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## Factors Affecting the Attitude of Local Authorities towards Local Agenda 21

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# **Factors Affecting the Attitude of Local Authorities towards Local Agenda 21**

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## *Abstract*

Empirical evidence regarding Local Agenda 21 (LA21) seems to indicate that higher LA21 dissemination is linked to networking. However, it is not entirely clear which features networks should have to succeed. This research takes a step towards filling this gap by studying the variables that are able to create favourable attitude towards participative sustainability-led medium-term planning tools by tourism destination local authorities in a networking context. Our research context is an archipelago, which constitutes an Autonomous Community (region) in Spain, the Balearic Islands (The Balearics). Overall, favourable attitude is associated with a mix of variables reflecting the management approach of the promoters, the internal characteristics of the municipalities and the benefits emerging from networking. From a more disaggregated view, more cognitive-related variables (such as, prior expertise, instrumental benefits

and learning) seem to be more important than more affective–related variables (such as entertainment, trust, identification, and relations with network promoters) to explain attitudes towards LA21. Our findings also confirm the difficulties to achieve local society participation.

*Keywords: Local Agenda 21, Sustainability, Strategic planning, Networking Benefits, Tourism destinations.*

**Topic: B. Climate change and environment, sustainability issues**

# **Factors Affecting the Attitude of Local Authorities towards Local Agenda 21**

## **1. Introduction**

Benefits of strategic planning for municipalities have been broadly emphasized. For instance, Bristol (1998) states that strategic planning allows municipal managers to make current decisions in light of their future consequences, think strategically, clarify future direction, and develop a coherent and defensible basis for decision-making. As a consequence, strategic planning has been progressively incorporated into tourism destination planning (e.g. Getz, 1986) and more specifically Islands planning (e.g. Keane et al., 1992). Stakeholders' involvement and public-private collaboration has been encouraged (e.g. Simmons, 1994; Vila et al., 2010). Collaboration provides a sense of ownership for both the industry and the public sector and establishes a framework for collaborative action. This coherence of approach sharpens the guiding objectives of the tourism destination and forces myriad stakeholders to determine their role (Coopers, 2009).

Sustainability has been also increasingly recognised as a crucial component of local tourism destinations planning (e.g. Hayward, 1998; Joppe, 1996; Rodriguez, Parra-Lopez & Yanes-Estevez 2008; Swarbrooke, 2004; UNEP/ICLEI, 2003). The underlying view is that although tourism plays an important and often central role for many local economies, uncontrolled tourism development can have major negative impacts on the local environment and society. Sustainable tourism is viewed as meeting the needs of present tourists and host regions while protecting and enhancing opportunities for the future (WTO, 2000). In particular, it has been proposed that

tourism destinations need to incorporate the principles of sustainable development (hereinafter, SD) contained in Local Agenda 21 (in advance, LA21), which was adopted at the Earth Summit in 1992 (UNEP/ICLEI, 2003). LA21 is understood as a municipality-led, community-wide participatory effort to establish a comprehensive medium-term local strategic plan for tackling environmental, social, economic and cultural issues (Hamdouch & Depret, 2010) that lead to quality-of-life improvement (Meister & Japp, 1998; O'Riordan & Voisey, 1998; Kazana & Kazaklis, 2009).

Although insightful empirical evidence referred to LA21 processes in specific tourism destinations has been reported, there is no quantitative information on the extent to which LA21 processes have been applied to tourism at a destination level (UNEP/ICLEI, 2003). However, prior literature, related to local governments in general, shows that the response of local authorities to the LA21 proposal is far from generalised (Echebarria et al., 2009), which is a concern surrounding the Rio+20 Summit to be held in 2012. Therefore, assuming that the implementation of LA21-like processes in tourism destinations is worthwhile, research efforts addressed at indicating possible paths towards a more across-the-board diffusion of locally-based sustainability-led strategies are needed. This research seeks to respond to this need by analysing the experience of a specific archipelago in Spain, the Balearic Islands, which has developed a networking experience, which has triggered a virtually complete spread of LA21 processes in the region.

Previous research has studied LA21 processes in Europe and concluded that when LA21 is considered to be the sole responsibility of municipalities, higher levels of LA21 dissemination are unlikely to be achieved (Coenen et al., 1999; Evans et al., 2006; Echebarria et al., 2009). A lack of SD- and LA21-related resources and capacities by municipalities has been considered an important brake on the spread of LA21 (Barrutia,

et al., 2007; Echebarria et al., 2009; Evans et al., 2006; García-Sánchez & Prado-Lorenzo, 2009). In spite of these difficulties, however, diverse empirical evidence regarding LA21 seems to indicate that, in territories where networks have emerged, LA21 dissemination tends to be higher. Networks seem to constitute a launch pad for the explosion of initiatives of this kind (Barrutia & Echebarria, 2011; Echebarria et al., 2004, 2009; Eckerberg & Dahlgren, 2007; Hoppe & Coenen, 2011; Sancassiani, 2005). In the same way as LA21 literature, tourism destination research has shown an increasing interest in networking (Arnaboldi & Spiller, 2010; D'Angella & Go, 2009; Denicolai, Cioccarelli & Zucchella, 2010; Dredge, 2006; Erkus-Ozturk & Eraydin, 2010; Lemmetyinen & Go, 2009; Novelli, Schmitz & Spencer, 2006). Assuming that tourists focus on experiences instead of individual products, and tourism should be sustainable, public-private collaboration seems to emerge as an unavoidable need. However, both literatures stress different networking structures. Whilst both of them study public-private collaboration, LA21 research mostly focuses on the public-public component and adopts a policy network perspective (i.e. municipalities that are supported by higher levels of government and/or work together with other municipalities to implement LA21 processes), and tourism destination research focuses on public-private collaboration, which involve governments and local stakeholders (although without neglecting the policy network view). We focus on the policy network perspective. Our main research questions are: Why does networking make LA21 more attractive for tourism municipalities? What factors should be staged by the network promoters?

Although important insights have been obtained from LA21 and tourism destinations research streams, it is not entirely clear which features networks should have to succeed. This research build on previous literature and takes a step forward by systematically

studying the perceptions of local authorities in relation to factors that should explain attitudes towards LA21-like tools in a networking context. As antecedents of attitude towards planning tools are concerned with various disciplines, the Balearic experience of inter-municipal collaboration is studied under the lens of various research traditions. Our findings show that attitude towards LA21 processes (measured in terms of value, satisfaction and loyalty) is associated with three categories of factors: (1) networking benefits; (2) network promoters' management approach, and (3) municipality internal characteristics. More specifically, some variables, such as instrumental benefits, learning, SD tradition, comprehensiveness and recognition seem to be particularly relevant to explain attitudes towards LA21. Our findings also confirm the difficulties of achieving local society participation. To the best of our knowledge, this is the first systematic research work that studies factors affecting attitudes towards LA21 in a tourism destination context.

The remainder of the paper is structured as follows. The next section refers to the specific context of this research. The third section deals with the conceptual background that serves as a basis for this research, and develops the model that was quantitatively tested. The fourth section describes the data collection process. The fifth section deals with the results of the empirical test. The seventh section presents discussion and conclusions. The final section refers to future research.

## **2. Research context: The Balearic Network of Sustainability**

The Balearic Islands are an archipelago of Spain in the western Mediterranean Sea, off the eastern coast of the Iberian Peninsula. Islands and archipelagos pose unique challenges for tourism policy (Bardolet & Sheldon, 2008). The Balearics comprise 151 islands and islets (counting all of those more than 100 m in maximum length) with a total area of 4,992 km<sup>2</sup> and a coastline length of around 1,250 km. The four inhabited

islands, Majorca (623 km of coastline length), Minorca (299 km), Ibiza (239 km) and Formentera (85 km) represent more than 99% of the total surface area.

The archipelago forms an autonomous community of Spain with Palma as the capital city. The current Statute of Autonomy declares the Balearic Islands as one nationality (autonomous region) of Spain. The co-official languages in the Balearics are Catalan and Spanish. The Balearics have 1,105,184 inhabitants (2.4% of Spain's population) and a density of 221.4 inhabitants per Km<sup>2</sup> (Spanish average is 92.8). The region consists of 67 municipalities (53 in Majorca, 8 in Minorca, 5 in Ibiza and 1 in Formentera). Balearic municipalities are relatively small: 24 have less than 10,000 inhabitants and only the capital, Palma, has more than 100,000 inhabitants (401,270). Gross domestic product (GDP) per capita is higher than the Spanish average (€24,510 vs. €22,886). Life expectancy at birth is similar to the Spanish average (81.3 years).

As well as sharing the common traits of all the Mediterranean Islands (e.g. climate, scarcity of available water and frequency of wild fires) the Balearics present two specific characteristics: high landscape diversity, and intensive mass tourism development (Morey & Ruiz-Pérez, 2008). The Balearics have a wide range of landscapes, from the humid woods of the northern Majorca's mountains to the flat semi-desert of Formentera. Another difference of the Balearics lies in their rapid and intensive development for tourism. The main islands of the autonomous community are popular tourist destinations. As they are closely located to the countries of their European visitors and have abundant facilities, the Balearics are the epitome of Mediterranean sun and beach tourism, as shown by tourism indicators, such as the number of tourists (11.6 million), accommodation beds (450,000) and the number of airport arrivals (13.5 million). Nevertheless, there are differences in tourism development within the Balearics. Majorca and Ibiza have developed an intensive sun



and beach tourism, whereas this process began later and less intensively in Minorca and Formentera. Therefore, two island types can be differentiated in the Balearics: the first formed by Majorca and Ibiza, and the second by Minorca and Formentera (Morey & Ruiz-Pérez, 2008). In the islands of the first type, Majorca and Ibiza, one of the main problems that need to be faced when developing environmental conservation policies would be to avoid surpassing the island's carrying capacity. These islands have reached a high level of human density, which leads to great environmental degradation and a decrease in the quality of tourism. In the islands of the second type, Minorca and Formentera, with controlled mass tourism, the natural and cultural environment is also threatened, as tourism leads to the abandonment of traditional activities and uses, such as agriculture, silviculture, hunting and fishing.

The increasing appreciation of the ecological values has produced a conflict between the conservation of these territories and their occupation by tourist resorts. On the one hand, mass tourism has provided many advantages, including the improvement of communications (the Palma Airport is one of the Spanish airports with better national and international communications) and a great increase in GDP. On the other hand, tourism has created important environmental pressures, which include land consumption, water-related problems, destruction of natural areas due to the development and tourism activities, pollution, energy consumption, erosion and desertification, floods and forest fires.

Sustainability concerns have been faced in Spain through regional networking. Autonomous communities have become key actors for regional sustainability. Apart from directly managing a number of Structural Funds, autonomous communities have promoted regional strategies of SD and are currently leading and coordinating LA21 processes. The historical nationalities of Catalonia and the Basque Country paved the

way for SD initiatives. Other Autonomous Communities have followed by promoting their own SD strategies, while others still lag behind. Regional-level networking has placed Spain as one of the leading countries regarding LA21 dissemination in Europe (Echebarria, et al. 2009). As mentioned above, the SD situation in the Balearics is complex. Furthermore, the small size of its municipalities and its relatively scarce SD experience and tradition raise additional difficulties for the spread of LA21 processes in the region. Despite these difficulties, what has been achieved is a complete dissemination of LA21 processes, after the Balearic Network of Sustainability was set up on 2003. Currently all municipalities in the Balearics are members of the network, out of which 42 municipalities are implementing their action plans and the remainder ones are (up to 67) are conducting previous stages (such as the development of the diagnosis and action plan). Although some municipalities might belong to the network, without any important effort, it is very unusual to find a region in Europe in which virtually all municipalities are formally involving in LA21 processes (LA21 is not legally compulsory in the Balearics).

The aim of the Balearic Network of Sustainability is the cooperation and interchange of information about LA21. In our view, three [four???? – como has puesto 4 abajo] contextual conditions of the Balearics could have an important effect on the findings of this research: (1) the Balearics experience concerning SD was relatively scarce, (2) most municipalities in the Balearics are small, (3) some municipalities had a strong need for SD-related change, and (4) the powers of relevance to SD are distributed between the municipalities and the regional government. As a consequence of these factors the regional government had to act as a promoter of the network. The complexity of the LA21 process, coupled with insufficient previous SD experience and resources, generated a strong sense of insecurity and uncertainty among the local authorities

towards participative and sustainable strategic planning. The perception of benefits (i.e. in the shape of economic and knowledge-related support) had to be reinforced in the municipalities. The network encourages collaborative creation in the shape of collaboration/meetings between municipalities to design and implement LA21. Municipalities take advantage of the benefits of working in a group (i.e. enjoying the benefits of working together, reducing costs and sharing motivations, knowledge and resources). LA21 network is conceived as a knowledge-sharing network. Municipalities are jointly working in various areas.

A prominent exception in the Balearics was the municipality of Calvià, which faced a strong environmental degradation and acted as a precursor of LA21 experiences in the region. The case of Calvià has been broadly reported and internationally awarded (e.g. Sustainable European Cities Award 1997). Calvià is a municipality in the South of Majorca with a population of around, 52,000 inhabitants and 120,000 beds. It is one of the Mediterranean's leading tourist resorts.

In 1993, Calvià was a mature tourist resort town, with its offer based exclusively on sun and beach. Following two years of study and discussion with local stakeholders and higher levels of government, Calvià approved an ambitious LA21 strategy entitled 'Local Agenda 21 for Calvià', which was presented at the Meeting in Calvià of the European Ministers and Heads of Tourism in November 1995.

Different actions were executed in the short and mid-term, which include: (1) execution of the Demolition Plan (years 1995-97), blasting of twelve buildings on the coastal area and renovation of coastal areas according to the principle of urban ecology; (2) declassification of 1,350 hectares of urban building land and the change of the General Town Planning Project which involved the cancellation of the construction for 40,000 beds; (3) strengthening of policies for selective collection of wastes and their recycling

(4) extension of water treatment plants to make it possible to use the treated water; (5) execution of the first phases of the 'Calvià Seafront Promenade' by converting a main road into a pedestrian promenade and park; (6) application of measures for changing the seasonal nature of tourism and tourist/environmental training; and (7) campaigns for saving drinking water. Traditionally, Calvià has maintained relationships of collaboration and co-operation in the development of different initiatives and programs with the government of the Autonomous Community, the Central Spanish Government, associations of small and medium-sized tourism companies, and the hotel owners. The experience of Calvià was used as a precursor to foster LA21 in the Balearics.

### **3. Conceptual background and model development**

#### **LA21 approach and tourism destinations**

LA21 (Chapter 28 of Agenda 21) is an approach through which a local community defines a sustainable strategy and an action programme to be implemented. The approach is usually initiated by the local authority, which provides leadership for the process. Its success is dependent on close cooperation between the local authority and the local society (i.e. population, NGOs, private companies and other local interests). LA21 leads to a cyclical process that involves six steps: (1) setting up a LA21 forum and/or working groups; (2) discussion and analysis of the main local issues, leading to the elaboration of a diagnosis; (3) elaboration of the LA21 action plan that is adopted by the local authority and others; (4) implementation of the action plan, with the involvement of the local society; and (6) monitoring of the action plan and definition of corrective actions.

The crucial role of local authorities in tourism management is now broadly recognised (UNEP/ICLEI, 2003). This is due to: (1) increasing awareness that tourists seek

destinations and experiences, not just individual products; (2) the importance of the landscape in tourism. Krippendor (1982) suggests that the landscape is the real raw material of tourism; the reason for the existence of tourism as well as its economic driving force (3) the scattered nature of the private sector in tourism (small and micro companies); (4) acceptance that, in the interests of sustainability, public authorities need to be involved in regulating tourist development in destinations. Local authorities are often the best placed organisations for establishing a sustainable approach to tourism in destinations, setting a strategy and balancing the interests of tourism companies, tourists and local residents (UNEP/ICLEI, 2003). On the contrary, prior research identifies a number of barriers for successful implementation of sustainable tourism practices, such as the mistrust of government policy (Berry & Ladkin, 1988).

There is no precise information on the extent to which LA21 processes have been applied to tourism at a destination level. However, reported case studies offer some insight about this. Three types of tourism destinations seem to be most strongly linked to LA21 strategies (UNEP/ICLEI, 2003): (1) Islands. On some islands (such as the Balearics) tourism dominates the economy and may even be the sole source of income and employment. Islands are often environmentally vulnerable, facing problems of resource supply and management (such as drinking water and pollution control) and a concentration of tourism in a limited space. An imbalance in the number of tourists and permanent residents may create tension (Bardolet & Sheldon, 2008); (2) Historic towns receiving relatively high tourist numbers; and (3) established tourist resorts.

## **Model**

The model to be tested is depicted in Figure 1. It explains the antecedents of local authority perception of value, satisfaction and loyalty in relation to LA21. Previous research, not specifically referring to tourism destinations, has shown that municipality attitude towards LA21 will depend on the internal characteristics of the municipalities and management approach of the network promoters (Barrutia & Echebarria, 2011). Our model includes a third category of variables: the benefits emerging from networking. In this research, networking benefits are shown to be particularly important to explain local authority attitude towards LA21.

(Figure 1)

We build on diverse literature. Municipality internal characteristics and elements of the management approach of the network promoters relevant for the purposes of this research are mainly inspired by previous LA21 literature (e.g. Barrutia and Echebarria, 2011; Coenen et al., 1999; Echebarria et al., 2009), collaborative governance research (Ansell and Gash, 2008; Emerson et al., 2011) and networking-related tourism destination literature (Arnaboldi & Spiller, 2010; Denicolai, Cioccarelli & Zucchella, 2010; Dredge, 2006; D'Angella & Go, 2009; Erkus-Ozturk & Eraydin, 2010; Hall, 1999; Lemmetyinen & Go, 2009; Novelli, Schmitz & Spencer, 2006). Benefits of LA21 networks are also derived from the above-mentioned research streams, and, additionally, from inter-organizational network literature (Jarillo, 1988; Pittaway et al., 2004), cooperation in group research (Biele et al., 2008), and recent studies about participation in virtual networks/communities (Chiu et al. 2006; Nambisam & Baron, 2009; Wasko & Faraj, 2000, 2005). An interesting characteristic of virtual communities is that participation is voluntary and relies on benefits that are not money-related. We found that major networking benefits are consistently viewed by these diverse research streams.

(Figure 1)

### *Networking benefits*

We believe that major networking benefits could emerge from LA21 networks, and that these benefits could positively affect the attitude of tourism destination local authorities towards LA21 processes. To understand individual benefits of network participants, we draw upon the Uses and Gratifications paradigm (Katz et al., 1974), which has been recently used to explain participation in virtual networks/communities (Dholakia et al., 2004; Nambisan and Baron, 2009). We complement this view with the Social Capital Theory (Nahapiet and Ghosal, 1999) to capture the social benefit emerging from communities/networks. The Uses and Gratifications paradigm lead us to consider four broad types of benefits that can be derived from participation in networks: (1) instrumental benefits; (2) cognitive or learning benefits; (3) hedonic or affective benefits such as those that strengthen pleasurable experiences; and (4) reputation benefits. The four benefit categories can be interpreted in the context of the present study as follows.

**Instrumental benefits:** A major benefit pursued by the LA21 movement is to provide municipalities with a participative sustainability–led medium–term plan developed from a detailed municipal diagnostic, which should guide everyday actions. The plan is addressed to integrate economic, social/cultural and environmental objectives of the municipality. Benefits of strategic planning for public organizations (e.g. Brystol, 1998) and tourism destinations (e.g. Coopers, 2009) have been emphasized by prior literature. They include: making today’s decisions in light of their future consequences, developing a coherent and defensible basis for decision–making and a range of performance standards against which the municipality can be judged in the future, and improving municipalities’ efficacy and effectiveness (as actions have a deadline and a

person/group responsible for its implementation, and are open to control by other political parties and the civil society). An additional instrumental benefit that may be obtained by conducting LA21 processes in a networking context is risk sharing (Jarillo, 1988; Pittaway et al. 2004). Networks spread the risk and enable access to complementary resources (Erkus–Ozturk & Eraydin, 2010; Kumar & Van Dissel, 1996). Municipalities work together and share resources, knowledge, experiences, and concerns. Finally, municipalities are expected to achieve higher levels of effective local society participation, as participation is inherent to the LA21 concept, and could lead to better decisions (Coenen, 2009).

**Cognitive or learning benefits** reflect LA21–related learning, that is, a richer understanding and knowledge of the design of LA21, its underlying processes, and its implementation. Learning benefits have been emphasized as major benefits derived from inter–organizational networks. Networking is viewed as acting as a key vehicle for obtaining access to external knowledge (Jarillo, 1988; Pittaway et al. 2004). The LA21 network holds valuable collective knowledge on the LA21 and its implementation that is generated and shared through continued member interactions (Biele et al., 2008; Nambisam and Baron, 2009; Saxena, 2005; Wasko & Faraj, 2000). Sharing of knowledge and ideas among the participants of a network results in a better understanding and learning of issues (Erkus–Ozturk & Eraydin, 2010). Learning is particularly important in the context of LA21. Charter 28 of Agenda 21, devoted to LA21, is the shorter chapter in the 40 chapter action plan that was developed at the Rio’s conference. Agenda 21 gives little guidance on how local communities should proceed with a LA21 process. Despite the important effort undertaken by the International Council on Local Environmental Initiatives (ICLEI), which developed a general LA21 methodology, each community has to find its own appropriate way,



which matches with its specific cultural, economic, social, geographic, and demographic characteristics (Coenen, 2009). A complex mix of knowledge is needed to implement LA21, which must include methodology for designing strategies, awareness of the content of environmental, social and economic departments and their interrelations, and of the functioning of public institutions and their interrelations, as well as the creation and running of forums that encourage participation from civil society. In addition, and this is not easy to find, there has to be a socio-cultural ability to handle conflicting situations in a consensual style in order to implant LA21 processes successfully (Barrutia and Echebarria, 2007). Therefore, learning is critical to properly conduct LA21 processes.

**Reputation benefits** stem from gains in reputation or status and the achievement of a sense of self-efficacy (Katz et al., 1974). Networks serve as a venue for participants to exhibit their LA21-related knowledge and problem-solving skills (Nambisan & Baron, 2009). By contributing to LA21 support, municipalities and its managers can enhance their expertise-related status and reputation among peer municipalities as well as vis-à-vis the network promoter (Dholakia et al., 2004; Golden & Raghuram, 2010; Wasko & Faraj, 2000). Through their contributions, LA21 municipalities influence the behaviour of peer municipalities towards LA21 as well as the promoter's improvement plans for LA21.

**Entertainment (hedonic or affective benefits):** Interactions in networks could be a source of hedonic or affective benefits, providing highly interesting as well as mentally stimulating experiences. Studies on brand communities show that customers derive considerable pleasure from conversing with one another about the product, features, and the idiosyncrasies of the usage context (Muniz & O'Guinn, 2001). Local authorities could also derive pleasure from interactions and conversations with peers, citizens and

representatives of businesses and the civil society. The problem solving that underlies many of the interactions in a LA21–support focused network could be a source of mental or intellectual stimulation that forms an aspect of hedonic benefits (Nambisan & Baron, 2009).

The Uses and Gratifications paradigm does not sufficiently explain social benefits that are embedded within a network (Chiu et al. 2006). Consequently, the Social Capital Theory is introduced to supplement this paradigm. The tenet of the Social Capital Theory is that social relationships among people can be productive resources (Coleman, 1990). Putnam (1995) suggested that social capital facilitates coordination and cooperation for mutual benefit. Nahapiet and Ghoshal (1998) define social capital as “the sum of the actual and potential resources embedded within, available through, and derived from the network of relationships possessed by an individual or social unit” (p. 243). They contend that social capital is necessary for the development and dissemination of knowledge within organisations. Social capital exists when members have a strong identification with the collective (Lewicki and Bunker, 1996; Ren et al., 2007) and trust others within the collective (Putnam, 1995; Ren et al., 2007). Trust and identification can be interpreted in the context of the present study as follows.

**Trust:** Trust is viewed in management literature as a set of specific beliefs dealing primarily with the integrity, benevolence, and ability of another party (Mayer et al., 1995; Jung et al. 2000). Prior research has focused on integrity, which concerns an individual’s expectation that members in a virtual community will follow a generally accepted set of values, norms, and principles (Chiu et al. 2006). Trust helps to decrease transaction costs (Tremblay, 2000) and can potentially facilitate the avoidance of costs arising from the resolution of conflicts among stakeholders in the long term (Healey,

1997). Trust is formed as a result of ongoing interactions amongst partners (Saxena, 2005; Sparks & Browning, 2011).

**Identification:** Identification with the group captures the idea that the person comes to view himself or herself as a member of the community, as belonging to it (Dholakia et al., 2004; Turner & Pratkanis, 1998). Identification has been viewed as a result of participation in networks (Dholakia et al., 2004). Social identity theorists posit that identification with social groups is derived, first and foremost, from their functionality (Hogg & Abrams, 1988) (i.e. individuals identify with groups to the extent that groups fulfil important needs of the individuals concerned). In turn, identification reinforces functionality. Identification affects willingness to spend time, effort, and energy on interacting with other community members (Chiu et al., 2006; Nahapiet & Ghoshal, 1998; Qu & Lee, 2010; Wasko & Faraj, 2005). Identification is also useful in explaining individuals' willingness to maintain committed relationships within communities (Bagozzi & Dholakia, 2002).

In short, we propose that instrumental LA21-related benefits, learning, entertainment, reputation, and identification will positively affect the perception of value, satisfaction and loyalty in relation to LA21.

### ***Promoters' management approach***

The network is depicted as being promoted by higher levels of government (in our case the regional government). Initially, LA21 is viewed as a complex tool and generates a strong sense of insecurity and uncertainty in the local authorities, making it very difficult for them to get the process underway. Although some municipalities could act as entrepreneurs (as in the case of Calvià), most municipalities are small and may not be able to call on the necessary human and knowledge resources. Furthermore, they are

afraid of local society participation (Coenen, 2009). They wonder what would happen, for instance, if they were not able to meet the commitments undertaken. As a consequence, the perception of benefits has to be reinforced in the municipalities, and becomes a crucial factor in policy success. The promoter is viewed as a manager of the network, which focuses on mobilisation and facilitation, instead of on hierarchy. As power is distributed, its role is to motivate and facilitate LA21 dissemination. On the basis of previous research regarding LA21 processes (Echebarria et al., 2009; Kern et al., 2004) we focus on five elements of the promoters' management approach that have a relevant effect on network success: comprehensiveness, complements to the focal LA21 tool, participation in decision-making and reputation.

**Comprehensiveness (relevant actors are involved):** Building on the research by Echebarria et al. (2009), comprehensiveness is defined as the extent to which relevant actors with resources and capacities for achieving SD are working in coordination to foster LA21 (included, ideally, in a formal policy network). These actors offer value complements (e.g. financial support or training) to the LA21 tool considered in isolation. As an optimum, each partner should provide, in accordance with its abilities, one or several of the ingredients vital to the successful functioning of the network.

**Promoters-members relationship:** Relationship between promoters and local authorities may be an important factor affecting municipalities' attitude towards the network. It is foreseeable that municipalities' attitude towards the network depends on the existence of fluid relationships, the perception of the municipalities in relation to the prestigious of the promoter/s, and the level of interaction between the promoter/s and the local authority, as shown by LA21 experiences in Europe (Echebarria et al. 2009). Relationship management has been considered as a crucial role of network managers (Lemmetyinen & Go, 2009).

**Complements to the focal LA21 tool** concerns financial support, training and human resources provision and so forth. Complements have been traditionally considered as main motivating mechanisms for participation by various research streams. For instance, collaborative governance literature emphasizes the importance of complements (support) to induce collaboration (Ansell & Gash, 2008). Thus, O’Leary and Bingham (2009) found that one of the more important factors for participation in collaborative experiences is resources availability (especially informational resources). The conclusion these research streams reach is consistent with studies of LA21 implementation in Europe, which point towards the need for support from the higher levels of government (see, e.g., Lindström & Johnsson, 2003, regarding Sweden; Coenen, 2001, regarding Holland; Kern et al., 2004, for Germany; Sancassiani, 2005, for Italy; and Echebarria et al., 2004, in relation to Spain).

**Consensus-oriented decision making (Co-decision):** Benefits for people participating in decisions that affect them have been highlighted by diverse literatures (e.g. Ansell and Gash, 2008; O’Leary & Bingham, 2009; Thabrew et al., 2009). In particular, consensus-oriented decision making is a key element of collaborative governance processes (Ansell and Gash, 2008). Ansell and Gash use the term ‘consensus-oriented’ as collaborative forums may not succeed in reaching consensus. “However, the premise of meeting together in a deliberative, multilateral, and formal forum is to strive toward consensus or, at least, to strive to discover areas of agreement.” (p. 547). O’Leary and Bingham (2009) found that participation in SD-related collaborative experiences may be viewed as a new source of power. As stated by Erkus-Ozturk and Eraidin (2010), networking allows small actors to take part in the decision-making process, which is particularly important for those that cannot pursue SD independently. In fact, in the network studied the loss of autonomy is minimal, because municipalities are free to

develop their own LA21. However, they reach a new source of power by influencing the network decisions and activities. O’Leary and Bingham also state that the network manager needs to be aware of the shifting needs and interests of the organizations in the network, and co–decision is probably the best way to gain insights from participants.

**Recognition:** The relevance of recognition and appreciation as sources of involvement in tasks has been emphasised in diverse literatures. Social exchange theory suggests that recognition, as a social reward, motivates actor participation (Wasko & Faraj, 2005). Gruen et al. (2000) studied recognition in the context of a specific association (a context similar to that of a network) and showed that recognition for contributions has a positive effect on participation. They suggested that because the value derived from collaborative creation behaviours is by nature ambiguous, recognition places an unambiguous value on such behaviours. In the context of social networks, Nambisan and Baron (2009) refer to personal integrative benefits related to gains in reputation or status. From this perspective, participation in networks might serve as a venue for individual municipalities to exhibit their product–related knowledge and problem–solving skills. By contributing to product support, actors might enhance their expertise–related status and reputation among peers as well as vis–à–vis the regional government (Harhoff et al., 2003; Wasko & Faraj 2005).

Therefore, we expect comprehensiveness, complements to the focal LA21 tool, co–decision and recognition to affect the perception of value, satisfaction and loyalty in relation to LA21.

### ***Municipality level***

On the basis of previous research, we focus on three of the municipalities characteristics that have a relevant effect on municipal attitude towards LA21: the SD tradition of the municipality, the presence of process leaders in the municipality and the attitude towards local society participation.

**SD tradition (prior expertise):** Some authors consider that a SD tradition constitutes a precursor for LA21 processes. Eckerberg and Dahlgren (2007) for instance, with regard to Sweden, and Gram–Hanssen (2000), in the Danish context, refer to a wide range of experiences and projects developed in the 1960s and 1970s respectively that might appear crucial for explaining the adoption of LA21 in these countries. The absorptive capacity theory (Cohen & Levinthal, 1990) provides additional support for this idea. It argues that in order to grasp/understand innovative approaches some previous knowledge base is necessary. Collaborative governance literature also emphasizes the relevance of previous knowledge as a needed capacity for joint action (Emerson et al., 2011). Likewise, LA21 researchers have emphasized learning and knowledge as crucial variables to understand LA21 contexts (Fidélis & Pires, 2009; von Malmborg, 2007).

**Key individuals:** Several authors have emphasised the presence of key individuals who can act as LA21 key agents in municipalities. The European research project DISCUS (Evans et al., 2005), in particular, shows that numerous cases can be found where mayors or other agents endowed with sufficient charisma and commitment have acted as drivers for the promotion of LA21s, and have even adopted unpopular decisions, on frequent occasions, in order to prioritise long–term SD targets. That is to say, particular key individuals in the municipalities will opt for the tool even without in–depth knowledge of it, either because of its aims (driving local SD), the means employed (strategic planning and local society participation) or the institutions that promote it

(United Nations, regional governments, etc.). Other authors refer to a “local catalyst” or a “local firebrand” (Hoppe & Coenen, 2011).

**Attitude towards local society participation:** A singular component of LA21 is local society participation (Coenen, 2009), understood in a broad sense that includes individuals, and representatives of the civil society movements and businesses. Municipalities are closest to the citizen but have not always incorporated local society participation in its management style. For some municipalities, embracing local society participation may constitute an element of rupture with practices that have become customary. For citizens, participation consumes time and effort and results from participation may be not clear. Consequently, a lack of effective local society participation has repeatedly appeared in the literature as one of the weak points in experiences of implementing LA21 and is one of the areas to which researchers have recently devoted their efforts (Coenen, 2009; Kazana & Kazaklis, 2009). As Coenen (2009), among others, states, local society participation may be the most differentiating component of LA21 and one of the main factors driving or putting a brake on its adoption. The effective implementation of local society participation requires knowledge, human and financial resources that could be contributed by the network. Gaye et al. (2001) suggested that local authority staff still need to recognize the validity of work undertaken by other groups locally and to learn how to work in partnership with them. In short, we believe that a more favorable attitude towards local society participation will lead to a higher level of satisfaction with LA21.

### ***Outcome variables***

The outcome variables considered in this research refer to attitude towards sustainable planning tools or LA21-like tools. An attitude is a favourable or unfavourable evaluation of something. Attitudes are expected to change as a function



of experience. In particular, three different and important attitude-related measures are considered: value, satisfaction and loyalty. Value can be conceptualised as a weighted comparison between what is ‘obtained’ and what is ‘given’ (Heskett et al. 1994). It is possible to understand satisfaction as a positive affective state resulting from evaluation of all the aspects associated with a particular activity or relation (e.g., Lam et al. 2004). Loyalty intentions refer to purposes in relation to future behaviours, such as repeating or intensifying an activity (e.g., Dwyer et al., 1987). Value, satisfaction and loyalty intentions may be respectively viewed as the cognitive-affective, affective-cognitive and behavioural-intentions components of the attitude towards LA21.

#### **4. Data collection and measurement model**

We achieved an agreement with the regional government and obtained a list of local authorities responsible for LA21 in the municipalities of the Balearics. This list constituted our sampling frame. It includes mayors (usually in small and medium size municipalities), other politicians and managers. The regional government encouraged municipalities’ participation in the study. We guaranteed the confidentiality of the responses. Only average data were reported to the regional government. Finally, 58 (out of 67) local authorities completed the questionnaire. Although the number of respondents is relatively small, our sample can be considered as highly representative of the region. All municipalities were contacted several times, which implies that all sample units had the same chance to be included in the sample. Great confidence can be placed in the representativeness of probability samples (e.g. Hair et al., 2010).

The measures for the study constructs were mostly adapted from existing scales (to fit the study context). Due to space limitations, the specific measures used in this research and their sources are summarized in Tables 1 and 2.

(Tables 1 and 2)

As we adapted items from existing scales factors could be defined as expected, although some items had to be excluded. The sixteen factors used in this research showed high–levels of convergent validity, with Cronbach's alpha ranging from .80 to .96.

## 5. Causal model specification

We used ordinary least squares (OLS) to test the causal model. We modelled variables reflecting networking benefits, promoters' management approach and municipalities' internal characteristics as determinants of the outcome value, satisfaction, and loyalty perceptions variables in relation to LA21 processes (equations 1, 2 and 3).

Our model specification was as follows:

$$(1) \text{Value}_i = \alpha_1 + \beta_{11} (\text{networking benefits}_i) + \beta_{12} (\text{promoters' management approach}_i) + \beta_{13} (\text{municipalities' internal characteristics}_i) + \varepsilon_{1i}$$

$$(2) \text{Satisfaction}_i = \alpha_2 + \beta_{21} (\text{networking benefits}_i) + \beta_{22} (\text{promoters' management approach}_i) + \beta_{23} (\text{municipalities' internal characteristics}_i) + \varepsilon_{2i}$$

$$(2) \text{Loyalty}_i = \alpha_3 + \beta_{31} (\text{networking benefits}_i) + \beta_{32} (\text{promoters' management approach}_i) + \beta_{33} (\text{municipalities' internal characteristics}_i) + \varepsilon_{3i}$$

Where:

Networking benefits variables include: local society participation, instrumental benefits, learning, entertainment, reputation, trust, and identification. Promoters' management approach variables include: comprehensiveness, promoters, complements, recognition and co–decision. Finally, municipalities' internal characteristics include: attitude towards local society participation and SD tradition.

## 6. Findings

Stata 12 statistical software was used to analyse the model. A preliminary step consisted of analysing descriptive statistics. Results are reported in tables 1 and 2. Items measuring networking benefits offered relatively large and homogeneous scores (low standard deviations). The higher score was obtained by the variable ‘instrumental benefit’ (average score = 7.14; S. D. = 1.66). The perception in relation to the management approach of higher levels of government seems to be less positive. Comprehensiveness, a variable that measures the involvement of the higher levels of government and the degree of cohesiveness in its actuations, obtained the lowest score among all survey measures (average score = 4.89; S.D. = 2.05). Perceptions in relation to money-related complements (average score = 5.13; S.D. = 1.83) and co-decision (average score = 5.64; S.D. = 1.70) were also relatively low-rated.

The variables associated with internal characteristics of the municipalities (excluded attitude towards local society participation, mentioned below) are positioned at intermediate levels. The presence of key individuals in the municipalities who foster LA21 obtained slightly higher scores (average score = 6.76; S.D. = 2.20) than the perception in relation to the SD tradition of the municipalities (average score = 6.40; S.D. = 1.99).

Outcome variables (value, satisfaction and loyalty perceptions) also offered intermediate-high scores. Among them, loyalty intentions received the highest score among the outcome variables (average score = 7.01; S.D. = 0.83) and satisfaction the lowest one (average score = 6.10; S.D. = 0.96).

The results in relation to local society participation deserve special attention. The ‘we get local society participation’ item achieved the lowest score among all the items addressed to measure networking benefits (average score = 5.35; S.D. = 2.26) and had to be excluded from the variable instrumental benefits due to the lack of convergent

validity. However, attitude towards local society participation seems to be highly positive (average score = 7.72; S.D. = 1.72).

We also tested for normality. The Shapiro–Francia test (Shapiro & Francia, 1972) showed that most variables seemed to be normally distributed. However, the test rejected the normality of three variables: promoters ( $p = .02$ ), learning ( $p = .01$ ) and loyalty ( $p = .00$ ). Therefore, we used the robust regression method to conduct the causal analysis.

Likewise, correlations between factors were checked. As shown in table 3, virtually all correlations among the outcome variables (value, satisfaction and loyalty perceptions) and the predictors were significant and some of them relatively high. On the other hand, as expected, some predictor variables are significantly correlated between them, particularly inside each category of variables (i.e. management approach, municipalities' characteristics, networking benefits). This result prevented us for checking multicollinearity, when these variables were jointly included in the regressions.

(Table 3)

Table 4 summarises OLS estimation results. We show the results by using six columns for each outcome variable (value, satisfaction and loyalty). The three first columns report the results of the regression of the outcome variable considered on all explanatory variables. As expected, some variables resulted non–significant. This result was considered as foreseeable given that we include multiple explanatory variables and these variables are significantly correlated (multicollinearity). Variance inflation factors (VIF) of the variables included in the regression are reported. The three final columns show the regression that best fit our data. As shown in table 4,

the comprehensiveness ( $\beta = .39$ ;  $p < .05$ ), attitude towards local society participation ( $\beta = .31$ ;  $p < .01$ ) and instrumental benefits ( $\beta = .54$ ;  $p < .01$ ) variables have a positive effect on the value attached to the LA21 tool ( $R\text{-sq} = 60.53\%$ ;  $p < .01$ ). The SD tradition ( $\beta = .32$ ;  $p < .01$ ), instrumental benefits ( $\beta = .43$ ;  $p < .01$ ), and learning ( $\beta = .43$ ;  $p < .01$ ) variables have a positive effect on the satisfaction perceived from LA21 experiences ( $R\text{-sq} = 61.91\%$ ;  $p < .01$ ). The recognition ( $\beta = .20$ ;  $p < .05$ ), and instrumental benefits ( $\beta = .43$ ;  $p < .01$ ) variables have a positive effect on the loyalty towards LA21 processes ( $R\text{-sq} = 56.25\%$ ;  $p < .01$ ).

## **7. Discussion**

There is an unsolved and crucial question regarding tourism destination governance, and it is about how to stage the elements required so that municipalities have a positive attitude towards participative sustainability-led medium-term planning tools, such as LA21. This research seeks to respond to this need by analysing the experience of an archipelago in Europe, the Balearic Islands, which has developed a successful experience, at least if we use as an indicator of LA21 dissemination in the region success. This experience is based on regional networking, involving the regional government and municipal councils. The regional government acts as network promoter and the municipal councils as main network actors. Previous literature contributes empirical evidence that networking seems to lead to high levels of LA21 dissemination in different European countries. However, systematic studies explaining why LA21 networks are successful have only been undertaken as an exception (Barrutia & Echebarria, 2001) and have not included networking benefits-related variables. This research takes a step towards filling this gap.

Overall, our data seem to support the proposed model. Correlations between the outcome variables (value, satisfaction and loyalty perceptions) and the predictors were significant and some relatively high. This result may be interpreted in the sense that a positive attitude towards sustainable medium-term planning in a networking context is associated with a mix of variables reflecting the management approach of the promoters, the internal characteristics of the municipalities and the benefits emerging from networking.

Descriptive statistics showed that important benefits seem to arise from networking experiences addressed to incorporate participative and sustainable planning processes at a local level. Items and variables measuring networking benefits offered relatively large and homogeneous scores. Among them, the higher score was obtained by the variable instrumental benefits. Therefore, benefits deriving from having a medium-term plan and from collaborative work with other municipalities and higher levels of government in order to reduce risks seem to be highly appreciated by tourism destination local authorities. On the contrary, the perception in relation to the management approach of higher levels of government seems to be less positive. Comprehensiveness, a variable that measures the involvement of the all relevant higher levels of government (in our case, mainly the regional government and the Spanish government) and the degree of cohesiveness in its actuations, obtained the lowest score among all survey measures. Complements to the focal LA21 tool and co-decision were also perceived as areas for improvement.

Local society participation deserves singular consideration. Local authorities reported low levels of achievement in relation to the effective level of local society participation (the 'we get local society participation' item achieved the lowest score among all the items addressed to measure networking benefits). This result seems to be consistent

with previous research that indicates that effective local society participation is a weakness of LA21 processes in practice (e.g. Coenen, 2009, Barrutia & Echebarria, 2011) and other SD-related processes (e.g. Carson, 2009; De Stefano, 2010). Our finding should not be interpreted in the sense of municipalities having a negative attitude towards local society participation in the archipelago. In fact, attitude towards civil-society participation obtains high scores. Therefore, local authorities seem to be prone to participation, but unable to overcome barriers to successfully achieve effective participation.

Regressions showed the variables with more explanatory power between all the constructs considered in this research. The value attached to the LA21 tool is particularly explained by the comprehensiveness, attitude towards local society participation and instrumental benefits variables. It is important to note that each one of these variables belong to one of the categories considered in this research (i.e. comprehensiveness to the management approach category, attitude towards local society participation to the municipal characteristics category, and instrumental benefits to the networking benefits category). Therefore, a mix of external support, internal awareness and networking benefits seem to be needed to convince local authorities that a participative and sustainable medium-term plan is worthwhile. The satisfaction derived from implementation of LA21 processes is particularly influenced by the SD tradition, instrumental benefits, and learning variables. Interestingly, a variable linked to the prior expertise of municipalities in relation to sustainability processes (SD tradition) and two variables measuring networking benefits (instrumental benefits and learning) seem to be singularly important to explain local authority perception of satisfaction with LA21 processes. A plausible interpretation of this result is that satisfaction is mainly influenced by functionality,

being functionality explained by the everyday learning, the usefulness of the LA21 tool in a networking context (instrumental benefits) and the absorptive capacity (SD-tradition) of the municipalities needed to harness learning opportunities emerging from networking. Finally, the loyalty towards LA21 processes (i.e. the intention of keeping working with LA21, or even intensify it) is particularly explained by the recognition and instrumental benefits variables. Then, a variable referring to the management approach of the promoters (recognition), and a variable related to networking benefits, and more specifically to functionality (instrumental benefits), seem to be the most important variables to explain loyalty intentions. Therefore, external and not money-related rewards, in the form of recognition, are important to explain loyalty to LA21 processes.

## **8. Conclusions**

Our findings show that positive attitude towards participative and sustainable medium-term planning in a networking tourism destination context is associated with a mix of variables reflecting the management approach of the promoters, the internal characteristics of the municipalities and the benefits emerging from networking. To the best of our knowledge, this is the first systematic study addressed to analyse the joint effect of these factors on attitude towards LA21 for tourism destinations.

Although a relatively great number items and variables are considered in this research, some of them are shown to have singular prominence. In particular, a variable linked to functionality, instrumental benefits, behaves as a singularly important variable in our study. First, tourism destination local authorities attach relatively high scores to this variable in a networking context. Then, instrumental benefits are crucial to explain local authority perceptions of value, satisfaction and



loyalty in relation to LA21. Other variables measuring networking benefits, such as SD tradition (a measure of prior expertise and absorptive capacity) and learning are also crucial to explain satisfaction with LA21 processes, what confirm the strong link between the learning and networking concepts suggested by prior research. Other variables related to the promoter management approach and the internal characteristics of the municipalities seem to be also particularly explanatory. More specifically, higher levels of government involvement and collaboration seem to be important to spread the idea that LA21-like tools are worthwhile. Likewise, recognition by higher levels of government is an important non-monetary reward to achieve loyalty. In short, whilst previous expertise and specially functionality seem to be the most important factor explaining local authority attitude towards LA21-like tools, the leadership of higher levels of government as network promoters and providers of guidance and recognition is also crucial in tourism destinations.

Variables used in this research, and included in the three categories established above, could also be cross-categorized as more cognitive-related or more affective-related. Overall, more cognitive components (such as, prior expertise, instrumental benefits and learning) seem to be more important than more affective components (such as entertainment, trust, identification, and relations with promoters) to explain attitudes towards LA21. LA21 tools seem to be highly functional for tourism destinations local authorities, and local authorities seem to be mostly supporting their perceptions in cognitive/functional considerations. Despite the great deal of research focusing on affective variables, and mostly referred to non-professional contexts (e.g. Dholakia et al. 2004; Nambisan and Baron, 2009), we interpret our findings as logical in a professional context. As an exception, our data show that the money-related support of higher levels of government, although significantly and positively

correlated with local authorities perceptions, seem not to be as important as suggested by prior LA21 literature. Recognition (a non-monetary reward) is shown to have a more important effect. This result could be affected by the relatively small amount of financial support specifically devoted to LA21 processes in the Balearics, as reflected in local authority perceptions.

## **9. Future research**

The results of our study are conditioned by its context. They refer to a single context in which many of the elements may be relatively homogenous. Future investigations are required in broader geographical contexts in order to either corroborate these results, or find anomalies in them.

This study is cross sectional, covering only one point in time, and we cannot assess the evolution in time of the perceptions of the LA21 municipal managers. Longitudinal studies might provide additional insights.

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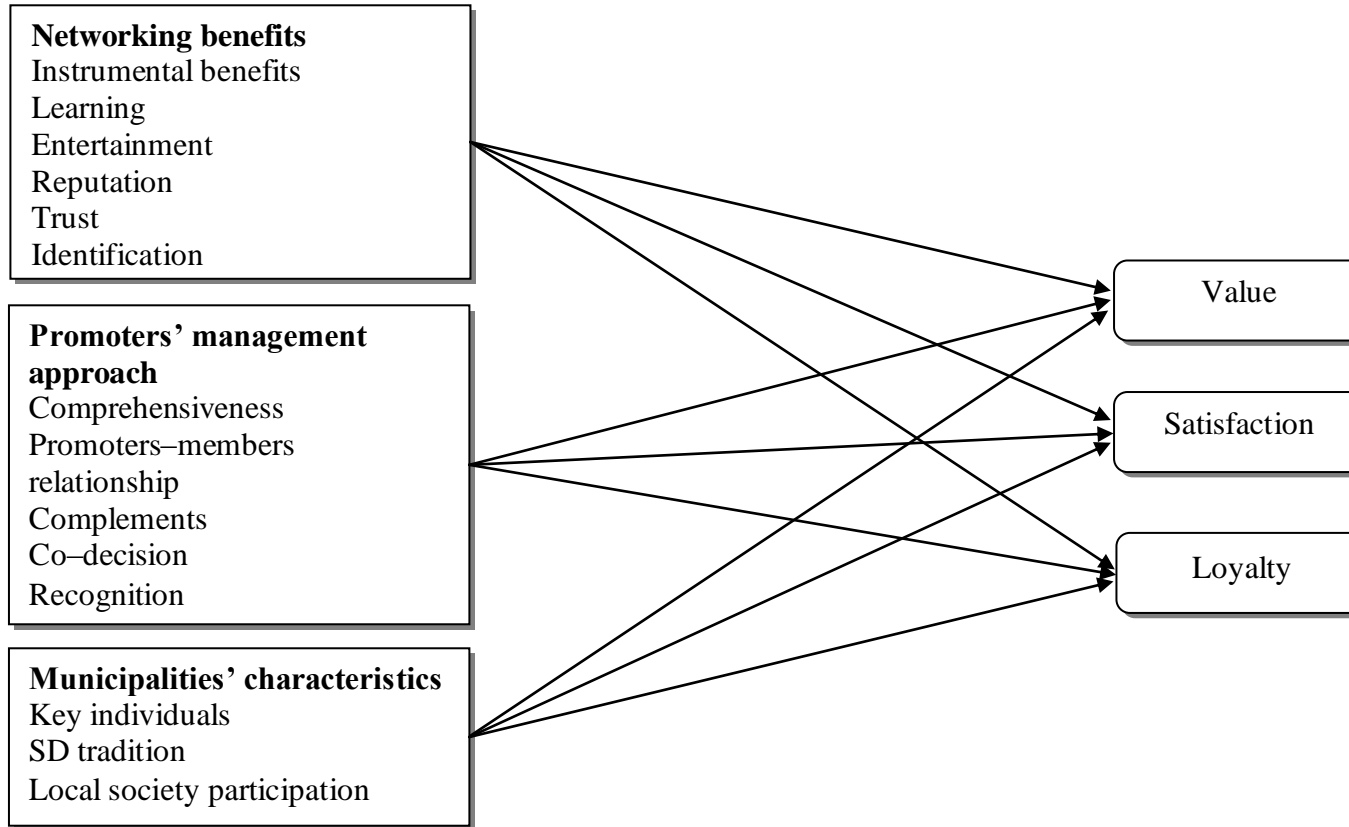


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**Figure 1: Model**



**Table 1. Analysis of unidimensionality: variables measuring ‘networking benefits’ and ‘value’ ‘satisfaction’ and loyalty perceptions in relation to LA21 (dependent variable)**

Factor/item	Source (adapted from...)	Mean	Std. Dev.	Alpha*
<b>Instrumental benefits</b>	Dholakia et al., 2004	<b>7.14</b>	<b>1.66</b>	<b>0.83</b>
A medium term plan is very useful		7.52	1.85	
We get local society participation		5.35	2.26	<i>Excluded</i>
By working together we reduce risks		6.75	1.75	
<b>Learning</b>	Dholakia et al., 2004;	<b>6.26</b>	<b>1.98</b>	<b>0.89</b>
We get important information	Nambisan and Baron, 2009	6.33	2.29	0.87
We learn		6.54	2.13	0.77
We resolve problems		5.91	2.19	0.87
<b>Entertainment</b>	Dholakia et al., 2004;	<b>6.78</b>	<b>1.84</b>	<b>0.92</b>
It's nice to share aspects of LA21	Nambisan and Baron, 2009	6.82	1.98	
It is exciting to share LA21 issues		6.75	1.86	
It's fun to solve LA21 problems		6.84	1.66	<i>Excluded</i>
<b>Reputation</b>	Dholakia et al., 2004;	<b>7.12</b>	<b>1.65</b>	<b>0.93</b>
Reinforces our reputation	Nambisan and Baron, 2009	7.33	1.72	
Reinforces our credibility		6.91	1.69	
We are able to influence others		7.36	1.80	<i>Excluded</i>
<b>Identification</b>	Chiu et al., 2006	<b>5.96</b>	<b>1.73</b>	<b>0.87</b>
Close to network's people		5.65	1.96	0.79
Positive feeling towards the network		6.07	2.02	0.86
Sharing many points of view		6.18	1.87	0.81
<b>Trust</b>	Chiu et al., 2006	<b>5.89</b>	<b>1.84</b>	<b>0.94</b>
Keep their promises		5.84	1.88	
Members behave consistently		5.95	1.92	
Members are trustworthy		6.79	1.73	<i>Excluded</i>
<b>Value</b>	Heskett et al., 1994	<b>6.30</b>	<b>2.25</b>	<b>0.96</b>
More benefits than costs and problems		6.14	2.23	
LA21 worth the trouble		6.47	2.37	
<b>Satisfaction</b>	Lam et al., 2004	<b>6.10</b>	<b>2.22</b>	<b>0.96</b>
Very satisfied		6.17	2.22	
Meet expectations		6.03	2.32	
<b>Loyalty</b>	Dwyer, Schurr and Oh, 1987	<b>7.01</b>	<b>2.20</b>	<b>0.83</b>
Keep working with LA21		7.40	2.40	
We will intensify		6.63	2.37	

\* Cronbach's alpha = Scale reliability coefficient (bold) or scale reliability without the item; Std. Dev. = Standard Deviation.; n = 57

**Table 2. Analysis of unidimensionality: variables measuring ‘promoters management approach’ and ‘municipality characteristics’**

Factor/item	Source (adapted from...)	Mean	Std. Dev.	Alpha*
<b>Comprehensiveness (actors)</b>		<b>4.89</b>	<b>2.05</b>	<b>0.87</b>
Promoters’ work is coordinated	Frels et al.	5.03	2.32	0.85
No-one missing	2003; Barrutia and Echebarria,	6.00	2.74	Excluded
All relevant promoters are supporting	2011	4.59	2.32	0.84
Promoters collaborate		5.07	2.29	0.76
<b>Promoters–members relationship</b>		<b>6.39</b>	<b>1.79</b>	<b>.93</b>
Fluid relationships	Frels et al.	6.62	2.15	.92
Prestigious promoter	2003; Barrutia	6.24	1.93	.90
Reference promoter	and Echebarria,	5.98	1.98	.91
We collaborate with promoters	2011	6.77	1.94	.91
We contribuye ideas		6.34	2.03	.93
<b>Complements</b>	Frels et al.	<b>5.13</b>	<b>1.83</b>	<b>0.90</b>
A lot of support at present	2003; Barrutia	4.86	1.91	Excluded
Easily accessible support	and Echebarria,	5.41	2.18	
Quality support	2011	5.71	2.09	
<b>Co–decision</b>		<b>5.64</b>	<b>1.70</b>	<b>0.91</b>
We participate in decision–making		4.47	2.53	Excluded
Forums to jointly decide	Frels et al.	5.86	1.70	Excluded
Ways to participate in decision–making	2003; Carson et al. 2007	5.84	1.82	0.89
Participation is encouraged		5.57	1.93	0.86
People participating are supported		5.52	1.81	0.85
<b>Recognition</b>		<b>6.00</b>	<b>2.06</b>	<b>0.92</b>
Active municipalities are recognised	Podsakoff,	6.45	2.35	0.90
Active municipalities are appreciated	MacKenzie,	6.38	2.37	0.89
Main political leaders recognise LA21 activism	Moorman and Fetter, 1990	5.28	2.23	0.92
Positive feedback		5.93	2.22	0.89
<b>Local society participation</b>		<b>7.72</b>	<b>1.72</b>	<b>0.80</b>
Advantages > Disadvantages	Barrutia and Echebarria,	7.01	2.07	
Worth the trouble	2011	8.43	1.70	
<b>Key individuals</b>		<b>6.76</b>	<b>2.20</b>	<b>0.95</b>
Influential individuals	Barrutia and Echebarria,	6.88	2.22	
Reference models	2011	6.64	2.28	
<b>Tradition</b>		<b>6.40</b>	<b>1.99</b>	<b>0.89</b>
We are a benchmark regarding SD	Barrutia and Echebarria,	6.39	2.17	
Long SD tradition	2011	6.41	2.02	

\* Cronbach’s alpha = Scale reliability coefficient (bold) or scale reliability without the item; Std. Dev. = Standard Deviation.; n = 57

**Table 3. Factor correlations**

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
Value (1)	1															
Satisfaction (2)	.832*	1														
Loyalty (3)	.734*	.707*	1													
Comprehensiveness (4)	.562*	.598*	.455*	1												
Promoters (5)	.394*	.533*	.336*	.493*	1											
Complements (6)	.446*	.495*	.315*	.512*	.610*	1										
Co–decision (7)	.382*	.486*	.409*	.682*	.733*	.460*	1									
Recognition (8)	.474*	.441*	.432*	.550*	.620*	.522*	.625*	1								
Key individuals (9)	.291*	.446*	.232	.411*	.531*	.436*	.480*	.423*	1							
SD Tradition (10)	.490*	.571*	.424*	.544*	.541*	.410*	.427*	.392*	.549*	1						
Local society participation (11)	.500*	.388*	.445*	.096	.249	.284*	.076	.132	.149	.172	1					
Instrumental Benefits (12)	.690*	.607*	.729*	.428*	.330*	.262*	.491*	.369*	.322*	.376*	.540*	1				
Learning (13)	.551*	.650*	.420*	.599*	.696*	.558*	.610*	.674*	.487*	.406*	.312*	.437*	1			
Entertainment (14)	.631*	.623*	.566*	.537*	.777*	.559*	.672*	.550*	.511*	.498*	.471*	.652*	.785*	1		
Reputation (15)	.595*	.565*	.646*	.403*	.456*	.433*	.551*	.427*	.350*	.307*	.497*	.822*	.572*	.719*	1	
Trust (16)	.528*	.470*	.436*	.456*	.451*	.377*	.544*	.581*	.291*	.221	.302*	.475*	.621*	.590*	.518*	1
Identification (17)	.478*	.343*	.329*	.472*	.543*	.403*	.497*	.497*	.273*	.371*	.323*	.424*	.529*	.577*	.480*	.618*

\*significant at the 5% level

**Table 4. Determinants of value, satisfaction and loyalty perceptions in relation to LA21 \***

	Value			Satisfaction			Loyalty											
	Coef.	P>t	VIF	Coef.	P>t	VIF	Coef.	P>t	VIF	Coef.	P>t	VIF						
Comprehensiveness	.31	.05	3.17	.39	.01	1.26	.26	.11	3.17	.19	.26	3.17						
Promoters	-.06	.77	6.43				.32	.15	6.43	-.02	.94	6.43						
Complements	.12	.38	2.21				.14	.27	2.21	-.02	.85	2.21						
Co–decision	-.43	.08	4.89				-.19	.37	4.89	-.17	.47	4.89						
Recognition	.13	.43	2.61				-.15	.27	2.61	.24	.13	2.61	.20	.04	1.16			
Key individuals	-.13	.22	1.77				-.01	.91	1.77	-.17	.19	1.77						
SD Tradition	.20	.14	2.21				.27	.05	2.21	.32	.00	1.27	.22	.09	2.21			
Local society participation	.14	.33	1.96	.31	.00	1.46	.08	.56	1.96				.12	.53	1.96			
Instrumental Benefits	.60	.03	5.09	.54	.00	1.76	.58	.01	5.09	.43	.00	1.31	.55	.11	5.09	.87	.00	1.16
Learning	.06	.78	4.21				.44	.01	4.21	.43	.00	1.35	-.15	.48	4.21			
Entertainment	.21	.48	6.78				-.34	.21	6.78				.19	.46	6.78			
Reputation	-.10	.77	4.61				-.01	.97	4.61				.24	.44	4.61			
Trust	.19	.33	2.48				.19	.20	2.48				.13	.50	2.48			
Identification	-.01	.93	2.08				-.32	.03	2.08				-.24	.29	2.08			
Constant	-1.70	.09		-1.97	.03		-1.97	.10		-1.81	.05		-.57	.66		-.42	.70	
<b>R-Sq (%)</b>	70.08			60.53			69.75			61.91			63.27			56.25		

\* Robust regressions. VIF = Variance inflation factor. Coef. = Coefficient.