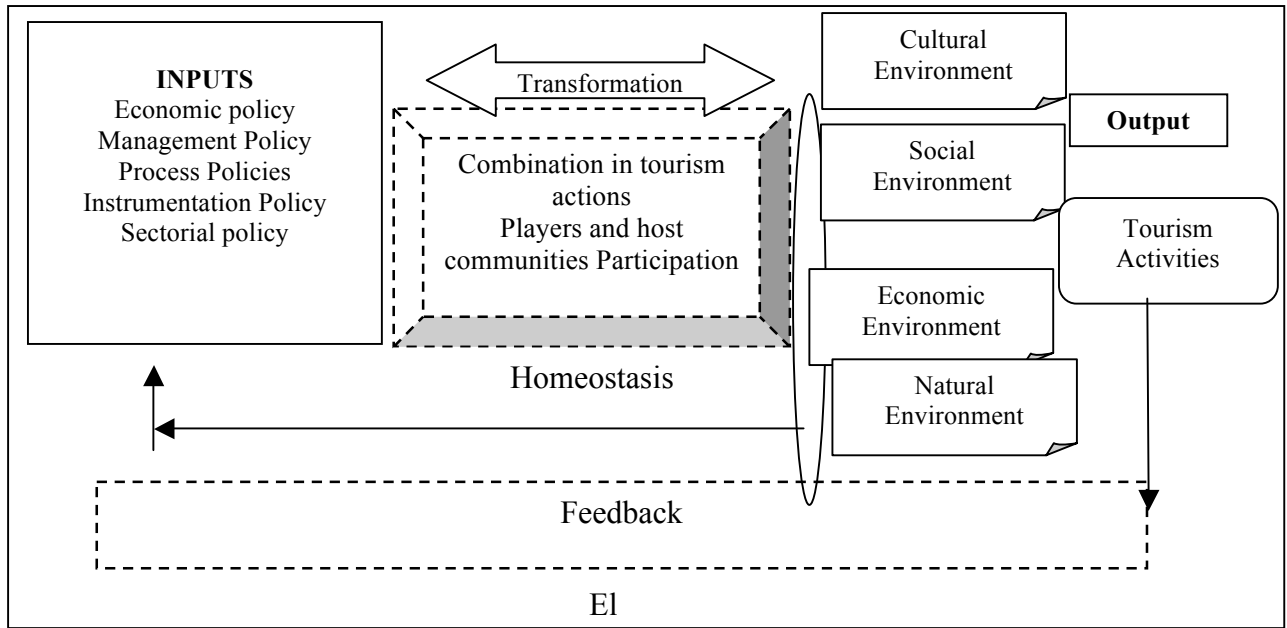


Figure 1. Transformation diagram of tourism policy

The direction taken by the economic policy of a country is determined by the principles of the general policy of the government in turn, which highlight certain internal relations that have their basis in imposed general principles that in, a coercive or participative manner, become government actions. For example, in Mexico, the economic policies under this scheme are directed to promote the transition to the internationalization of the economy by increasing the participation of private agents in the taking of economic decisions, seeking increased integration into the world's economy and, of course, giving a leading role to the market in resource allocation.

Which is reasonable given that the economic system is established, structured and regulated to increase revenue, however, the social system may or may not share this view, depending on whether it is favorable to the system or not. In this sense, the environmental protection, culture, and quality of life generate policies designed and permeated by the principles of the dominant model that alter their nature and purpose. This happens because the government maintains the role of "owner" in the soft system defined by Checkland (2001) since it is empowered through its legal powers, which are distinguished by their weak participatory tradition and its centralist conception of collective action (Cabrero, 1996; Rodriguez & Rodriguez, 2009).

Tourism policy has a regulation orientation that reflects the purpose and preferences the decision-maker, consciously or not, cannot fail to assume; the orientation he takes may be influenced by different interests and circumstances that satisfy certain agents that participate in the activity (Cadenas, 2006). It is a consistent element that interprets the social and economic purposes for policy implementation starting from the mediate environment and basing its judgments on the benefits that keep it in a state of public preservation; i.e. a position that supports speech more than transcendental actions. In this structure, the purpose will be regenerated in a permanent essence that prevents it from

The Community System in The Political Practice of Tourism

evolving or adapting to the dynamism of the different environments or the players involved, as it depends on a specific interpretation.

This political vision comes from an attempt to answer two complementary points of view, the economic and the social visions. The first is guided by indicators that attempt to quantify the results, therefore, it requires of decisions about means and ends (Cadenas, 2006; Coraggio, 2012) and, the second one, prioritizes the means to achieve it. This way, the influence from the social system can even change the dynamics of perception at the political level because its intrinsic nature allows it to exercise regulation means that permeate the political vision in a negotiating relation (See figure 2).

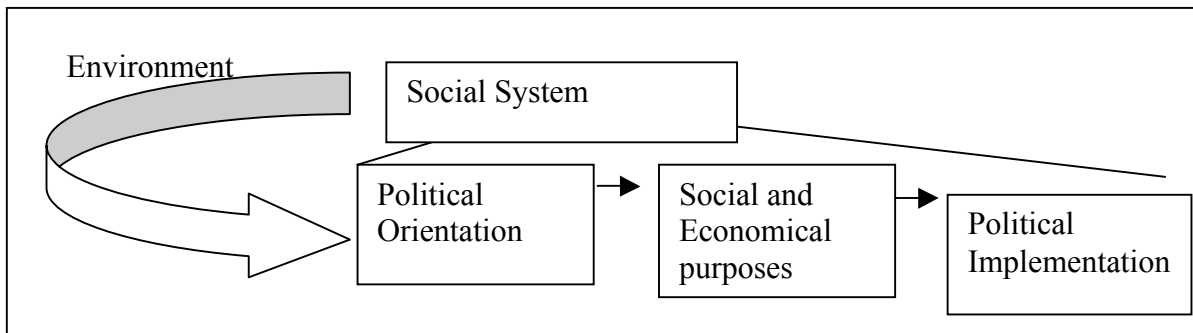


Figure 2. Relation Social System, Environment and Political Perception

From the social perspective of politics, tourism is regarded as an instrument that can help fulfill the basic and collective needs of the population. Tourism policy should be able to develop guidelines for the management of territories, assess the impact on the environment and cultural identities and must even evaluate the possibility of integrating tourism to other productive activities to avoid the mono-specialization of a territory. According to some authors (Meny & Thoening, 1999; Velasco, 2004), tourism policies require certain ideal categories that will allow them to put in order the implemented initiatives. Policy instruments allow identifying and achieving the actions in tourism. These policy instruments allow confirming and realizing actions related to tourism (See Figure 3).

The Community System in The Political Practice of Tourism

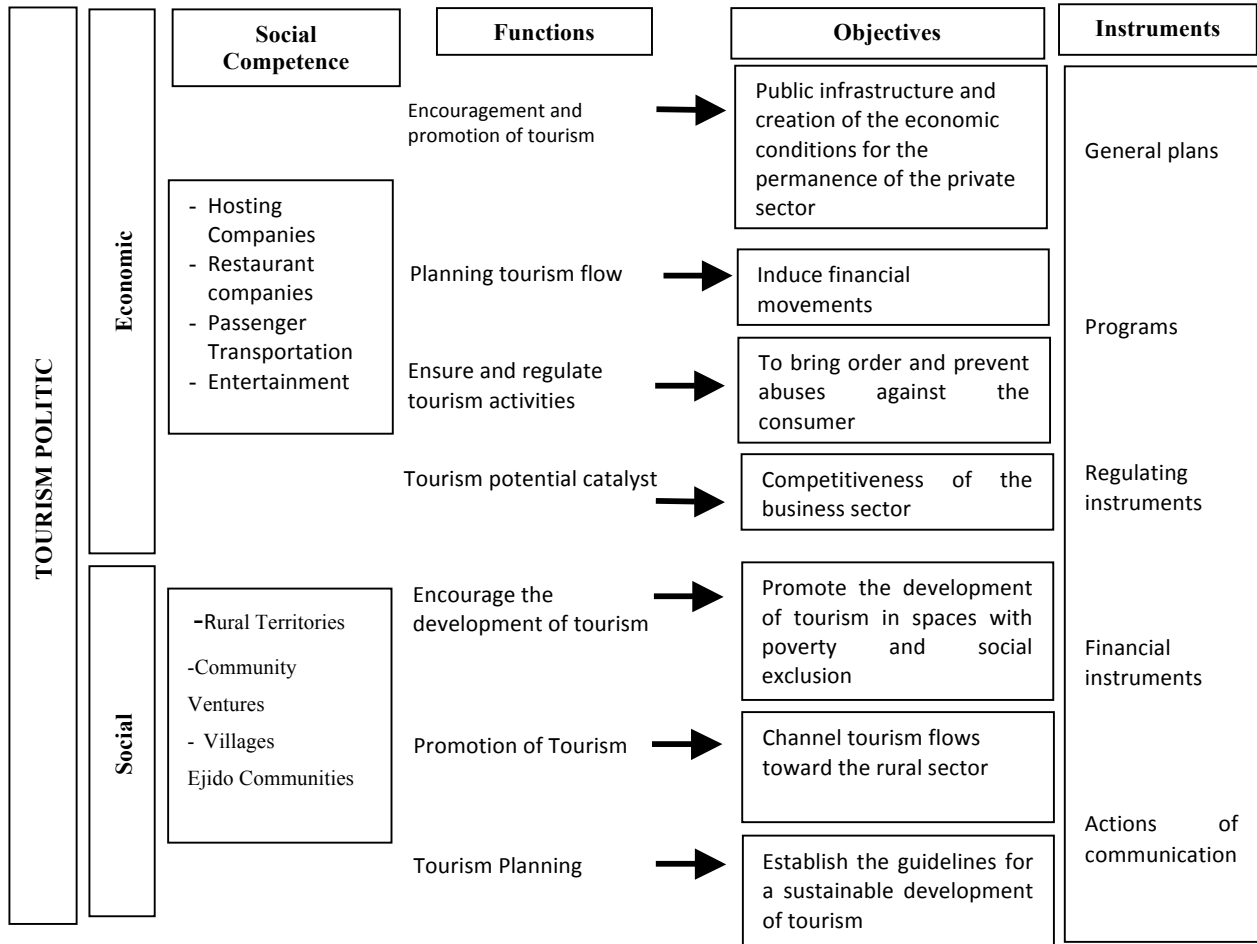


Figure 3. Components of the tourism policy

Source: based on Many & Thoening (1999); Cadenas (2006) Velasco (2004) Rodriguez & Rodriguez (2009).

Furthermore, tourism policy can generally assume various objectives, for example, when a tourism project begins, the first function would be encourage it by means of an adequate public infrastructure and the creation of the conditions to facilitate the solidification of the tourism industry.

Government can also play the role of promoter, leading the diffusion of the activity at the regional, national and international levels; in some instances the state can also act as a planner by channeling the flow of tourism to areas with a lesser degree of development. When the tourism activity reaches its peak, the government solves the problems that arise from regulating, on one hand, the activity of the subsectors, and on the other, protecting the consumer (Fayos, 1996; Velasco, 2004).

Once tourism has reached a significant development and has started to show clear signs of environmental, social, cultural and economic negative impacts, the government then assumes the role of coordinator between the different players and interests that at some point begin to clash. Finally, the government also assumes a somewhat peculiar position in

The Community System in The Political Practice of Tourism

the tourism system that allows it to take the role of controller of the potential of tourism in a specific area (Keller, 1999; Velasco, 2004). These actions can be contrasted with Plog's evolutionary model (1991), in which the behavior of tourists is compared to the cycle of life model, which in turn intervenes in the selection of destinations and the different strategies of government (see Figure 4).

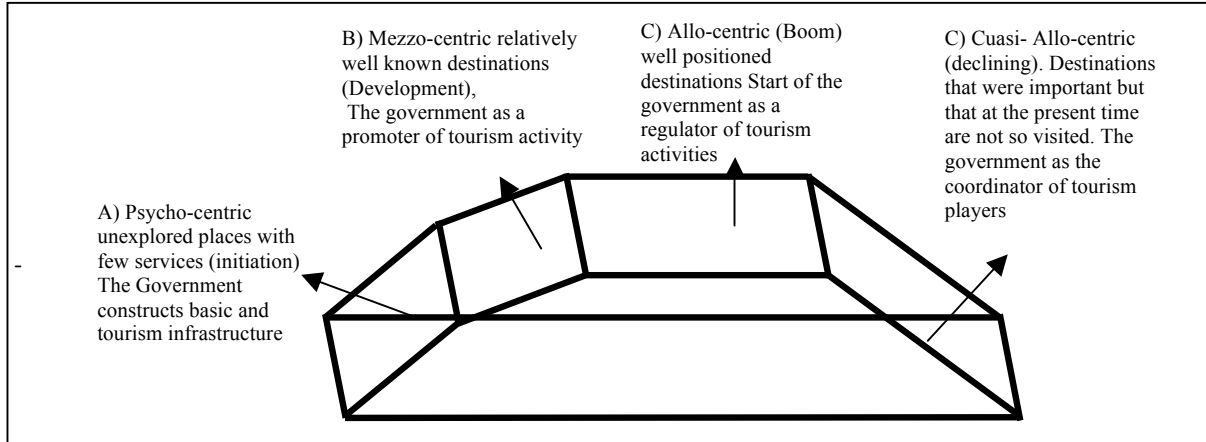
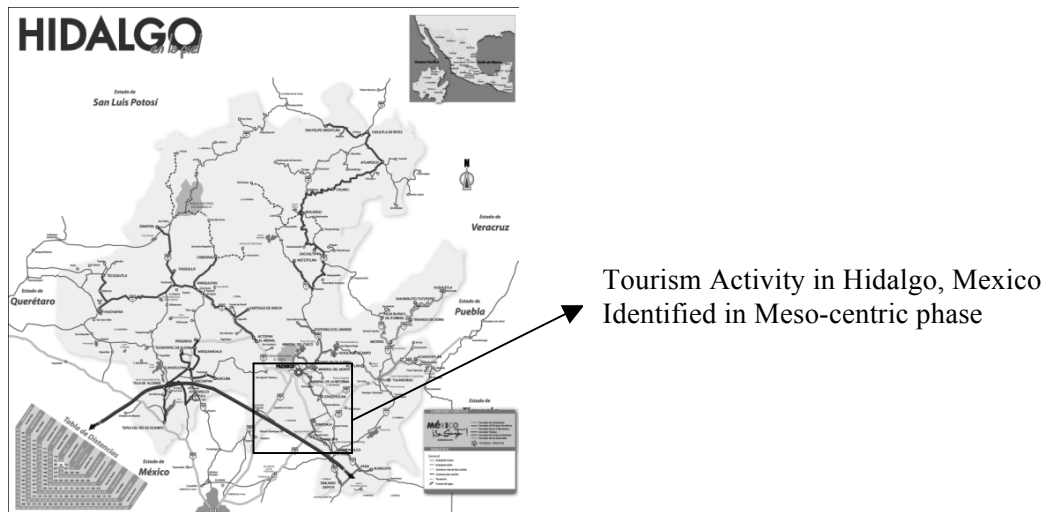


Figure 4. - Evolutionary model of the market, the tourist attractions and the tourism policy

Source: Modified from Plog's (1991)

V. THE TOURISM POLICY SYSTEM IN THE STATE OF HIDALGO, MEXICO

Even though the State of Hidalgo has a predominant industrial and commercial vocation (Secretaría de Economía, 2012), it has important natural and cultural resources with great tourism potential; the State's tourism policy has allowed the consolidation of some tourist destinations such as the historic centers in Real del Monte, Pachuca and Mineral del Chico, and other tourist attractions like the archeological zone of Tula and the former convent of Saint Nicolas Tolentino in Actopan.



Source: (Hidalgo en la Piel, 2014)

The Community System in The Political Practice of Tourism

The tourism policy in the state of Hidalgo has emphasized the development of the industry from an essentially economic perspective, leaving aside its importance as a social strategy. The strongest efforts of the government are focused in promoting and projecting, training and quality, infrastructure, cultural tourism actions, and the strengthening of the Federal Program called "Magical Towns" in the entity (see annex 1).

Cultural tourism represents for the State a potential for development, not only to attract tourist and generate economic benefits but it is also assumed that this type of tourism can encourage employment generation, production of cultural goods and services in those communities which have been left without economic alternatives in the face of the agrarian crisis.

Cultural tourism is a tool to achieve the preservation and dissemination of historical, artistic and cultural heritage; therefore, it has become a strategy so that some sectors of society, particularly the most vulnerable, can be incorporated into the economic and social development (GEH, 2011). Based on this revision, we can conclude that some of the actions taken by the State's government to promote cultural tourism assume that this formula will allow an effective incorporation of the rural communities to tourism development; however, the support and investment given to this kind of tourism are focused on creating the conditions in which private investment and other local players not-related to the communities are the ones benefiting from the preparation and projection of tourist destinations.

We can observe that the integration of the local population to these tourism projects occurs through informal employment or trade, and in some cases through small shops which have to conform to the architectural and operational requirements imposed by government programs for the strengthening of tourism. The possibilities for participation of the local population have been reduced to merely operational activities, without any further possibility of becoming a part of tourism development.

Cultural tourism, however, stands out because it is from a social policy that they "seek to integrate the population" to tourism development. This proposal tries to promote the cultural wealth of the different cultures by encouraging the construction of infrastructure, building restoration, preservation of historic centers, among other actions that lack a substantial proposition which involves the participation of the communities in the decision process regarding the kind of tourism they want, in concordance with the specific historical and cultural particularities of the people in the State and the individual aptitudes each town has. The State's tourism policy is extending over the cultural dimension of the villages, which is a key strategy to achieve their integration into the national and international tourism market. However, in this dynamics only the institutions are using the people's cultural heritage to strengthen the market through tourism (See table 1).

Table 1. Political orientations of the tourism policy in the state of Hidalgo

| Political Orientation | Approach | Means | Purpose |
|---------------------------------------|--|---|-----------------------------|
| Macroeconomic Models and criteria (A) | Conditions to encourage private investment | Norms and Regulations Credit assignation Services Consultancy | Increase private investment |

The Community System in The Political Practice of Tourism

| | | | |
|---|----------------------------------|---|---|
| Social development policy (B) | Cultural Tourism | Declaration of Magical Villages and marketing development | Increase of the number of tourists |
| Tourism from the communities themselves (C) | Development of rural communities | Incentives to improve social conditions | Permanence and development of rural communities |

The community-based system in the tourism policy practice in the State of Hidalgo

Community tourism is an activity that has emerged as an initiative of the rural communities themselves; based on the re-appropriation of resources, in the family and community organization and the autonomy of their decisions, they have successfully undertaken various tourist services projects. The importance of this tourism development model is that, starting from the collective use of natural and cultural resources, they have been able to establish working groups capable of organizing themselves to use tourism as a tool for the development of the family economy. As an initial approach, this type of tourism is an alternative for the development of other forms of tourism in the State of Hidalgo; the current model has had problems related to the preservation of the environment, control of the tourist influx, internal organization, among others.

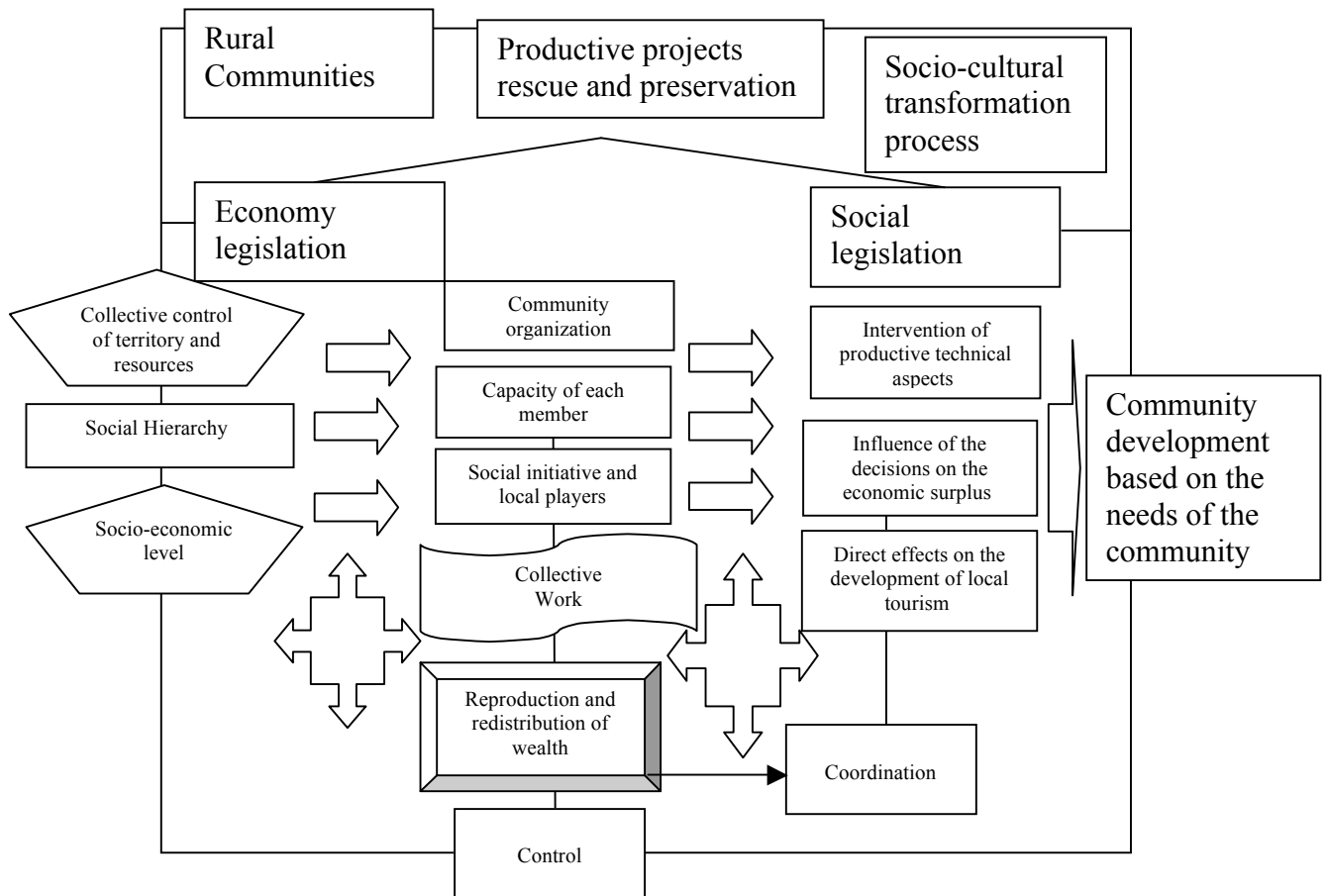


Figure 5. The community system in the tourism policy of the State of Hidalgo

The Community System in The Political Practice of Tourism

The direction of the policy must create the proper atmosphere for the preservation of these communities' natural and cultural resources, taking into account that the guidelines for the development and the management practices are applicable to all forms of tourism (OMT, 2005). Community-based tourism requires a renewed scheme to put in a dilemma the perceptions and policy directions for the enforcement efforts of communities to deploy tourism resources and activities as a means to reduce the high levels of poverty, exclusion and environmental degradation. It is therefore desirable that the political players recognize the internal structures and generate alternative solutions to public policy in terms of social and economic legislation. This schema should generate a form of tourism that contributes to create equality and welfare for the players (Aronsson, 1994), and that in turn needs to correspond to the purposes of tourism planning to meet the challenges present in the inside of the communities.

The political recognition of the primarily farming communities of the state has undergone a long process of socio-cultural transformation that has weakened their organizational structures which have had to face the devastating market dynamics. This lack of formality in the local organizational patterns has made them suffer the changes induced from the exterior, causing multiple adjustments to the interior of communities in response to the needs and obligations imposed by the market.

Meanwhile, the policy of social development through cultural tourism in the state has not been able to undertake processes involving business, government and rural communities in order to develop tourism projects together for the appropriate use of their heritage and for the common benefit. To rescue the basics of sustainable development from a social approach, community participation in these programs is a desirable action and an alternative way of making tourism a business, work and lifestyle option starting from the natural and historic wealth of the cultures. Thus, the economic and social policy is impregnated in a dual manner; on one hand, by the economic legislation to collective control of the territory and resources, and on the other, by social legislation to the interpretation of technical and productive organizational aspects with the distribution of the economic benefits as a way to control, and social intervention as a way to coordinate. In this system, the first should not be restricted in volume and should be aimed at the redistribution, and the second allows cyclically learning of the new conditions in the community-based scheme of collective need (see Figure 5).

Under the community-based tourism system, we can promote a development from the bottom, based on the re-appropriation of resources and respect for autonomy in decision making, which may require a sustained process to improve their living conditions by controlling both the generation and distribution of generated wealth (Zizumbo, 2008).

VI. CONCLUSIONS.

This study is an effort to outline the system of community tourism in tourism policy in the state of Hidalgo, and helps to understand that tourism policies and community development can be complementary systems that seek to enact the social and economic welfare of rural communities. However, the appreciation of the tourism policy privileged by the political economy has not established structural policies consistent with the current development of the communities in the state of Hidalgo. Therefore, this study analyzes and presents the

The Community System in The Political Practice of Tourism

challenges of implementing tourism to propose a community-based system that feeds on the internal composition present in these communities.

We arrive at the next findings with this study:

a) The implementation of a tourism policy arises as a complex system with multiple elements and relations. In this sense, tourism cannot be seen just as an economic or social activity; the use of the complex theory allows us to identify all the components in the tourism system and deal with all its dimensions.

b) The systemic language supports the definition of recursive relationships. In this study, we used Plog's evolutionary model (1991), which allowed us to contrast the evolution of tourist destinations with the priorities and strategies of tourism policy and the actions of the local actors involved in this activity.

c) The detected policy orientations were developed in their approaches, means and purposes. While tourism policy adheres to social and economic purposes, this orientation is partially based on the immediate environment and the benefits that keep the "decision-maker" in a state of public preservation.

d) The community-based system represents an observation to the inside of communities in the state of Hidalgo, from where the political base of tourism can set out in economic and social matters. This study recognizes some elements of the community system which could permeate tourism policy in a dual manner: On the one hand, the economical legislation in regard to the collective territory control that is exercised by rural communities in tourism practice; and on the other, the organizational, technical, and productive aspects that permeate social legislation. The redistribution of wealth for the common benefit and the social intervention elements stand out as means of control and coordination that can also permeate the political practice of tourism.

REFERENCES

Altınay, L. & Bowen, D. (2006) Politics and tourism interface: The Case of Cyprus, *Annals of Tourism Research*, Vol. 33, Issue 4, pages 939-956.

Aronsson, L. (1994) Sustainable tourism systems: The example of sustainable rural tourism in Sweden, *Journal of Sustainable Tourism*, Vol. 2, Issue 1 y 2, pages. 77-92.

Baum, T. & Szivas, E. (2008) HRD in tourism: A role for government?, *Tourism Management*, Vol. 29, Issue 4, pages, 783-794.

Bertalanffy, L. V. (1995), *Teoría General de los Sistemas*, Ed. Fondo de Cultura Económica. México.

Buckley, R. (2013) *Tourism, Role of*, In *Encyclopedia of Biodiversity* (Second Edition), edited by Simon A Levin, Academic Press, pages, 222-225.

Burns, P. (2004) TOURISM PLANNING: A Third Way?, *Annals of Tourism Research*, Vol. 31, Issue 1, pages 24-43.

The Community System in The Political Practice of Tourism

Burns, P. & Novelli, M. (2007) *Tourism and Politics: Introduction*, In *Advances in Tourism Research*, edited by Peter M. Burns and Marina Novelli, Elsevier, Oxford, 2007, Pages 1-4,

Buzinde, Ch., Kalavar, J. & Melubo, K. (2014) Tourism and community well-being: The case of the Maasai in Tanzania, *Annals of Tourism Research*, Vol. 44, pages 20-35.

Cabrero, E. (1996). Políticas públicas o políticas gubernamentales: la difícil transición de la administración pública mexicana. *Revista Modernización Pública*.

Cadenas, H. (2006). Un modelo de análisis para las políticas públicas . *Revista de Estudios Interdisciplinarios*, Vol. 1 No. 1, pages, 31-138.

CDB, (2013) *Convenio sobre la diversidad biológica*, Documento URL: <http://www.cbd.int/undb/media/factsheets/undb-factsheets-es-web.pdf> (18/January/2014)

Checkland, P. (2001) *Pensamiento de sistemas y practica de sistemas*, Ed. Limusa, México.

Chițiba, C. (2014) Continuous Training Process in Foreign Trade Activity, a Priority for the Romanian Economic Learning System, *Procedia - Social and Behavioral Sciences*, Vol. 116, pages, 2375-2378.

Choi, H. & Sirakaya, E. (2006) Sustainability indicators for managing community tourism, *Tourism Management*, Vol. 27, Issue 6, pages, 1274-1289.

Coraggio, J. (2001) *Economía del Trabajo: una alternativa racional a la incertidumbre*. Debate “Distintas propuestas en Economía social”. Urbared, Red de Políticas Sociales, Documento URL: <http://www.urbarred.ungs.edu.ar/>, (12/January /2009).

Coraggio, J. L. (2012) *Economía social y solidaria: las relaciones entre conocimiento y políticas públicas*, en *Conocimiento y Políticas Públicas de Economía Social y Solidaria. Problemas y Propuestas*, (J. L. Coraggio, Editor), IAEN, Quito.

Dachary, A. & Burne S. (2006) El estudio del turismo ¿Un paradigma en formación? *Estudios perspectivas turísticas*, Vol. 16, No. 2, Ciudad Autónoma de Buenos Aires.

Darbellay, F. & Stock, M. (2012) Tourism as complex interdisciplinary research object, *Annals of Tourism Research*, Vol. 39, Issue 1, pages 441-458.

De la O, M. & Flores, D. (2007). La Política Turística como parte de la Política Económica, *Revista de Análisis Turístico*, Vol. 4, No. 2, pages, 4-21.

Dredge, D. (2010) Place change and tourism development conflict: Evaluating public interest, *Tourism Management*, Vol. 31, Issue 1, pages 104-112,

Farrell, B. & Ward, L. (2004), RECONCEPTUALIZING TOURISM, *Annals of Tourism Research*, Vol. 31, Issue 2, pages 274-295.

Farsari, I., Butler, R. & Szivas, E. (2011) Complexity in tourism policies: A Cognitive Mapping Approach, *Annals of Tourism Research*, Vol. 38, Issue 3, pages, 1110-1134.

Fayos, E. (1996). Tourism policy: a midsummer night's dream?, *Tourism Management*, Vol. 17, Issue 6, pages, 405-411.

The Community System in The Political Practice of Tourism

GEH (2007) Gobierno del Estado de Hidalgo. *Segundo Informe de Gobierno Lic. Miguel Ángel Osorio Chong*. Pachuca de Soto: Gobierno del Estado de Hidalgo.

GEH (2011) Gobierno del Estado de Hidalgo. *Primer Informe de Trabajo Lic. Miguel Ángel Osorio Chon*. Pachuca de Soto: Gobierno del Estado de Hidalgo.

GEH (2013) Gobierno del Estado de Hidalgo. *Tercer Informe de Gobierno. José Francisco Olvera Ruiz*. Pachuca de Soto: Gobierno del Estado de Hidalgo.

GEH (2008) Gobierno del Estado de Hidalgo. *Tercer Informe de Gobierno Lic. Miguel Ángel Osorio Chong*. Pachuca de Soto : Gobierno del Estado de Hidalgo

Gigch, J. (1981) *Teoría General de los Sistemas*. Ed. Trillas, México.

Gómez. N. S. (2005) *El desarrollo turístico imaginado ensayos sobre un destino mexicano de litoral*, Universidad de Guadalajara.

Hidalgo en la Piel (2014) Documento URL: <http://www.hidalgo.travel/> (21/February/2014)

Hintze, S. & Deux M. (2008) *La institucionalidad política de la economía social y solidaria en Argentina*. XIII Congreso Internacional del CLAD sobre la Reforma del Estado y de la Administración Pública. Buenos Aires, Argentina.

Imran, S. & Alam, K. (2014) Narelle Beaumont, Environmental orientations and environmental behaviour: Perceptions of protected area tourism stakeholders, *Tourism Management*, Vol. 40, pages, 290-299.

James, E. (1997) *Tourism Politics and public sector management*, Ed. Routledge London and NewYork

JDSO (2002) “*Johannesburg Declaration on Sustainable Development*”, Documento URL:

<http://www.unescap.org/esd/environment/rio20/pages/Download/johannesburgdeclaration.pdf> (18/May/2012).

Jordán, J. & García, A. (1995). *Política Económica, objetivos, instrumentos, sectores y territorio*, Tirant le Blanch, Valencia.

Johansen, O. (1999) *Introducción a la Teoría General de los Sistemas*. Ed. Limusa, México.

Kariminia, S., Ahmad, S. & Hashim, R. (2012) Assessment of Antarctic Tourism Waste Disposal and Management Strategies towards a Sustainable Ecosystem, *Procedia - Social and Behavioral Sciences*, Vol. 68, pages, 723-734.

Keller, P. (1999). *Futured-oriented tourism policy: Strategic areas of inquiry*. 49th congress AIEST.

Klooster, D. (2010) Standardizing sustainable development? The Forest Stewardship Council’s plantation policy review process as neoliberal environmental governance, *Geoforum*, Vol. 41, Issue 1, pp. 117-129.

The Community System in The Political Practice of Tourism

Kononovicius, A. & Gontis, V. (2014) Control of the socio-economic systems using herding interactions, *Physica A: Statistical Mechanics and its Applications*, Vol. 405, pages, 80-84.

Krutwaysho, O. & Bramwell, B. (2010) Tourism policy implementation and society, *Annals of Tourism Research*, Vol. 37, Issue 3, pages 670-691.

Lei, K., Zhou, Sh., Hu, D., Guo, Z. & Cao, A. (2011) Emergy analysis for tourism systems: Principles and a case study for Macao, *Ecological Complexity*, Vol. 8, Issue 2, pages, 192-200.

Litka, S. (2013) THE MAYA OF COBÁ: MANAGING TOURISM IN A LOCAL EJIDO, *Annals of Tourism Research*, Vol. 43, pages, 350-369.

Luthe, T. & Wyss, R. (2014) Assessing and planning resilience in tourism, *Tourism Management*, Vol. 44, pages, 161-163.

Ma, M. & Hassink, R. (2013) AN EVOLUTIONARY PERSPECTIVE ON TOURISM AREA DEVELOPMENT, *Annals of Tourism Research*, Vol. 41, pages, 89-109.

Maguigad, V. (2013) Tourism planning in archipelagic Philippines: A case review, *Tourism Management Perspectives*, Vol. 7, pages 25-33.

McGehee, N., Meng, F. & Tepanon, Y. (2006) Understanding legislators and their perceptions of the tourism industry: The case of North Carolina, USA, 1990 and 2003, *Tourism Management*, Vol. 27, Issue 4, pages, 684-694.

McLennan, Ch., Ritchie, B., Ruhanen, L. & Moyle, B. (2014) An institutional assessment of three local government-level tourism destinations at different stages of the transformation process, *Tourism Management*, Vol. 41, April, pages 107-118.

Meny, Y., & Thoening, J. (1999). Las políticas públicas, Ariel, Barcelona.

Monfort, V. (2000). La Política Turística. Una aproximación. Cuadernos de Turismo, Núm. 6, pages, 7-27.

Munro J., Allison, H. & Moore, S. (2010) Using resilience concepts to investigate the impacts of protected area tourism on communities, *Annals of Tourism Research*, Vol. 37, Issue 2, pages, 499-519.

Nunkoo, R., Ramkissoon, H. & Gursoy, D. (2012) Public trust in tourism institutions, *Annals of Tourism Research*, Vol. 39, Issue 3, pages, 1538-1564.

Nunkoo, R. & Smith, S. (2013) Political economy of tourism: Trust in government actors, political support, and their determinants, *Tourism Management*, Volume 36, pages 120-132.

ONU (1999) Comisión sobre el Desarrollo Sostenible, Documento URL: <http://daccess-dds.ny.un.org/doc/UNDOC/GEN/N99/010/99/PDF/N9901099.pdf?OpenElement> (12/10/2012).

OMT. (2005) Organización Mundial del Turismo, *Indicadores de desarrollo sostenible para los destinos turísticos*, OMT, España.

Panosso, A. (2007) Filosofía del turismo: Una propuesta epistemológica. *Estudios y perspectivas del turismo*, Vol. 16, No. 4, pages, 389-402.

The Community System in The Political Practice of Tourism

Pastras, P. & Bramwell, B. (2013) A STRATEGIC-RELATIONAL APPROACH TO TOURISM POLICY, *Annals of Tourism Research*, Vol. 43, pages, 390-414.

Plog, S. C. (1991) *Leisure Travel: Making it a growth market...again!*, New York. John Wiley & Sons, Inc.

PNUMA (2003) “Programa de Naciones Unidas para el Medio Ambiente” Declaración de Quebec sobre ecoturismo Documento URL: <http://www.pnuma.org/industria/documentos/Declaraci%F3n%20De%20Quebec%20Sobre%20El%20Ecoturismo.pdf> (25/November/2012).

Rodríguez, M., Rodríguez, E. (2009). Política económica y política social, como una política pública para combatir la pobreza . *Espacios públicos*, Vol. 12 No. 25, pages, 123-150.

Richards, G. (2002) Tourism attraction systems: Exploring Cultural Behavior, *Annals of Tourism Research*, Vol. 29, Issue 4, pages, 1048-1064.

Richter, L. (1983) Tourism politics and political science: A case of not so benign neglect, *Annals of Tourism Research*, Vol. 10, Issue 3, pages, 313-335.

Richter, L. (1985) Fragmented politics of US tourism, *Tourism Management*, Vol. 6, Issue 3, pages 162-173.

Secretaría de Economía (2012). Delegaciones y Representaciones Estatales: Hidalgo, Documento URL: <http://www.economia.gob.mx/delegaciones-de-la-se/estatales/hidalgo#>, (21/November/2013).

SECTUR Secretaria de Turismo (2014). *Programa Pueblos Mágicos*, Documento URL: http://www.sectur.gob.mx/wb2/sectur/sect_Pueblos_Magicos, (20/May/2014).

Simpson, M. (2008) Community Benefit Tourism Initiatives—A conceptual oxymoron?, *Tourism Management*, Vol. 29, Issue 1, pages 1-18.

Sin, H. & Minca, C. (2014) Touring responsibility: The trouble with ‘going local’ in community-based tourism in Thailand, *Geoforum*, Vol. 51, pages 96-106.

Su, X., Wang, H. & Wen, T. (2013) PROFIT, RESPONSIBILITY, AND THE MORAL ECONOMY OF TOURISM, *Annals of Tourism Research*, Vol. 43, pages, 231-250.

Tejeida, R. (2005). The Exilixic Theory of Organizations: The Reconstructions of Entropy and Evolution Concepts in Management. *International Society for the System Sciences*, ISSS, Vol. 5 -5, UK.

Torres, A. & López, F. (2012) The growth and spread of the concept of sustainable tourism: The contribution of institutional initiatives to tourism policy, *Tourism Management Perspectives*, Vol. 4, pages 1-10.

UNAM, (2000) *Instituto de investigaciones Jurídicas Código ético del turismo*, Documento URL: <http://www.juridicas.unam.mx/publica/librev/rev/derhum/cont/52/pr/pr42.pdf> (25/October/2012)

Velasco, M. (2004). ¿Existe la política turística? La acción pública en materia de turismo en España (1951-2004). *Política y Sociedad*, Vol. 42 No. 1, pages, 169-195.

The Community System in The Political Practice of Tourism

Walker, P., Greiner, R., McDonald, & D. Lyne, V. (1998) The Tourism Futures Simulator: a systems thinking approach, *Environmental Modelling & Software*, Vol. 14, Issue 1, pages 59-67.

Wan, Y. (2013) A comparison of the governance of tourism planning in the two Special Administrative Regions (SARs) of China – Hong Kong and Macao, *Tourism Management*, Vol. 36, pages, 164-177.

Wang, D. & Ap, J. (2013) Factors affecting tourism policy implementation: A conceptual framework and a case study in China, *Tourism Management*, Vol. 36, pages, 221-233.

Yasarata, M., Altinay, L., Burns, P. & Okumus, F. (2010) Politics and sustainable tourism development – Can they co-exist?, Voices from North Cyprus, *Tourism Management*, Vol. 31, Issue 3, pages, 345-356.

Zahra, A. & Ryan, Ch. (2007) From chaos to cohesion—Complexity in tourism structures: An analysis of New Zealand's regional tourism organizations, *Tourism Management*, Vol. 28, Issue 3, pages 854-862.

Zizumbo, L. (2008) *El turismo en comunidades rurales. Práctica social y estrategia económica*, tesis doctoral, Universidad Nacional Autónoma de México / Facultad de Ciencias Políticas y Sociales, México.

The Community System in The Political Practice of Tourism

ANNEX 1. ACTIONS OF TOURISM POLICY IN THE STATE OF HIDALGO

| Promotion and Projection |
|---|
| A constant in tourism promotion is the Easter Operative which consisted of Tourist Modules installed in tourist destinations like Huasca de Ocampo, Real de Monte, Huichapan, among others (GEH, 2011). |
| Some of the actions to achieve international projection have included the liaison with some departmental stores such as the Travel Agency at Palacio de Hierro, who has been in charge of the dissemination of the tourist attractions through special events with their customers (GEH, 2007). |
| During the last year of the presidential term 2006-2011 and the first of the term 2011-2016, the tourism campaign "Hidalgo on the skin" was implemented. The objective of this campaign was to promote the tourist attractions both at a regional and a national level. Likewise, the presence of the State's Government at the Tianguis Turístico de Mexico (Tourism street-market) during the last two years of the term 2011-2016 has generated some linking with countries like the USA, Brazil, and Canada (GEH, 2013). |
| Some tourist and cultural resources of the state are part of the Regional Program "In the heart of Mexico", created with the intention of consolidating various destinations and products located in the federal entities in the center of the country (Federal District, Mexico State, Guerrero, Hidalgo, Morelos, and Tlaxcala), just like the other programs, it seeks to disseminate the cultural heritage of Hidalgo (SECTUR, 2014). |
| Training and quality |
| The State's Tourism Secretariat has placed special emphasis on the generation of a cultural tourism, through some courses, for instance: "Cultural tourism and tourism heritage" (2011), the course "Cultural Tourism and Tourism Heritage" (2011), the "Comprehensive Program of Training and Travel & Tourism Competitiveness" (2011) (GEH, 2008). |
| Quality in tourism services is one of the strategies that the State Government has adopted to increase the influx of tourists to the various destinations of the entity; the certifications driven by the Secretariat of Tourism of the State (SECTUR) are: Quality check "M", Quality check "M Rural", Quality check "H", "Point Clean" and "White Flag", the latter for spas (GEH, 2013). |
| During 2007, the certification of 47 companies with a Quality check "M" was obtained, this makes 99 certified companies and with this the entity reached the fifth place at the national level. To date (2013) 637 companies have been registered with this Quality check (HGS, 2013). |
| In regard to Quality check "H", during 2007, a total of five companies obtained this type of certification for a total of 11 companies (HGS, 2007); for 2013 the State already has 112 companies with Quality check "H" (GEH, 2013). |
| During the presidential term 2006-2011, there were some emerging actions related to the certification of rural and recreational businesses; in regard to the first, during 2007 the certification of "Rural Modernizing" was awarded to 10 companies that offer alternative tourism activities and during 2010, the Mezquital region obtained the "White Flag" certification (GEH, 2008 and 2011). |
| Recently (2013), food and beverage companies are being trained to carry out "Good Hygiene Practices", a total of 226 companies have taken this type of training (GEH, 2013). |
| Infrastructure |
| The investment of the State Government has been destined for the refurbishment of the historic centers of towns like Pachuca and Magical Towns such as Mineral of Chico, Real del Monte, Huasca de Ocampo and others: Ixmiquilpan, Omitlan of Juarez, and Acaxochitlan among others (GEH, 2007). |
| Cultural Tourism and the strengthening of "Magic Towns" |
| The Federal program called "Magical Towns" has the intention to reevaluate the natural and, above all, cultural resources of certain traditional communities in the country with the purpose of offering innovative tourist alternatives to the national and foreign visitors, the time and at the same time become detonators of the local and regional economy. To date the municipal capitals of Mineral del Monte, Huasca de Ocampo, Real del Chico and, recently, Huichapan have been included in this program (GEH, 2013). |
| With the appointment of Huasca de Ocampo as the first magic town in 2001, the Government of the state of Hidalgo has given continuity in this federal program. Specifically, in the last and the current presidential term, two appointments were achieved: Mineral del Chico (2010) y Huichapan (2012) (GEH, 2011 and 2013). |
| To replicate the model of tourism development created by the Federal Program "Magical Towns", during the 2006 project, the rescue of other towns started (Zempoala; de Metztlán; Omitlan of Juarez; Tecozautla; Tepeji de River; Acaxochitlan; Huejutla; Actopan and Tula) with an investment of 100 million pesos (GEH, 2007) |
| During 2007, the work focused on carrying out the projects for the rescue of the historic centers of these towns with an investment of 22 million 512 thousand 314 pesos; additionally the conditioning of the Archaeological Zone of Tula and the former Convent of San Nicolás Tolentino in Actopan were incorporated to the development projects of cultural tourism (GEH, 2008). |
| During 2012 and 2013, the rehabilitation programs of the urban image and equipping magical towns and historic centers continued. During the first year, 69 million pesos were allocated to the municipalities of Pachuca, Mineral del Monte Mineral del Chico, Actopan Ixmiquilpan and Zempoala, and 5 million pesos for tourist infrastructure in Huichapan and Tecozautla. In the second year, 21 million, 200,000 pesos were allocated to give continuity to the projects of Real del Monte, Huasca de Ocampo, Huichapan, and Mineral del Chico. Regarding the historic centers, 47 million were allocated to the municipalities of Pachuca, Actopan, Tula and Zempoala (GEH, 2013). |