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Developing Enterprise Activities Near a Young National Park: the Views of Municipal Decision-Makers and Entrepreneurs Adjacent to Repovesi National Park

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Abstract
The paper examines the tourism-oriented enterprise development measures preferred by entrepreneurs and decision-makers in the area adjacent to Repovesi National Park. The starting point is that visitors to Repovesi National Park spend considerably less money per visit than visitors to e.g. Linnansaari and Seitseminen national parks. Visitors to Repovesi are also less satisfied with the provision of (enterprise-based) services. The large volume of visitors to the national park should form a viable basis for tourism businesses.

Tourism service enterprises are mostly very small enterprises that rarely have the resources for large investments or marketing. Thus, close cooperation is required between entrepreneurs and community leaders who decide on the allocation of development resources. Such co-operation may not always be forthcoming because local decision-makers may not consider the tourism industry sufficiently important.

In this study, decision-makers tended to prefer solutions that involved various forms of funding. They also differentiated between direct support and Leader-based funding. They also differentiated between developing the business-support infrastructure and measures such as meetings, courses and other methods of information-dissemination. Entrepreneurs were less able or willing to delimit such specific groups of measures; for example, various forms of funding were generally considered together. Entrepreneurs were more likely to prefer practical, infrastructure support that would improve the preconditions for business (operating space, entrepreneurship incubators, etc.), as well as measures to assist the recognition of new business opportunities (workshops, meetings, visits to the national park, etc.).

Decision-makers in the municipalities adjacent to Repovesi differed in their preferences for encouraging tourism-based development. In Mäntyharju, there was still a strong commitment to develop agriculture together with tourism. Other industrial developments were preferred to tourism. Decision-makers in Valkeala preferred the equal development of a number of segments of the economy. This was reflected in the preferred small business support measures. In Mäntyharju, more emphasis was placed on Leader-programme funding, whereas in Valkeala, there was a greater preference the developing the Leader-programme infrastructure, e.g. via cooperation. Fewer differences were found between entrepreneurs' preferred measures at the municipal level. Most preferred measures to improve information and cooperation, followed by measures to assist access to funding and operating space and competence building.

Entrepreneurs and decision-makers in Valkeala show more agreement on how to develop local tourism service enterprises than is the case in Mäntyharju, where there seems need to strengthen the dialogue between tourism entrepreneurs and decisions-makers.

Keywords
Repovesi National Park, tourism, enterprise development, entrepreneurs, local decision-makers

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Other information

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Foreword

The study is part of research project 3240 *Nature protection areas and rural vitality* being carried out within the research programme *Safeguarding forest biodiversity – policy instruments and socio-economic impacts* (TUK) at the Finnish Forest Research Institute (Metla). The project examines the local effects of three national parks in southern Finland, Linnansaari, Seitseminen and Repovesi. The aim of the project is to examine the relationship between the demand for recreation- and tourism-related services by visitors to the national parks, the response of entrepreneurs to those demands, the attitude of local residents to their adjacent national parks, and how local decision-makers regard their local park as a (potential) source of economic development. Other studies from this project have been published in this series as numbers 61/2007, 72/2008, 84/2008, 90/2008, 96/2008, 106/2009 and 127/2009 132/2009. All are available at www.metla.fi/julkaisut/mwp.

This present paper continues the series of analyses by examining the measures that are preferred by entrepreneurs and decision-makers to encourage tourism-oriented businesses. Because the project has consisted of a number of separate studies, the questionnaires have also evolved. Subsequent investigations have picked up questions that arose from previous results. For this reason the present study can only deal with Repovesi National Park because several of the key questions were only developed at this stage. That said, Repovesi National Park is the youngest of the three parks studied, and so it provides a good case for examining the development measure preferences of the two sets of interested parties.

The study is a contribution to on-going debate concerning nature protection areas while sustainability using such areas as a basis for rural livelihoods. Knowledge of how entrepreneurs and local decision-makers differ in their priorities concerning the available measures for developing local tourism-oriented business should be of assistance to both sets of interested parties as well as to the national park authority, Metsähallitus, when making development plans for national parks. The fact that the municipalities adjacent to Repovesi National Park have different priorities further demonstrates the need for an understanding of local representations and discourses when establishing or developing a national park.

Permission for publication was given by Dr. Riitta Hänninen, leader of the TUK-research programme. The layout was by Mrs. Maija Heino.

Ashley Selby

Project coordinator
Helsinki, 13.11.2009

1 Introduction and aim

1.1 The problem setting – local benefits from national park tourism

Tourism is one of the largest economic sectors in the global economy. It employs over 230 million people and accounts for approximately 10% of global GNP (WTTC 2007). It is also estimated that the sector will grow at approximately 4% per year until 2020. Over half of the world's tourist arrivals occur in Europe, with Northern Europe the fasted growing tourism area (UNWTO 2007). In response, Finland's tourism strategy aims to create tourist centres and to develop theme-based products and services to create the preconditions for year-round tourism by the year 2020 (KTM 2006a). However, only two thirds of tourism-related businesses in Finland operate throughout the year. Most are very small businesses with very limited capacity and accommodation capacity is under-used for most of the year (Ryymin 2005; Saraniemi 2006; Kylänpää 2007). These businesses are characterised by e.g. low efficiency, weak marketing, no long-term strategy and lack of proper vocational training (Komppula 2004).

Nature protection areas and national parks often become tourist attractions and centres of outdoor recreation. The money flows created by the influx of visitors supplement local economies and can help to compensate any losses of income that may have resulted from the establishment of the nature protection areas (e.g. Bergstrom et al. 1990, Cordell et al. 1992, Berghäll 2005, Saarinen 2003, Kauppila 1999a, b, Huhtala 2007). In Finland, around 1.7 million visits to national parks occur annually, and the number is increasing rapidly. Visitor spending resulted in an income of c. 70 million € in 2008, with an employment effect of almost 900 man-years. However, the greater part of the these benefits occurred in the resort-like developments adjacent to the large national parks in Finnish Lapland (Saarinen 2003, Huhtala 2007, Metsähallitus 2009).

A series of studies concerning the local effects of Linnansaari, Seitseminen and Repovesi National Parks in southern Finland have been made recently by the Finnish Forest Research Institute (Metla) and the national park authority Metsähallitus. These studies found considerable differences in both the number of tourists that visit these national parks and in visitor spending (Table 1). The district adjacent to the oldest national park, Linnansaari, with the lowest number of visitors, was found to extract the greatest economic benefit via robust visitor spending compared to the other two national parks. Conversely, in the case of the youngest national park, Repovesi, the economic benefit to the district is modest due to low visitor spending despite the largest number of visitors.

Public services and infrastructure are needed to accommodate and attract large numbers of visitors. An area needs to be attractive for visitors if it is to encourage visitor spending. The provision of the attractions and services that are required by tourists and recreationists should therefore create opportunities for viable private enterprises. However, an internet survey of service enterprises adjacent to the national parks in question showed that such a response has been slow to develop (Table 1). There is a clear and negative correlation between the age of the national park and the number of services (per 1000 visitors) that are provided. Adjacent to the oldest park, Linnansaari, there are 4 enterprises per 1000 visitors, 3.2/1000 adjacent to Seitseminen and 1.9/1000 adjacent to the youngest park, Repovesi. This suggests that entrepreneurs adjacent to the younger national parks are failing to recognise the opportunities for business created by the demand for tourism services, or that there is a lack of interest in providing such services, or that considerable time is required for the development of a tourism service infrastructure.

Table 1. Service provision adjacent to Linnansaari, Seitseminen and Repovesi national parks.

Sector	Linnansaari	Seitseminen	Repovesi
Accommodation	43	25	33
Restaurants & cafés	29	27	33
Transport (land and water)	32	10	33
Tourism & programme services	27	14	21
Primary production (direct sales)	3	0	3
Retail	5	23	6
Other	5	10	9
Number of service enterprises[1]	117	139	138
Number of visitors, 2005[2]	29 000	44 000	70 000
Number service enterprises per 1000 visitors*	4.0	3.2	1.9
Average visitor spending (€)[2]	108	33	22
Income effect (mill. €)[2]	2.9	1.3	1.6
Employment effect (man-years)[2]	35	16	20

[1] The number of tourism and recreational service related enterprises within 30 km radius of Linnansaari, Seitseminen and Repovesi national parks (internet surfing results), 2005.
[2] Metsähallitus 2009

A possible reason for these variations is that national park status alone is not necessarily sufficient to generate tourism on a considerable scale. The areas adjacent to national parks also need to be attractive to visitors (Oosterhaven and van der Knijff 1988, Boyd and Hall 2005, Saarinen 2001). The visitor surveys concerning the three national parks in question (Pulkkinen and Valta 2008, Tunturi 2008, Hemmilä 2008) strongly suggest that such a process is at work (Figure 1). Visitors to Linnansaari National Park included much more in their itinerary that just a visit to the national park, whereas in the case of Repovesi, the national park is the main object of the visit for nearly 80% of the visitors. Similarly, visitor satisfaction is a reflection of the provision and quality of services. Visitor satisfaction was lowest in the case of Repovesi (Hemmilä 2008) and highest in the case of Linnansaari (Pulkkinen and Valta 2008) with Seitseminen falling in between (Tunturi 2008).

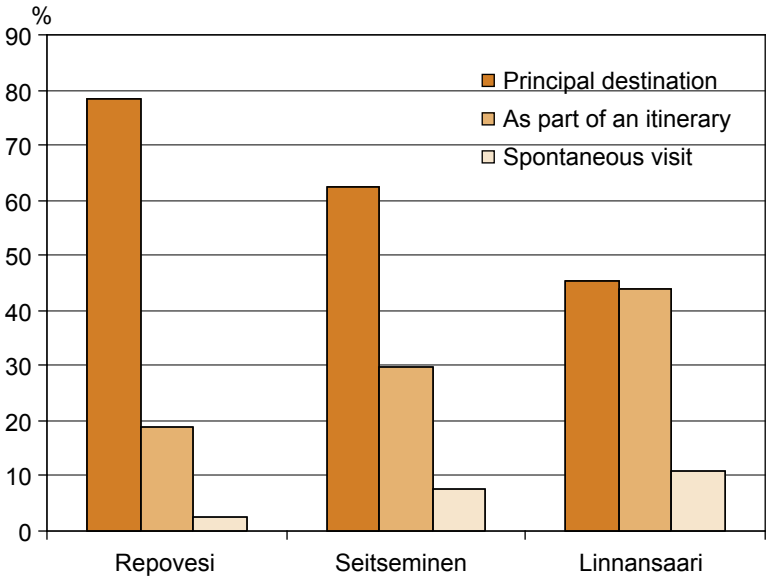

Figure 1. National parks as planned or unplanned destinations. Metsähallitus visitor surveys (Pulkkinen and Valta 2008, Tunturi 2008, Hemmilä 2008).

1.2 Aim

Tourism service enterprises are mostly very small enterprises (VSEs) that operate at less than optimum efficiency (e.g. Komppula 2004). Such entrepreneurs rarely have the resources for large investments or marketing. Thus, close cooperation is required between local entrepreneurs and community leaders who decide on the allocation of development resources if the benefits of the national park are to be optimized. Such cooperation is not always easy, and the full integration of the tourism sector into a local economy can be threatened by ”a shortage of knowledge, skills and will among local authorities” (Saarinen 2003). Such short-comings should not be underestimated because while local decision-makers can play a vital role in helping to promote and develop tourism, they do not always consider the industry sufficiently important to grant it the prerequisite development resources (Elliott 1997). Community leaders and decision-makers need to assess the local business infrastructure to determine whether the types and diversity of extant businesses and services can effectively support the growth or tourism and recreation services. In this way they can allocate resources to attract and support recreation-related businesses (Bergström et al. 1990).

Given that municipalities adjacent to Repovesi National Park have apparently not succeeded in benefiting from all the opportunities provided by the demands for tourism and recreation (Selby and Petäjistö 2008b), and given that municipal decision-makers and service entrepreneurs are in key positions with respect to the development of a local tourism segment, this paper examines which measures are preferred by entrepreneurs and decision-makers to enable local entrepreneurs to realise the opportunities for business created by the national park.

Knowledge of the views of the interested parties should provide a basis for closer cooperation and understanding between entrepreneurs working in the tourism service segment and decision-makers. This in turn should lead to a greater understanding of how to benefit from the business opportunities provided by tourism.

The paper is divided into five parts. The frame of reference defines rural tourism and examines the role of community leaders in advancing the sector. The small-scale nature of rural tourism enterprises and aspects of business opportunity recognition are then outlined. The second part is a brief description of Repovesi National Park and the data employed in this study. Then follows two sets of empirical analyses: first there is an examination of the views of community decision-makers concerning the tourism sector and its development as well as their preferred measures for assisting the development of businesses in the tourism sector. The second set of analyses examines the development and support measures preferred by tourism- and service related entrepreneurs. The fifth and concluding section discusses the differences in preferences of the two groups and their implications.

2 Frame of reference

2.1 Rural tourism and national parks

The tourist industry has been defined as the provision of goods and services required by the demands of tourism, and which are expressed as tourism consumption (Sessa 1983, Shaw and Williams 1997). Despite having received much attention in the literature, there seems to be no simple definition of *rural* tourism. Page and Getz (1997) give the topic considerable attention in a wide-ranging literature review. For example, following Mormont (1987) and Cloke (1992) among others, they

characterise rural tourism as a new specialised use of rural spaces (tourist sites, national parks, etc.), with rural spaces increasingly performing functions for non-rural users: a process often referred to as commodification. Urry (1988) and Poon (1989) offer reasons for the increasing interest in rural tourism, such as the greater emphasis on outdoor pursuits, seeking a pastoral idyll, and a shift away from standardised package holidays. Page and Getz (1997, citing e.g. Lane 1994) argue that rural tourism is a complex multi-faceted activity that extends beyond farm-based tourism to include special interest, nature holidays and ecotourism, sport and health tourism, and much else. Tourism, including rural tourism, is also characterised by spatial fixity in that the services have to be provided at specific locations (by entrepreneurs) although the consumers (tourists) can be very mobile (Urry 1990, Shaw and Williams 1997).

Long and Nuckolls (1994) and Stein et al. (1999) raise the important issue of organising resources for rural tourism development. Long and Nuckolls (1994) argue that this requires local leadership from those groups that are interest in tourism development and that are committed to organise the development effort. Because the efforts of local development organisations necessarily have to consider many issues of "community development" there may not be a full-hearted commitment to tourism development from that source. It could also be argued that the development of a supportive business environment is also required in order to encourage such leadership and enterprise. In this respect, Long and Nuckolls (1994) stress the importance of educational campaigns aimed at educating residents, entrepreneurs and local government officials of the positive and negative aspects of tourism.

Elliott (1997), in a broad discussion of the role of politics and the public sector in the development and management of the tourist industry, stresses the importance of local government because all the interest groups governing the industry meet at the local level. However, local administrators are rarely tourist industry specialists and so locally administered tourist policies may not receive the expertise they demand. Managers operate on the basis of their knowledge and experience (Elliott 1997; 147). Local conflicts may arise, e.g. between national park developers and e.g. landowners (Pollari 1998). The development of tourism affects local capital accumulations, which in turn may affect local power structures; all of which is reflected in local politics (Elliott 1997; also Mormont 1987, Marsden et al. 1993). Community mangers also include elected representatives who have duties to their constituents, but Murphy (1983) found considerable differences in attitudes towards tourist development between residents, the business community and administrators. Allen and Gibson (1987) also reported a difference between the perceptions of residents and community leaders, largely because the two groups focus on different issues. Long and Nuckolls (1994) stress the importance of pro-active, community-driven planning for rural tourism development. Not only should the positive and negative impacts of tourism be taken in account, but there should also be adequate representation of various community interests. Selby and Petäjistö (2008a) and Suomi et al. (2008) found that residents adjacent to Linnansaari and Seitseminen National Parks were often critical of the lack of communication and lock of residents' participation in national park-related tourism developments in their localities. Residents also criticised their local decision-makers for lack of leadership concerning realising the opportunities for business resulting from the national parks. Another important factor in this political process is the creation of local labour through the means of tourist service enterprises (Shaw and Williams 1994; 138–153). This is a major motive for developing national park based local enterprise in Finland (e.g. Rämet et al. 2003, Saarinen 2003, Tunturi 2008b).

Public sector managers at the local level are mainly concerned about two issues, looking after the interests of local residents by regulating the local impacts of tourism on the community, and

developing the locality socially and economically (Elliott 1997). While the formal objectives of local government may be to serve the interests of the people, the informal objectives of local public sector managers may differ from those of local politicians, and this may affect the importance given to the development of tourism. However, while it is private enterprise that plays the most important role in the development of tourism, and because of this, the private managers need to show initiative, ability and experience (Elliott 1997), it is the public sector that needs to create the pre-conditions for private sector developments. Porter (1980) has shown that while the development of an industrial sector is affected by the relationship between several factors (strategies structures and rivalries between firms, factor conditions, demand conditions, and related and supporting industries and/or services) the role of public sector inputs is also important. Public sector inputs can act as a catalyst to encourage enterprise and stimulate demand for products and services, and where necessary, to create specialised factors of production. The creation of national parks by the state can be seen a case in point. But, this can also be seen in a local government perspective. Local authorities can play a vital role in promoting and developing tourism in their areas by means of marketing, information activities, and providing many of the facilities and amenities enjoyed by visitors and local residents. This is particularly important because, by its very nature, the tourist industry and its business environment is always in a state of flux (Elliott 1997).

Any reluctance of community leaders to support their local tourism sector may be understood in terms of structuration theory (Berger and Luckmann 1966, Gregory 1978, Giddens 1979, Thrift 1983, Pred 1984). This addresses society's tendency to form a structure through the rules and resources (sets of transformation relations) that are recursively implicated in their reproduction. Social structures make social action possible and at the same time that social action creates those very structures: a dialectical relationship (e.g. Ley 1977, Giddens 1979, Thrift 1983, Pred 1984).

The most deeply entrenched structures of social systems are *institutions*, i.e. well-established and structured patterns of relationships that are accepted as a fundamental part of a culture (Webster's 1989). The rules of institutions can only be understood in the context of the historical development of all aspects of society (Pred 1984). Consequently, a new "institutional project" (i.e. socio-economic activity), such as a national park, can be expected disrupt the historical process of structuration by affecting the dominant institutional projects, i.e. traditional livelihoods, such as agriculture, forestry or some other long-standing economic activity, in one way or another because they are the source and outcome of the most significant structural properties and social relations within a locality (Pred 1984, Selby and Petäjistö 2008a). A new institutional project such as a national park and its associated tourism cannot be accommodated locally unless its spatial and temporal coordination is possible within the existing framework of dominant and associated institutions, each of which can be expected to find expression amongst local community leaders and decision-makers. This is because dominant institutional projects have mostly been identical with local material production and distribution or with the operation of a locally dominant mode of production (Marx 1967, Lefebvre 1991, Merrifield 1993). The decision-making (political) culture reflects the dominant institutional projects via the pattern of individual attitudes and orientations towards politics among the members of a political cultural system (Almond and Powell 1966, Muir and Paddison 1981, Murphy 1988). The majority of rural businesses, and especially tourism-related business, are small or very small enterprises and so do not carry a strong lobby.

Rämet et al. (2003), in a study concerning tourism developments in north-east Finland, found that the attitudes of decision-makers and decision-makers towards the development of tourism in their area varied considerably (cf. Pearce et al. 1996), from a generally negative attitude (27%) that failed to see the advantages of tourism, to those who considered tourism to be a key tool for

local development and a means to direct local structural change (30%). The remaining 60% fell into two intermediate groups that considered tourism to be of greater or lesser potential to local economies. The range of attitudes was also found to be associated with the decree to which the decision-makers in question participated in developing the tourism development strategies of the municipalities in question.

2.2 Opportunity recognition and the nature of rural enterprise

It has been argued (e.g. Christensen et al. 1989 and 1994, Timmons 1990, Singh 2000) that entrepreneurial opportunity is derived from three factors: 1) the personal knowledge, abilities and background of the entrepreneur; 2) the new venture idea itself; and 3) the business environment (e.g. regulatory issues, economic conditions, societal factors, etc.). Only when these three factors come together will circumstances exist for entrepreneurial opportunities to be recognised. Ideas for new ventures are influenced by both the entrepreneur and the business environment in a reciprocal, dialectic relationship, which in turn affects the entrepreneurs' abilities to perceive opportunities for business.

Because of the dynamic nature of the business environment of the tourism segment, new opportunities for business are continuously being created. How individual entrepreneurs perceive new business opportunities depends upon factors that are both within the control of the entrepreneur (background, experience, skills) (e.g. McGuire 1964, Pred 1967, Leff et al. 1974, Selby 1987, 1989) and outside (contextual and environmental factors). Thus, opportunities arise out of controllable and uncontrollable factors that stem from individual characteristics of the entrepreneur and the business environment of the enterprise (Long and McCullan 1984). A new venture may represent an incremental innovation or a radical innovation (e.g. Singh 2000 in a very thorough review of opportunity recognition research). Opportunity recognition can be vital for very small, small and medium sized businesses where a change in the local socio-economic environment has occurred (Drucker 1985, Stevenson and Gumpert 1985, Vesper 1993). The creation of a national park and the subsequent development of visitor flows is a case in point.

To benefit from an opportunity, an entrepreneur has to create a new production function, where production is the choice of products or services, the source of supply, the method of production, the method of organisation, and the choice of markets. An opportunity is a "favourable chance" (Christensen et al. 1994; 62) that emerges when an entrepreneur finds a new combination of one or more of the following: new products or services, new production or organisational methods, new markets, new sources of input and/or new market structures (Schumpeter 1935). However, as noted above, the public sector via local government, can help create pre-conditions that ensure that private enterprise is able to perceive and realise new opportunities for business that, in the present case, may be arise from the creation of a national park and the visitor flows that it attracts.

Studies in Finland have shown that, as with most rural enterprises, businesses offering tourist services are very small; mostly a single person or single family businesses (a characteristic common to rural tourism enterprises generally, see Page and Getz 1997). The main service offered by Finnish rural tourism enterprises is accommodation (90%). Two thirds offer program services, and 58% offer meals. Two thirds operate throughout the year, while the accommodation capacity was under-used for most of the year (Ryymin 2005, Saraniemi 2006, Kylänpää 2007). The typical weaknesses of very small enterprises (see e.g. Mäkinen and Selby 1995, Mäkinen 2002) are characteristic of

rural tourist businesses as well: notably small size, low efficiency, poor marketing, no long-term strategy, a lack of professionalism and no proper vocational training (Komppula 2004).

Owners of small- and especially very small enterprises are often characterised by boundedly- or intendedly rational behaviour (Simon 1957), i.e. they make seemingly rational decisions based on limited knowledge and information and a less than optimal ability to use information. They are also often satisficers (Simon 1959, Earl 1983, Selby 1989), i.e. they strive only to obtain a return on labour and capital that they consider to be satisfactory. Small-scale entrepreneurs have also been classified as adaptors or adopters (Alchian 1950, Tiebout 1957, Pred 1967, Selby 1989). Adapters are entrepreneurs who adapt to the conditions of their business environment. Individual entrepreneurs and firms make well-grounded decisions based on relevant information (Pred 1967). Adopters, on the other hand, react to their business environment in relative ignorance, with the "lucky ones" being adopted by the system. The adaptor entrepreneurs can be expected to be relatively innovative and possess a degree of competitive advantage over adopters (e.g. Jennings and Beaver 1997, McEvily and Zaheer 1999) because they are more likely to be proactive (positively interacting with their business environment so as to at least partially control future events) while adopters are, by definition, reactive (Julien et al. 1997).

Tourism services and products enterprises, being mainly very small and even seasonal, are most likely to be reactive adopters, their business having more likely been started from a personal interest or out of expedience (avoiding unemployment) rather than being a response to market demand (e.g. Komppula 2004, Selby and Petäjistö 2008b). This lack of business acumen can be seen as an area where the local officials can act to create a rich information environment that supports the development of business skills, e.g. by organising enterprise incubators, workshops and mentors.

3 Material and methods

3.1 Repovesi National Park and its adjacent municipalities

Repovesi National Park, with the adjacent Aarnikotka Forest Nature Reserve, was established in 2003. This small park (14 km^2) is characterised by uninhabited forests, cliffs and a rugged terrain – the region's highest summits are located in the park. There are also tens of clear lakes and ponds. Even before becoming a national park, Repovesi was one of Southern Finland's most popular hiking destinations. Today, the national park attracts c. 69 000 visitors a year (Hemmilä 2008).

The park is located in the municipalities of Valkeala (a service oriented municipality and since 2009 part of the town of Kouvola, a regional service centre) and Mäntyharju (a rural municipality) (Table 2). Both municipalities have been loosing population, but out-migration has been severe in Mäntyharju. Valkeala has managed to halt its population decline in recent years, possible because of its proximity to Kouvola. Economically, Valkeala is a growth area whereas Mäntyharju is a declining area (Selby et al. 2007b). Agriculture is still relatively important to Mäntyharju, but the area is not a particularly fertile area and household forests are important to sources of income. However, the area is characterised by a large number of farm closures and the widespread afforestation of former fields – often a signal of a severely depressed socio-economic rural environment (Selby et al. 2003 and 2007a). Valkeala is not so dependent upon agriculture and forestry, and its link to the military is discernable in the proportion of the economically active population in the service sector. It recent amalgamation with Kouvola can be expected to further stimulate its socio-economic development.

Table 2. Some attributes of Valkeala and Mäntyharju municipalities in which Repovesi National Park is situated.

	Repovesi National Park	
Number of visitors, 2008[1]	70 000	
Municipal attributes[2]	Valkeala	Mäntyharju
Attractiveness to tourists typology[3]	Cultural history	Landscape & recreational dwellings
Municipal development typology[4]	Growth	Declining
Resident Population 2003	11 238	7 013
Change in resident pop. 1990–2003, %	-1.9	-10.8
Change in resident pop. 2000–2003, %	0.4	-0.7
Pop over 65 yrs, %	14.8	23.8
%EAP in ag. & for., 2000	9.6	14.0
%EAP in industry	26.0	32.8
%EAP in services	62.8	51.0
%EAP commuting	50.6	17.7
Change in number of farms 1990–2000[5]	-38.8	-51.6

[1]Metsähallitus 2009; [2]Official statistics of Finland 1992 & 2006; [3]Five attractiveness classes: Landscape & recreational housing; nature-based tourism; culture history; recreational housing with tourist services (Selby et al. 2007b); [4]Four development classes: Urban; growth; rural; declining (Selby et al. 2007b); [5]Agricultural Census 2000.

3.2 Material and methods

The survey of decision-makers (municipal leaders, elected councillors, advisors) was conducted in spring 2008 as an internet survey. Based on information on the home-pages of the municipalities adjacent to the national park in question (Valkeala and Mäntyharju) a list of e-mail addresses was obtained on the basis of which the decision-makers were invited to answer the questionnaire via the link provided. The questionnaire sought to determine the extent to which decision-makers perceived the role of their local national park in the social and economic development of their municipality, and what concrete actions had been taken to ensure that local enterprises are able to benefit from the opportunities offered by the park and its visitor flows. The return rates was low (c. 30%), although the actually delivery rate was uncertain. Many messages were returned either because of out-dated addresses or spam-filtering. The latter can be a major problem in internet surveys (e.g. Hoang 2008).

The enterprise data was collected by a mailed survey addressed to tourist-related businesses in a 30 km radius of Repovesi National Park. Enterprises were selected by scouring the relevant internet sites and, where possible, examining the businesses' own web-sites. The survey questionnaire concerned the origins and development of the business and issues related to entrepreneurship: start-up conditions, development plans, constraints, attitudes to business and opportunity recognition. A similar questionnaire had been applied in a previous study (Selby and Petäjistö 2008b) but the questionnaire in the present study was modified to include more questions concerning measures to assist small businesses realise the opportunities for business attributable to the national park. These questions were derived from similarly questions employed in the decision-makers survey.

Some 120 enterprises received the questionnaire, but some businesses had terminated and the final active set was 116 enterprises. After two weeks a second posting took place to those enterprises who had not yet replied, followed immediately by a reminder postcard. Thirty-eight completed questionnaires were received: a return rate of 33 %. The majority of these enterprises (24) are located in Valkeala and five in Mäntyharju. These are the municipalities on whose territory Repovesi

National Park is located. Three enterprises were located in Jaala, to the west of the national park, and the remaining enterprises in other municipalities close to the national park.

Twenty municipal decision-makers replied to the questionnaire, of which one was a senior manager, and two were advisors to local business segments. Thirteen left their position undisclosed, but from the mailing list, it could be deduced that most were elected councillors. Nine respondents represented Valkeala and 11 represented Mäntyharju.

The data was initially examined using frequency distributions, and exploratory tests were made of variable interrelations using e.g. tabulation and correlation analyses. Because of its ability to create a new, reduced data set from the original data set, maximum likelihood factor analysis was employed to determine the underlying dimensions of sets of variables in the variable matrix. The method is appropriate for small data sets as the error term is separated from the common variance during the analysis (as compared to principal components analysis that includes the error term with the common variance) (e.g. Johnston 1978). This may lower the total variance captured by the analysis, but the resulting factors can gain in reliability especially when dealing with a small data set. Orthogonal varimax rotation was employed to optimise the variance captured by each component. The new variables were given names appropriate to their content. Factor scores were computed for each observation and saved as new, standardised variables in the data matrix. The factor score-based variables were subsequently subjected to k-means cluster analysis. This is a method that seeks to group observations by common variables. Each observation is assigned to a group so that the between-group variance of attributes is maximized and the within-group variance is minimized. Ideally, the Pearson Chi-square test for the differences of frequency distributions can be applied to cross-tabulations using the classification variables, but in the present data, cell sizes ended up too small to permit statistical testing. Computations were made using SPSS for Windows version 15.

4 Results

4.1 Decision-makers' preferred tourism enterprise development measures

Decision-makers in Mäntyharju municipality attached considerably more importance to tourism *in general* in their local economy compared with decision-makers in Valkeala (χ^2approx= 11.02, df=2, P=0.004). However, asked which were the three most importance benefits that tourism *in general* brought to their municipality, decision-makers' responses in both municipalities were dominated by tourism's (practical) benefits to commercial life and to local enterprises (20 mentions), while tourism was also considered to give a positive, qualitative image of the area and municipality (11 mentions). Tourism was also considered to have led to an improvement in the number, level and quality of local services, and had created some employment. All the respondents considered that the benefits of tourism outweighed its negative aspects. However, when decision-makers' opinions were confined to Repovesi National Park, a different set of results was obtained (Table 3). The effect of the national park on the image of the locality was considered to be its most important attribute (11 mentions), while the fact that the park attracts tourists was also given importance. The fact that the national park creates opportunities for business was given some importance (9 mentions) but these were mainly second and third order responses, i.e. not the most important attribute. The economic benefits and job creation aspects of the national park were not considered to be important; the recreational opportunities for local residents and improved local services resulting from tourism were given higher importance.

Table 3. Decision-makers' views of the main benefits of Repovesi National Park to their municipality.

Advantages of Repovesi National Park to municipality	First order responses	Second order responses	Third order responses	Total
Local image	7	2	2	11
Attracts tourists	5	3		8
Creates opportunities for business	1	3	5	9
Recreation for local residents	2	1	1	4
Improved local services resulting from tourism		2	1	3
Economic benefits & job creation	1	1		2
Other (e.g. Heritage, decreased pressure on private land)		2	1	3
Improved concept of nature			3	3
Increased interest in other national parks			1	1
May improve inter-municipal cooperation			1	1
Total	16	14	15	45

Decision-makers were asked to give their preferences regarding the development of the tourism sector in their municipality compared to three other sectors of the economy; agriculture & forestry, food- and wood processing industries, and other industries (Table 4). In neither municipality was preference given for developing any of the sectors exclusively, including the primary sector (agriculture and forestry). Any developments in this sector were associated with developing it equally with tourism. In Valkeala, developing tourism was slightly preferred over the joint development of agriculture and forestry and tourism, but in Mäntyharju, the reverse was the case. The strength of commitment of Mäntyharju decision-makers to the primary sector is interesting given that more than half of the farms active in 1990 had ceased production by 2000 (Table 2).

The same relative positions are repeated in the preferences for developing tourism and food- and/or wood processing industries, although in this case there was minor support in both communities for supporting the development mainly of the secondary industries. There was greater support for developing tourism and secondary industries in Mäntyharju compared to Valkeala. The results

Table 4. Decision-makers' preference for the development of tourism compared to the primary and secondary sectors, Valkeala and Mäntyharju.

Preferred enterprise support measure	Preferred direction of municipal development (percentages in parenthesis)			
Tourism versus primary sector (agriculture & forestry)	Mainly tourism	Both sectors equally	Mainly primary sector	Total
Valkeala	5 (56)	4 (44)	0 (0)	9 (100)
Mäntyharju	2 (18)	9 (82)	0 (0)	11 (100)
Total	7 (35)	13 (65)	0 (0)	20 (100)
Tourism versus food- and/or wood processing industries	2 – Mainly tourism	3 – Both sectors equally	4 – Mainly food and wood processing industries	Total
Valkeala	3 (33)	5 (56)	1 (11)	9 (100)
Mäntyharju	3 (27)	7 (64)	1 (9)	11 (100)
Total	6 (30)	12 (60)	2 (10)	20 (100)
Tourism versus other industrial sectors	2 – Mainly tourism	3 – Both sectors equally	4 – Mainly other industrial sectors	Total
Valkeala	3 (33)	5 (56)	1 (11)	9 (100)
Mäntyharju	3 (27)	4 (36)	4 (36)	11 (100)
Total	6 (30)	9 (45)	5 (25)	20 (100)

regarding the development of other industrial sectors versus tourism generally follow the same pattern as in the case of the secondary manufacturing sector. That is to say, the equal development of sectors is generally preferred.

Decision-makers were asked to assess a number of measures that would assist the development local tourism-related enterprises. The alternatives included direct financial grant-aid, improving the business support infrastructure and arranging courses and visits to the national park. The assessment was based on a four-fold choice: measure not necessary, an increase in the measure should be considered, and the measure should be increased considerably. The mean responses by municipality are shown in Table 5; the larger the mean response the stronger the support for the measure. The responses are ranked by the significance of the difference of the means. There is a tendency for decision-makers in Mäntyharju to obtain higher preference scores, but no systematic pattern is apparent.

The preference with the highest mean score in Valkeala concerned unspecific funding (suggesting that funding sources were not fully understood by respondents). This measure gained significantly less support from decision-makers in Mäntyharju (P=0.03). The reverse situation was found with respect to Leader-based funding, which gained significantly less support in Valkeala (P=0.04). While decision-makers in both municipalities felt that helping businesses to gain access to fund (e.g. via the Leader programme) could be improved, this approach gained more support in Mäntyharju than in Valkeala where decision-makers showed a greater preference for helping businesses gain access

Table 5. Decision-makers' preferred measures for assisting local tourism enterprises. Valkeala and Mäntyharju, ranked by P-value of the difference of the means.

Development measure	Mean response[1]		ANOVA	
	Valkeala	Mäntyharju	F-value	P
Increase funding (non-specified)	2.67	1.71	7.27	0.03
Increase funding via Leader funds	1.44	2.18	4.91	0.04
Arrange trips to national park for school children	2.11	2.73	3.73	0.07
Increase funding via rural structural funds	2.11	1.55	2.97	0.10
Arrange trips to national park for entrepreneurs and potential entrepreneurs	2.13	2.55	1.83	0.19
Arrange meetings on themes concerning Repovesi National Park	2.22	2.55	1.48	0.24
Arrange trips to national park for local residents	2.33	2.64	1.25	0.28
Helping businesses to access funding (e.g. via Leader)	2.00	2.36	1.11	0.30
Create a Repovesi Tourist Centre	2.56	2.27	0.85	0.37
Encourage landowner-tourist enterprise cooperation	2.22	2.45	0.76	0.39
Arrange transportation to the national park	2.33	2.55	0.60	0.45
Enterprise incubators and workshops	1.78	2.00	0.58	0.45
Access to national park-related information related links via municipal home-page.	2.33	2.55	0.60	0.45
Increase funding via enterprise support funds	2.22	2.00	0.46	0.51
Arrange meetings between park authority, key-agents and business community	2.00	2.18	0.38	0.54
Establish a national park-related information board	2.33	2.45	0.19	0.66
Provision of workspace	1.89	1.82	0.05	0.82
More information concerning EU enterprise funding (e.g. via enterprise centres)	2.33	2.36	0.01	0.92

[1] Scoring of question: 1=Currently satisfactory, no need to increase the measure, 2= The measure could well be increased, 3=The measure should be greatly increased, 0=Cannot say. The stronger the mean score the greater the support for the measure.

to EU funding. Rural structural funds were preferred less by decision-makers in Mäntyharju than Valkeala, while enterprise support funds were preferred by decision-makers in Valkeala, but the differences in both cases were not statistically significant.

The measures shown in Table 5 were condensed into basic dimensions using factor analysis (Table 6). A noticeable feature of the analysis is the common loading of the measure to encourage cooperation between landowners and tourist enterprises on three of the factors thereby indicating the perceived importance of the measure. The factors were interpreted as follows:

> *Supportive infrastructure*: The factor brings together measures that support the development of small enterprise, including the provision of workspace, the establishment of a Repovesi Visitor Centre, and arranging enterprise incubator and workshop sessions. Information concerning EU-funding via local enterprise boards was also loaded onto the factor, thereby supporting the supporting infrastructure interpretation.

Table 6. Factor analytic model of decision-makers preferred measures to assist local enterprises benefit from the business opportunities provided by tourism to Repovesi National Park.

Input variables	Varimax rotated factor loadings*				Commun-ality
	F1 – Sup-portive infra-structure	F2 – Leader-based support	F3 – Meetings, courses & cooperation	F4 – Direct funding	
Provide working/operational space	0.92				0.90
Establish tourist centre for Repovesi	0.62				0.74
Organise enterprise incubators and workshops	0.60				0.83
More information about EU enter-prise support (via enterprise centres)	0.50				0.57
Unspecified aid	0.50				0.59
Helping businesses access funding (e.g. via Leader participation)		0.99			0.85
Increased enterprise support via Leader programme		0.66			0.76
Repovesi National Park link in municipal internet home page		0.47			0.67
Arrange meetings on themes of Repovesi National Park			0.94		0.91
Arrange meetings between park authority, entrepreneurs and key agents			0.62		0.82
Encourage landowner/tourist enterprise cooperation	0.42	0.51	0.52		0.84
Arrange visits to national park for entrepreneurs and potential entre-preneurs			0.51	-0.42	0.78
Enterprise support from enterprise funds				0.98	0.84
Enterprise support from rural structural funds				0.64	0.84
Initial eigenvalues	*4.39*	*2.81*	*1.83*	*1.02*	
Rotation sum of squared loadings	*2.73*	*2.26*	*2.18*	*1.74*	
Cumulative percentage of variance explained	*19.48*	*35.60*	*51.14*	*63.57*	

*Loadings less than 0.40 omitted for clarity.

Leader-based support: The factor brings together measures based on Leader-related information and funding and ways to bring interested parties together (a key element of Leader activities).

Meetings, courses & cooperation: The factor is characterised by enterprise extension measures linked to the national park. The factor can also be interpreted as an indication of the decision-makers' willingness to assist entrepreneurs to perceive the new ventures offered by the national park.

Funding: The factor is characterised by direct funding measures. Arranging of visits to the national park obtains a negative loading, suggesting that this measure is insufficiently concrete.

Calculating the mean factor scores for each municipality and testing for the difference of means (anova) indicated that the differences were statistically non-significant. The signs of the means differed, however. Both municipalities received weak mean scores for Factors 1 and 4: negative in the case of Mäntyharju and positive in the case of Valkeala. Factors 2 and 3 obtained relatively strong mean scores in both cases with the signs now reversed. It therefore seems that Leader funding and courses are seen as the preferred development measures in Mäntyharju, whereas in Valkeala, decision-makers seem to have little preference for any of the measures in question.

The measures represented by the factors are not mutually exclusive, and decision-makers will support approaches to enterprise development to various degrees. This is demonstrated in Table 7, in which the factor scores (as new variables) are grouped by cluster k-means cluster analysis. A six-cluster solution was the most satisfactory.

1 – *Diverse funding & infrastructure support*: Strong mean scores for direct funding (F4) and Leader-programme based funding (F2) give the group a strong funding-based orientation. The strong score for developing a supportive infrastructure (F1) emphasises the Leader dimension. This is the largest of the groups.

2 – *Supportive infrastructure*: The group is characterised by a single positive measure.

3 – *Leader based activities*: The strong score for Leader-based support and also arranging meetings and cooperation (the latter measure is a prerequisite of Leader-funding) gives the groups a strong Leader-based orientation.

4 – *Leader-based infrastructure support*: The group is similar to group 1, but direct funding here receives a strong negative mean score.

Table 7. Decision-makers grouped[1] by their preferred measures for assisting local enterprises.

Development measures (factors)	Cluster 1 Diverse funding & infra support	Cluster 2 Supportive infra	Cluster 3 Leader-based activities	Cluster 4 Leader-based infra support	Cluster 5 Information and competence building	Cluster 6 Direct funding
			Factor score means			
F1 – Supportive infrastructure	0.68	0.77	-1.09	0.29	0.15	-1.31
F2 – Leader-based support	0.45	-1.91	0.64	0.52	-0.44	-1.39
F3 – Meetings, courses & cooperation	-0.45	-0.00	0.37	-1.02	1.25	-2.04
F4 – Direct funding	0.77	-0.58	-0.18	-2.14	0.11	1.28
Number of key agents in cluster (% in parenthesis)	6 (30)	2 (10)	5 (25)	2 (10)	4 (20)	1 (5)

[1]k-means cluster analysis using factor inputs (Table 6).

5 – *Information and competence building*: The group is characterised by the very strong positive score for the measures that centre on meetings, courses and cooperation (F3) that are aimed at improving entrepreneurs' competence and ability to benefit from the local national park. The far weaker but positive scores for infrastructure support (F1) and direct funding (F4) can be seen as measures to assist entrepreneurs take advantage of such meetings, courses and efforts to encourage cooperation.

6 – *Direct funding*: The single strong score for direct funding (F4) and negative scores for all other measures determines the nature of the group. The group contains only one member.

Three quarters of the decision-makers fall into groups which include funding measures, while over half (55%) belonging to groups that include direct funding measures. Groups that favour measures to create a supportive infrastructure for tourism-based businesses include 70% of the decision-makers. Groups that include measures to improve business competence and cooperation via meeting and courses, etc., account for 45% of the decision-makers.

The distribution of decision-makers by enterprise support measure groups and municipalities are very similar (Table 8). However, there is a lack of support for Leader-based activities amongst decision-makers in Valkeala compared to strong support in Mäntyharju. Conversely, decision-makers in Valkeala support Leader-based activities in associated with infrastructure support, e.g. information and the creation of a national park centre.

Table 8. The distribution of decision-makers by enterprise support measure groups and municipalities. Number of responses (percentages in parenthesis).

Preferred enterprise support measure group	Valkeala	Mäntyharju	Total
1 – Diverse funding & infrastructure support	3 (33)	3 (27)	6 (30)
2 – Supportive infrastructure	1 (11)	1 (9)	2 (10)
3 – Leader-based activities	0 (0)	5 (45)	5 (25)
4 – Leader-based infrastructure support	2 (22)	0 (0)	2 (10)
5 – Information and competence building	2 (22)	2 (22)	4 (20)
6 – Direct funding	1 (11)	0 (0)	1 (5)
Total	9 (100)	11 (100)	20 (100)

4.2 Entrepreneurs' preferred development measures

As noted above, the enterprises within a radius of 30 km from Repovesi National Park were identified by an internet search. This meant that of the 39 enterprises responding to the questionnaire, 10 were located beyond the two municipalities adjacent to the national park. They are combined in the following analysis to form a single group "other local municipalities".

The average age of the entrepreneurs was 51 years (s.d. 9.2 years). The largest age-class was the 40–49 year olds (39.5%) followed by the 50–59s (31.6%). The under 40s accounted for just under eight percent and the over 60s 21% of the respondents. Less than one in three (32%) respondents were female. Of the 38 enterprises, 25 practiced a second line of business that on average accounted for 20% of their turnover in 2007, 16 had a third line of business (13% of turnover) and 8 had a fourth line of business (13% of turnover). On average, the main lines of business accounted for 76% of the businesses turnovers in 2007. Twenty-six businesses reported their turnover; the median sum being 100 500 €. Asked to assess what proportion of their turnover was attributed to business created by Repovesi National Park, the mean figure was 10% (s.d. 21%), with a maximum of 100%. The

main business of the survey firms covered a range of services; the most common being hospitality services (accommodation and restaurant services), cabin rentals, and transport services (all c. 18% of the survey), followed by cafés and programme services (13% each). Secondary activities included the same activities together with other, diverse, services and activities.

Entrepreneurs were asked a set of questions concerning their preferred measures to assist opportunity recognition and new venture activities resulting from the national park. The questions were similar to but slightly fewer than those presented to the decision-makers (see section 4.1 above). The results (Table 9) show a clear difference between the municipalities. The scores means are lower for Valkeala in every instance. The differences are statistically significant at $P<0.50$ for half of the preferred measures. In particular, the measures that would encourage an awareness of the national park's possibilities, cooperation between interested parties, and improved entrepreneurship all receive significantly greater support in Mäntyharju ($P<0.02$). Indeed, the measures to improve entrepreneurial skills (workshops, incubators) and the provision of working space receive far less support in Valkeala.

The measures presented in Table 9 were entered into factor analysis to reduce the data to basic dimensions (Table 10). The interpretations of the factors are as follows:

F1 – Improving access to funding & information: The factor is characterised by support measures that are based on the Leader-programme. Measures to encourage cooperation between tourism entrepreneurs and landowners and a national park links on municipality web-sites are also loaded onto the factor. These are logical given that the Leader-programme encourages inter-firm cooperation and networking.

F2 – Improving information and local cooperation: The factor is characterised by the strong loading of the measure to arrange meetings for entrepreneurs on themes connected with the national park (for the

Table 9. Entrepreneurs' preferred measures for assisting local enterprises benefit from the business opportunities provided by Repovesi National Park. Valkeala and Mäntyharju, ranked by P-value of difference of means.

Development measure	Mean response[1]			ANOVA	
	Valkeala	Mäntyharju	Other local municipalities[2]	F-value	P
Arrange trips to national park for entrepreneurs and potential entrepreneurs	2.06	3.00	2.25	4.68	0.02
Arrange meetings between park authority, key-agents and business community	2.15	3.00	2.63	4.97	0.01
Enterprise incubators and workshops	1.61	2.40	1.71	3.73	0.04
Encourage landowner-tourist enterprise cooperation	2.00	2.80	2.38	3.20	0.06
Arrange meetings on themes concerning Repovesi National Park	2.06	2.80	2.14	2.80	0.08
Create a Repovesi Tourist Centre	2.05	2.80	2.00	2.18	0.13
Helping businesses to access funding (e.g. via Leader)	2.11	2.60	2.13	1.49	0.24
More information concerning EU enterprise funding (e.g. via enterprise centres)	2.15	2.60	2.13	1.06	0.36
Provision of workspace	1.75	2.20	1.57	1.22	0.31
Increase enterprise funding, e.g. via enterprise centres	2.14	2.40	2.14	0.29	0.75

[1] Scoring of question: 1=Currently satisfactory, no need to increase the measure, 2= The measure could well be increased, 3=The measure should be greatly increased. The stronger the mean score the greater the support for the measure.
[2] Kouvola, Kuusankoski, Anjalankoski, Iitti, Jaala & Kotka.

Table 10. Factor analytic model of entrepreneurs' preferred measures for assisting local enterprises benefit from Repovesi National Park.

Development measure	F1 – Improving access to funding & information	F2 – Improving information & local cooperation	F3 – Ensuring co-operation and operating space	Commun-alities
	Rotated factor loadings[1]			
Helping small businesses to access funding (e.g. via Leader-programme)	0.85			0.69
More information about EU enterprise support (via enterprise centres)	0.84			0.75
More funding for small businesses (via enterprise centres)	0.75			0.70
Create a Repovesi Tourism Centre	0.73	0.42		0.72
Organise enterprise incubators and workshops	0.52	0.47		0.65
Arrange visits to national park for entrepreneurs and potential entrepreneurs		0.91		0.79
Arrange meetings on themes of national park	0.38	0.80		0.83
Encourage landowner/tourist enterprise cooperation			0.96	0.65
Provide working space			0.58	0.43
Arrange meetings between park authority, entrepreneurs and decision-makers		0.42	0.56	0.60
Initial eigenvalues	*5.42*	*1.50*	*0.93*	
Cumulative percentage of variance explained	*30.1*	*61.2*	*72.5*	

[1]Loadings of 0.35 or less omitted for clarity.

purpose of recognising opportunities). Measures that also receive fairly strong loadings are meetings between the entrepreneurs and the national park authority and other key agents, and cooperation with landowners.

F3 – Ensuring operating space: The factor is characterised by measures concerning the physical infrastructure (working space and national park tourist centre) together with measures that would improve business acumen (workshops and incubators, enterprise support information and increased cooperation with landowners). The latter measure also concerns physical space for operating tourism and recreational services.

Entrepreneurs' preferred measures as represented by the factors in Table 10 were found to differ between municipalities (Table 11). The means factor scores for entrepreneurs in Mäntyharju were all positive, but negative for those in Valkeala. In the other local municipalities the entrepreneurs' mean scores for factors 1 and 2 were negative, but factor 4 obtained a positive mean score. The result suggests a greater desire for development amongst Mäntyharju entrepreneurs. Factor 4 represents operating space, and it would seem that entrepreneurs in Mäntyharju and the other local municipalities do not feel they have sufficient operating space: that is to say, properties in which to work, or the space offered by the national park and its adjacent land. Entrepreneurs in Valkeala, by their negative scores, indicate that they feel less need for development measures.

Table 11. Entrepreneurs' preferred development measures (mean factor scores) by muncipality.

Development preference	Valkeala	Mäntyharju	Other local municipalities[1]	F-test	
		Mean factor scores		F-value	P
F1 – Improving access to funding & information	-0.03	0.41	-0.14	0.58	0.57
F2 – Improving information and local cooperation	-0.16	0.96	-0.10	3.29	0.05
F3 – Ensuring operating space	-0.23	0.66	0.23	2.07	0.14

[1]Kouvola, Kuusankoski, Anjalankoski, Iitti, Jaala & Kotka.

Because the development support measures determined by the factors are not mutually exclusive, grouping analysis should reveal preferences for certain types of measures. A five-group solution provided the most satisfactory result from an interpretational standpoint (Table 12). The groups are interpreted as follows:

1 – Improving information and local cooperation: The group places the main emphasis on improving information and local cooperation with landowners and various authorities. Of lesser but related importance is ensuring access to operating space. The measures here concern the preconditions for business. The group accounts for 55% of the entrepreneurs in the study.

2 – Access to funding & operating space: The group is characterised by strong scores for access to funding and information (F1) and ensuring operating space (F3). This group, accounting for 21% of the entrepreneurs, can also be considered to concern the precondition for business in the tourism segment.

3 – Other preferences or ambivalence: This group contains only negative scores. The development measures in question are either considered to be unnecessary or then other unspecified measures are preferred. The group is small (8%).

4 – Competence building: The group is characterised by measures that are information-based but include funding and local cooperation. Information is essential for developing business competence while

Table 12. Entrepreneurs grouped[1] by their preferred development measures.

Input variables (factors)	Mean factor scores by groups					ANOVA	
	(G3) 1 – Improving information and local cooperation	(G1) 2 – Access to funding & operating space	(G5) 3 – Other preferences or ambivalence	(G4) 4 – Competence building	(G2) 5 – Access to operating space	F-ratio, df=33	P
F1 – Improving access to funding & information	-0.43	1.08	-0.38	0.67	-1.91	14.41	<0.001
F2 – Improving information and local cooperation	0.18	-0.19	-1.58	0.89	-2.08	9.29	<0.001
F3 – Ensuring operating space	0.04	0.95	-1.41	-1.24	1.96	22.75	<0.001
Number of entrepreneurs in group	21	8	3	5	1		

[1]k-means cluster analysis based on factors (Table 10).

funding and cooperation offer essential practical solutions to business development. The group accounts for 13% of the enterprises in the study.

5 – *Access to operating space*: The group concerns only operating space, but also only contains one member.

From the above, the majority (92%) of the entrepreneurs are found in groups that place importance on improving the preconditions for business (information, cooperation and operating space), while 34% are found in groups that place some importance on *funding and information*. Around one quarter (24%) are in groups that placed importance on *operating space.*

The distribution of the groups by municipality is shown in Table 13. The largest group (mainly improving competence) is the most important in each municipality, although it is equalled by the second most important groups of measures (access to funding, infrastructure & space) in Mäntyharju. Each of the measures receives some support in Valkeala, while in Mänthyharju and the other local municipalities not measures find support. However, there is need for considerable caution when interpreting the table because there are so few observations from Mäntyharju and the other local municipalities. Statistical tests were not possible because of the presence of empty or poorly populated cells.

Table 13. Distribution of development measure groups by municipality.

	Valkeala	Mäntyharju	Other local municipalities[1]	Total
(G3) 1 – Improving information and local cooperation	13 (54)	2 (40)	6 (67)	21 (55)
(G1) 2 – Access to funding & operating space	3 (12)	2 (40)	3 (33)	8 (21)
G5) 3 – Other preferences or no need	3 (13)	0 (0)	0 (0)	3 (8)
(G4) 4 – Competence building	4 (17)	1 (20)	0 (0)	5 (13)
(G2) 5 – Access to operating space	1 (4)	0 (0)	0 (0)	1 (3)
Total	24 (100)	5 (100)	9 (100)	38 (100)

[1]Kouvola, Kuusankoski, Anjalankoski, Iitti, Jaala & Kotka.

5 Conclusions

The paper has addressed decision-makers' and entrepreneurs' preferred measures for developing national park tourism-based businesses in the municipalities adjacent to Repovesi National Park in south-east Finland. Entrepreneur's responses enabled three factors to be identified, whereas the decision-makers' responses resulted in a four factor solution. The main differences between the two sets of factors was that decision-makers separated direct funding from Leader-type funding, and separated the business-support infrastructure from measures such as meetings, courses and other information-based measures. Entrepreneurs were less willing, or able, to delimit such specific groups of measures. Their responses revealed a blurring of the measures identified by the decision-makers; for example, direct and Leader-type funding was covered by the same factor.

This result is logical from the decision-makers' standpoint. While direct funding is enterprise specific, Leader-type funding is more project oriented, often involving consortia of local interests. The Leader-type funding therefore requires a more cooperative effort and a bottom-up set of

initiatives, as well as an organisation or individual to take a leadership role in coordinating local efforts. In other words, decision-makers are more likely to be involved, or at least to understand the process involved. On the other hand, entrepreneurs preferred practical, infrastructure support measures that would improve the preconditions for business (operating space, entrepreneurship incubators, etc.), as well as measures to assist the recognition of new business opportunities (workshops, meetings, visits to the national park, etc.).

Cluster analysis sought to identify groups of measures based on those identified by factor analysis; the assumption being that the development measures represented by the factors are not mutually exclusive. The largest group formed by the decision-makers (30%) concerned diverse funding and infrastructure support. Such measures included financial support for small businesses either directly from structural funds or via Leader-programme projects, as well as encouraging measures to create a supportive infrastructure (e.g. operational space, information, etc.) The second largest group of decision-makers (25%) were in favour of Leader-programme related measures, and the third largest group (20%) favoured competence building and information dissemination as development measures. Conversely, over half (55%) of the entrepreneurs in the study stressed measures *for improving information and local cooperation* as the most important for developing tourism-based businesses. The next group was far smaller (21%) and favoured measures related to information, funding and operating space. The third largest group (13%) concerned competence building.

The results of the grouping analyses are summarised in Table 14. The differences in the preferred development measures between decision-makers and entrepreneurs can be clearly seen. While decision-makers place more emphasis on various forms of funding and creating a supportive infrastructure, entrepreneurs place more emphasis on improving business competence including qualitative aspects such as advancing informational dissemination and cooperation between interested parties. Funding is of less importance to entrepreneurs, and is only slightly more important than securing operating space. Decision-makers, on the other hand, give less importance to the development of business competence in small businesses, and yet it is just this area where most small businesses are at a disadvantage (e.g. Komppula 2004). A major step in developing tourism-based VSEs would therefore be for local authorities to organise "educational" events and other activities. Such activities would serve to advance local tourism-based enterprise, much in the way suggested by Long and Nuckolls (1994).

It would seem that both decision-makers and entrepreneurs support measures that would lead to an increase in business competence in the tourism segment. This in turn should lead to an improvement

Table 14. Differences between decision-makers' and entrepreneurs' preferred measures for developing tourism-based businesses adjacent to Repovesi National Park.

Decision-makers	Entrepreneurs
– 75% of the decision makers fall into groups that include diverse funding measures (direct and Leader). – 70% of the decision-makers are in groups that favour measures that would create a supportive infrastructure (including operating space) for tourism-based businesses – 55% belonging to groups that include direct funding measures. – 45% of the decision-makers are in groups that include measures to improve business competence and cooperation, e.g. via meetings and courses.	– 92% of the entrepreneurs fall into groups that place importance on improving the preconditions for business (information, cooperation and operating space). – 34% are in groups that place importance on funding and related information. – 24% are in groups that placed importance on operating space.

in entrepreneurs' ability to recognise and act upon new opportunities for business. However, the actual weighting of the measures differs between the two sets of actors.

Seen from the standpoint of the needs of small businesses, the key common denominator between these actor groups is the dissemination of relevant information. The importance of this measure is recognised in the results where the development of "information" and "cooperation" is repeatedly given importance by the entrepreneurs and where "developing a supportive infrastructure", "information" and "competence building" are measures also recognised by decision-makers. This means that decision-makers and other key-agents need to develop enterprise-friendly information channels that give businesses easy access to accurate and relevant business-related information. Such measures need to take into consideration the limited information gathering capacities and restricted business acumen of very small enterprises, where limited (human) resources have to be concentrated on the day-to-day running of the business (e.g. Pred 1967, Simon 1957, Earl 1983, Selby 1989, Kompula 2004, Selby and Petäjistö 2009). Of course, this also requires that decision-makers are actually committed to developing local tourism, and this commitment has been shown to vary between municipalities.

The fact that decision-makers and entrepreneurs do not share the same priorities may be viewed with some concern. If decision-makers emphasise funding and entrepreneurs emphasise the development of the preconditions for business, there would seem to be a lack of understanding on the part of decision-makers as to the nature of small, and especially, very small enterprises. On the other hand, there is evidence that much information is available to entrepreneurs. The municipalities in question have links to Repovesi in their home-pages, and a Repovesi-based enterprise information site is in operation. Local enterprise centres also exist where entrepreneurs can obtain much of the information they seemed to feel was not available to them. However, it always has to be recalled that very small businesses have limited resources and (often) restricted business acumen. Decision-makers, in written responses to open questions in their questionnaire, commented upon a lack of co-operation between the small tourism businesses in the Repovesi district (Petäjistö and Selby 2009). Such a behavioural trait is symptomatic of satisficing VSEs that often exhibit reactive rather than proactive business strategies.

The leadership role taken by local decision-makers (a critical element of the business opportunity recognition process) may also be poorly developed; a problem identified by e.g. Long and Nuckolls (1994), and which may explain the differences in commitment to developing local tourism between decision-makers from Valkeala and Mäntyharju. In a recent investigations that sought residents' views on local effects of the national parks in question (Petäjistö and Selby 2008, Suomi et al. 2008) critical observations were made concerning the apathy of local decision-makers in incorporating the national parks into the local resource base, and generally failing to inform or encourage residents (and therefore potential entrepreneurs) of the advantages to be obtained. This criticism relates to Porter (1980) who argues that the role of government (or local government in the present situation) is a critical in developing the preconditions for private enterprise in any given sector. The present study shows that decision-makers are only partially committed to developing tourism, and that often the development of other sectors is a preferred option. For this reason, some of the entrepreneurs' and residents' wishes for more tourism-development initiatives from decision-makers can be understood. Rämet et al. (2003), in a study concerning tourism developments in north-east Finland, also found that the attitudes of decision-makers towards the development of tourism in their area varied considerably. A similar result is obtained in the present study. Decision-makers in Valkeala seem less committed to developing national park-related tourism and yet support a wider range of enterprise development measures. In Mäntyharju, there seems to be more commitment to

developing tourism, but the preferred development measures seem not only to be more limited but also further from those measures preferred by entrepreneurs. Decision-makers in Mäntyharju appear to have more to learn about promoting tourism and creating the preconditions for tourism businesses. This may also explain the fact that so few tourism service business are located in Mäntyharju. However, interpretive caution is required because of the limited number of observations.

The creation of political will, local institutional structures and discourses to support small business development in the tourism sector will take time. Selby and Petäjistö (2008a), examining local residents' attitudes towards Linnansaari and Seitseminen National Parks, found that considerable time was required for communities to adjust to the presence of a national park and to perceive the opportunities for (tourism) businesses created by the national parks. The place-bound process of structuration (e.g. Gidden 1979, Thrift 1983, Pred 1984) was considered to be a useful tool for explaining this time lag. In rural communities, where the traditional activities have been forestry and agriculture, the imposition of a new land use project, such as a national park, can cause disruptions in the local institutional-and power structures. The introduction of a new livelihood, such as tourism, will further complicate this process. The agents involved need time to develop new institutional structures and new discourses (Pred 1984, Marsden et al. 1993, Murdoch and Marsden 1994). Bourdieu (1985) also argues that time is critical for social processes to work. Evidence of the process can be seen in Mäntyharju, where there remains a strong commitment to developing agriculture (albeit with other sectors) despite the fact that the number of farms in the municipality has declined drastically over the past few decades. A new livelihood may bring together new groups of actors who come to form real or practical groups over time via e.g. associations, trade unions or political movements, without which the new livelihood would remain without a political lobby or local power base. The formation of such groups involves distances and work, both of which involve time. For example, time is required for a potential entrepreneur to set up a supporting network (see e.g. Jennings and Beaver 1997) and to raise capital to start a new venture. Bourdieu (1985) argues that the probability of assembling a set of agents increases when they are closer in social space, i.e. share similar values in the same locality, and belong to a more restricted and therefore more homogenous class. Nevertheless, such alliances of local agents may not necessarily occur, e.g. due to the effects of competition or perceived threats to local power groups, and this may hinder the development of, say, a new livelihood or enterprise. For these reasons alone, the development of local national park-based tourism would seem to demand the active cooperation of local decision-makers, entrepreneurs and land owners. The ideal coordinator of such cooperation would seem to be Metsähallitus, the national park authority, but ultimately, the local business climate has to be developed by local politicians and decision-makers.

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