



An explorative study of stakeholder involvement in tourism development on the Faroe Islands

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Abstract

This master's thesis seeks to examine how tourism stakeholders are involved in the development of the Faroe Islands as a tourist destination. Furthermore, it examines the collaboration between farmers and the government, in relation to the decision-making process and the tourism development.

The Faroe Islands have over the last decade become a popular tourist destination, and have been experiencing an increase of foreign visitors during the recent years. These visitors mainly travel to the Faroe Islands in order to hike in the mountains and outfields. However, these outfields are to a large extent privately owned and distributed by Faroese farmers. The increase of tourists has led to dissatisfied local residents, and among these are the farmers; due to the fact, that the outfields is their land to maintain and for an agriculture purpose. Other farmers have seen an opportunity in the increase of foreign visitors, by charging money from visitors, who wish to roam in these outfields. These financial advantages, however, also affect the local residents on the Faroe Islands as they are forced to pay in order for them to roam in "their own" country. This has led to a need for a tourism policy regarding the tourism development.

The method used in this thesis has mainly been qualitative methods like semi-structured interviews with tourism stakeholders. The respondents were government officials, a farmer a DMO and a tourist agency. The interviews provided us with an insight into how stakeholders feel involved in the tourism development process, as well as how some stakeholders intend to involve. Moreover, was data research conducted, in order to support the findings and statements from our collected interviews.

The research showed that farmers have unintentionally become a tourism stakeholder, as it is their outfields that tourists come to the Faroe Islands to hike in. The farmers have been seeking an organised tourism industry for years, however, the term 'organised' is somewhat unclear.

Furthermore is it showcased, that a farming-law from 1937 is determining the direction of today's tourism development. Farmers turn to this law, due to the fact that it is in the

favour of the farmers, as it states that anyone without an authorisation, who enters the farmer's outfield, will be fined. Instead of handing out fines, they have set up fences and created their own tourist agency in order to charge money from visitors, without providing a service. This farming law hands the farmers the power regarding the tourism on the Faroe Islands today.

This has led to the involvement from the government, and government officials are working on a new legislation where the possibility of roaming is an option that should be free for all, both tourists and locals.

Based on our findings, it is concluded that tourism stakeholders on the Faroe Islands are disagreeing regarding the tourism development process. The government and the policy makers feel that they are involving the farmers in the decision-making process of the new tourism legislation; however, the farmers do not feel involved, neither do they know what they want exactly and feel overlooked by the government. Further is it concluded, that the collaboration between these stakeholders is somewhat non-existing, as farmers feel that the government is working against them.

The conclusions above showcases that good stakeholder collaboration is crucial in order to find a common ground, due to the fact that both the government along with the policy makers, and the farmers are key players in the Faroese tourism development.

Table of Contents

Abstract.....	2
1.0 Introduction.....	6
1.1 Research question	7
2.0 Case description.....	8
2.1 <i>The Faroe Islands</i>	10
2.2 <i>Stakeholder mapping</i>	11
2.2.1 <i>The Minister of Environment, Industry & Trade</i>	12
2.2.2 <i>Visit Faroe Islands</i>	12
2.2.3 <i>GreenGate Incoming</i>	14
2.2.4 <i>The Farmers</i>	14
3.0 Methodology	16
3.1 <i>Philosophy of science</i>	16
3.2 <i>Positionality</i>	17
3.3 <i>Qualitative research method</i>	19
3.3.1 <i>Semi structured interviews</i>	20
3.3.2 <i>Selecting informants</i>	21
3.4 <i>Netnography</i>	21
3.5 <i>Writing a thesis during a pandemic</i>	22
3.6 <i>Limitations</i>	24
3.7 <i>Quality of the research</i>	25
3.7.1 <i>Critique of semi-structured interviews</i>	25
4.0 Literature review	27
4.1 <i>Tourism policy and governance</i>	27
4.2 <i>Stakeholder Theory</i>	32
4.2.1 <i>Three perspectives of stakeholder theory</i>	33
4.2.1.1 <i>Descriptive perspective</i>	33
4.2.1.2 <i>Instrumental perspective</i>	33
4.2.1.3 <i>Normative perspective</i>	34
4.3 <i>Stakeholder participation</i>	35
4.3.1 <i>Citizen participation</i>	35
4.4 <i>Stakeholder collaboration</i>	36
4.5 <i>Power relations between stakeholders</i>	37
4.5.1 <i>Coercive power</i>	38

4.5.2 Induced power.....	38
4.5.3 Legitimate power.....	39
4.5.4 Competent power	39
5.0 Analysis	41
5.1 <i>A farming-law that is affecting the tourism on the Faroe Islands today</i>	41
5.1.1 A problem or not?	44
5.1.2 The case of Mykines	46
5.1.3 Perspectives about current tourism policy.....	47
5.1.4 Working on new legislations	49
5.2 <i>Sub-conclusion</i>	52
5.3 <i>Access to land on the Faroe Islands compared to the Scandinavian countries</i>	53
5.3.1 The tradition of public right to access in Scandinavia	53
5.3.2 Challenges in freedom to roam in Scandinavia	54
5.3.3 Controversies of public access in Scandinavia.....	56
5.3.4 Access to land on the Faroe Islands.....	57
5.3.5 The tradition of freedom to roam on the Faroe Islands	59
5.3.6 Issues and responsibilities of freedom to roam in relation to the Faroe Islands ..	60
5.3.7 Charging money on behalf of the Faroese nature.....	61
5.3.8 Controversies of the lack of public access on the Faroe Islands.....	62
5.4 <i>Sub-conclusion</i>	64
5.5 <i>Stakeholder collaboration in the Faroese tourism development</i>	65
5.5.1 Identifying stakeholders on the Faroe Islands.....	65
5.5.2 Tourism development on the Faroe Islands	67
5.5.3 Are stakeholders maintaining the Faroese nature?	70
5.5.4 Stakeholder collaboration and participation on the Faroe Islands.....	72
5.5.5 Stakeholder inclusion	75
5.6 <i>Sub-conclusion</i>	76
6.0 Discussion	78
6.1 <i>How does power affect stakeholder collaboration?</i>	78
7.0 Conclusion	84
8.0 Bibliography	86

1.0 Introduction

The demand for nature-based tourism grew rapidly in the late 1980s and led to the creation of new types of tourism (Saarinen, 2004). Nature has become one of the central components of tourist activities and a major attraction in its own right (Sæþórsdóttir, 2010). Nature tourism is seen as one of the fastest growing segments of the whole tourism industry, and relies on the attractiveness of 'undeveloped' natural areas and the associated activities that can be pursued there (Saarinen, 2004).

Faroe Islands is an archipelago of 18 mountainous islands located in the North Atlantic Ocean halfway between Iceland and Scotland, with a population of approximately 50.000 residents (Visit Faroe Islands, 2016).

These 18 islands were branded by Visit Faroe Islands as *Unspoiled, Unexplored and Unbelievable* (Visit Faroe Islands, 2016), and has over the past decade become a popular tourist destination for nature tourists, as there is plenty of nature to roam in and easy access to most areas; which has been taken for granted amongst locals.

The growth of tourists has led to the tourism industry becoming the third highest source of income on a national scale, after the fish- and sea farming industry (Olsen, 2020e), and has created a lot of new job opportunities.

However, the growth in tourism is not positively received among all locals on the Faroe Islands, among these locals are the farmers. Some farmers have claimed their dissatisfaction, as the growth has led to many tourists roaming in their outfields, and it is causing disturbance to their daily farming life as well as disturbance to animal life. Furthermore, is the dissatisfaction revolving the small economic benefit that the farmers gain from the tourists, as external tourism stakeholders are selling excursions, which include hiking in the farmers' outfields.

Other farmers see the tourism as an opportunity to gain economic benefits and have started to charge money from visitors who roam in their outfields; which includes that local residents are also forced to pay, if they wish to roam in certain areas.

This has further resulted in many other local residents on the Faroe Islands, who have been dissatisfied with the direction of the tourism development, as they are forced to pay to roam "in their own country".

Consequently, is the need for a new tourism policy of significant importance, as the farmers currently are having the power to determine how the tourism should be developed. This has led to great discussions among stakeholders, due to the disagreements they have, regarding the tourism development on the Faroe Islands.

The purpose of this master thesis is therefore to get an understanding of the roles that stakeholders have in the tourism industry and how these collaborate. We further wish to examine the importance of how tourism policy influences a destination development. We therefore present our research question in the following:

1.1 Research question

Taken recent tourism controversies on the Faroe Islands as points of entries; how are stakeholders involved in the development of the Faroe Islands as a tourist destination?

In order for us to answer this research question, we will present three sub-questions that will be analysed and discussed throughout this paper:

- How is a farming-law affecting the stakeholders in tourism on the Faroe Islands today?
- How is access to land managed on the Faroe Islands in comparison to Scandinavian countries?
- How do stakeholders collaborate towards the development of tourism on the Faroe Islands?

2.0 Case description

The tourism industry on the Faroe Islands has been expanding during the last decade. The expansion has led to an increase in GNP¹ within the tourism industry; it has grown with 230% since 2011 until 2018 (Visit Faroe Islands, 2019), and has thereby become the third highest source of income on a national scale after the fish- and sea farming industries (appendix 1). However, the increase of tourists has led to disagreements between actors in the industry on how to divide the income from the tourism industry, and where to invest in order to improve the destination development on the Faroe Islands.

There are great discussions on the Faroe Islands at the moment between various stakeholders, including actors from the tourism industry and local farmers. Actors from the tourism industry on the Faroe Islands (appendix 3), sell excursions to tourists for them to explore the great nature, with the aim that tourists can roam around the islands. However, this nature is owned and distributed by local farmers, who feel neglected by their country and the tourism industry (appendix 4). The farmers' outfields get disrupted by all the walks and hikes that tourists take in their area. The tourists get a great experience, the tourism industry gets the financial benefits and the farmers are left with the wear and tear.

Some farmers have been taking matters into their own hands, due to the fact that they feel overlooked by the tourism industry, which has led to farmers charging money from visitors who want to roam in their outfields (Bláberg & Mohr, 2019). Farmers in Saksun, a small village on the Faroe Islands, started to claim their troubles about the overwhelming amount of tourists back in 2017 (Behrens, 2017). However, according to these farmers in Saksun, the government has not been taking these claims into consideration regarding the tourism development (Olsen, 2020b). This has led to a fence being placed by farmer André Kruse on his outfield, which leads to a popular tourist attraction. The fence has a toll on 75 DKK to get through; the toll applies for both locals and tourists. The fact that local people are forced to pay in order to hike in "their own" country, has led to dissatisfaction among locals (Jensen, 2019).

¹ Gross National Product

The farmer argues that the fence is a symbol of his troubles, as he invests more time and money on maintenance of the outfields after the increase of visitors; and has been seeking an organised tourism industry since 2017 (Bláberg & Mohr, 2019).

As mentioned, are there great discussions about the tourism industry and how it needs to be organised; the fence and the troubles in Saksun have been a steppingstone to the situation we are in today. The troubles and dissatisfaction from both locals and farmers have led to the current discussions; and a need for structure and regulations in tourism have been taken seriously now by the current government, three years later.

2.1 The Faroe Islands

Here is a map of the Faroe Islands,² where we have highlighted the places that are mentioned in the paper and the farmers that are associated to these places.

SAKSUN

With farmer Jógvanson and farmer Kruse, with the toll-gate

KALLSOY

Where Farmer Kallsgarð is concerned about the growth of tourism and the affect it has on his outfield

MYKINES

Here we find the Bird Island.

BØUR & DRANGARNIR

The example Alda, from VFI, mentions in her interview.

GIÓGV

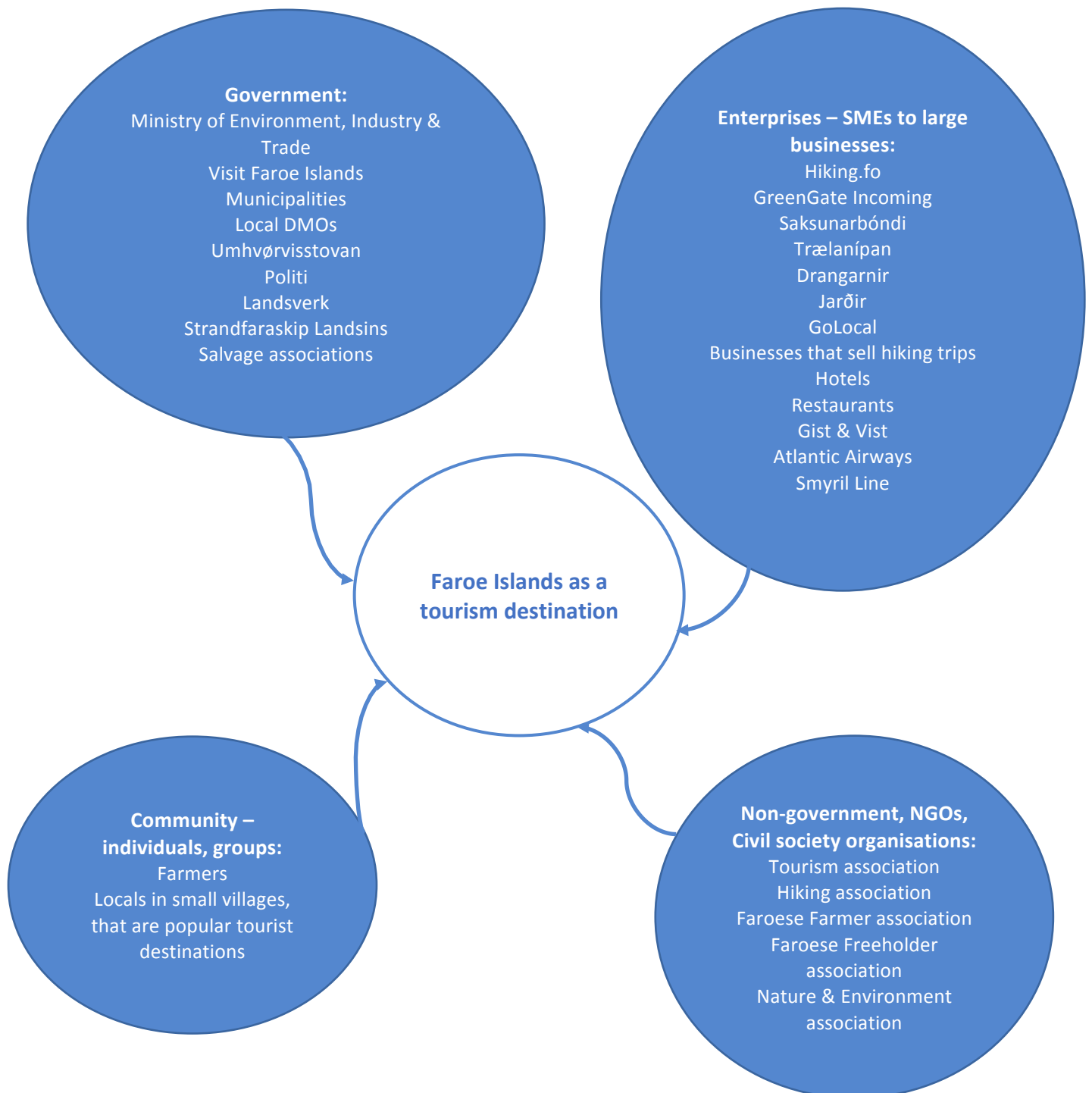
where Farmer Grøndal has his land and



² <https://www.62n.fo/travel/da/faeroerne/kort-over-faeroerne/>

2.2 Stakeholder mapping

Figure 1 is created and illustrated by authors with inspiration from Sautter and Leisen (1999), see original figure in appendix 5.



We have chosen a figure that was found in a book from 2016 that Rahman et al published, this book presented the figure that Sautter and Leisen produced in 1999 (Rahman, Ali, & Gökçe, 2016). We have changed the figure to better illustrate which stakeholders are identified in our paper. The figure has 4 different groups for stakeholders, the groups are; 1. Government, 2. Enterprises which are the small, medium and large businesses, 3. Non-government, NGOs and civil society organisations and 4. Community individuals and groups. We have mapped out who the stakeholders are on the Faroe Islands compared to the Faroese tourism industry. The stakeholders have different roles and influence the industry in different ways, we will now introduce the stakeholders that we interviewed in the data collection.

2.2.1 The Minister of Environment, Industry & Trade

Helgi Abrahamsen, the Minister of Environment, Industry & Trade, is also the Minister of the tourism sector. This makes him and his employees an important stakeholder in the tourism industry, because they are the policy makers in our case. We got the opportunity to interview the Minister regarding our project and ask him about his opinions around the current situation in tourism on the Faroe Islands, and what their future plans were with tourism policy. In the interview with the Minister we were accompanied by two of his policy makers within tourism, Jóanna Djurhuus, a consultant and Oyvindur av Skarði, a principal.

2.2.2 Visit Faroe Islands

Visit Faroe Islands (shortened to VFI) is the national destination management organisation, that was created by the Faroese government to help manage the development of the tourism industry on the Faroe Islands. Their first task was to promote the Faroe Islands as a destination to the rest of the world. We have talked to Alda Egilstrøð Magnussen who works at VFI, in their development department, and she has explained their organisational structure. Visit Faroe Islands is also a public limited company, with a board with different people from the industry, that take decisions about how VFI can use their money and which projects they can support around the islands, which can cause some problems or rather create a discussion: *“Yes, and then it was discussed who should be in the committee and this can still be discussed if they are the right ones, perhaps especially when it comes to us now*

in development. Is it the biggest in the industry that have the power to decide how you can develop a country best?" (Magnussen 2020, A2, p.2)³ This structure was created for flexibility, this means that VFI does not have to go through the political system every time they need to find a solution for something, or some things need to change or which projects they can spend money on (Appendix 2). So, who are really the right people to form such a board for a national DMO, and sit with the power to decide where governmental money can be invested and which projects are worth the money? As Alda from VFI mentioned, it made sense when their main focus was to promote the Faroe Islands as a tourist destination, but when it comes to the development of the destination one can understand the doubt on the board and the people sitting there, do they truly know how the Faroe Islands need to develop to follow the growth that they are in (Appendix 2). *"So, it becomes a bit complicated in a way and it must be said that they do not have the last word in anything, if they say no, then we can do it anyways"* (Magnussen 2020, A2, p.2).⁴ This means that even though the board has the power, the organisation and its employees make the final decision.

In 2018 they created a new department at VFI, the development department, which main focus is to help develop the Faroe Islands as a tourism destination. When they started working in April 2018, they spent a half year travelling around the islands, talking to municipalities and relevant stakeholders and asking them what was missing in the Faroese tourism industry, what was expected of them as a stakeholder and when and where it was acceptable for them to interfere. They were starting a new department from scratch and wanted to get as much input from the industry as possible and gain a great understanding of what was expected of them (Appendix 2).

Local DMOs, municipalities and other tourism actors can each year apply for funds for their tourism project from VFI, VFI then chooses the most interesting projects and gives them a financial support from a money fund that is created for that reason (Appendix 2). In the earlier years VFI gave money to the local DMOs around the islands, for them to use in any

³ *"Ja og so bleiv tað diskutera hvør skuldi verða í hesari nevndini og tað kann so stadigvekk diskutera um tað er tað rætta, kanska serliga tá tað kemur til okkum nú í mun til menning. Er tað so tey størstu í vinnuni sum hava besta ráðarætt yvir hvussu man mennir eitt land best?"*

⁴ *"So tað blívur eitt sindur innvikla uppá tann mátan og tað skal eisini sigast at tey hava ikki síðsta rætt í nøkrum, vis tey siga nei, so kunnu vit gott gera tað alíkavæl."*

way they wanted, however everybody in the industry was not satisfied with this arrangement. People felt that the DMOs did not use the money right, therefore VFI made a new arrangement where people from the tourism industry could apply for financial support for their specific projects (Appendix 2).

2.2.3 GreenGate Incoming

GreenGate Incoming is an incoming travel agency that provides services for tourists travelling to the Faroe Islands. They cover all tourist categories like; individual, groups, cruise and MICE guests (Appendix 3). We talked to Fríðun and Hilda who work at GreenGate Incoming and they explained how they operate at their agency: *“We try to put together offers where they can experience as much of the Faroe Islands as possible, by also visiting the small places and give them the opportunity to support locals communities that they visit, while trying to make it as authentic and exciting as we can, together with the local actors around the islands”* (Jacobsen 2020, A3, p.1).⁵

Being an agency that has worked in the tourism industry on the Faroe Islands since 2001, makes GreenGate Incoming a well-known stakeholder with a lot of experience and knowledge and an agency that collaborates with many other actors in the industry (Appendix 3), this makes them a relevant stakeholder for the development of the tourism industry as a medium business, if they are willing to share their knowledge (Dredge & Jamal, 2015).

2.2.4 The Farmers

The Farmers on the Faroe Islands are split into two groups, we have festibóndi and óðalsbóndi. Roughly festibóndi means that the farmer rents the land that he maintains, while óðalsbóndi are the farmers that are more farmers on the side and have it as a hobby but own the land that they maintain (Appendix 4). There are very few festibóndi that work full-time as farmers. There are about 400 festibóndi in the Faroe Islands, 23 of these are milk farmers and the rest are those that take care of some sheep as a part time job or as a

⁵ *“Vit royndu eisini tað at samaskrúva tilboð har tey líkasum koma at uppliva Føroyar runt alt landið, fáa tey út í allan útmíðjar soleiðis at man kann leggja nakað aftur til tey støðini, sum man vitjar, og royndu at gera tað so autentiskt og spennandi sum vit kunnu saman við teimum veitarunum sum eru runt um í landinum.”*

hobby, while only one or two of these farmers work full-time as sheep farmers (Olsen, 2020c). Both groups of farmers have their own associations called Bóndafelag Føroya (Faroese Farmer association) and Føroya Óðalsfelag (Faroese Freeholder association), these two associations have formed a new organisation called *Jarðir*, which is the farmers own tourism organisation. The aim of the organisation is that farmers can create products and sell them on Jarðir's website, that they are working on at the moment. This also includes hiking trips in the Faroese nature (Olsen, 2020c). Manager of Jarðir, Símun Gullaksen, is a óðalsbóndi and very fond of intertwining farming and tourism, which he has done for a few years now, and in that way makes a living of his farming. His goal is to encourage other farmers to do the same and use their farming in other ways. In order for the farmers to gain financial growth by creating an extra income opportunity, which in this situation is focusing on the tourism industry (Olsen, 2020c). With the association and their tourism organisation, the farmers have multiple roles as stakeholders in the Faroese tourism industry, both as a small enterprise and as a civil society organisation.

3.0 Methodology

The aim of this project is to examine recent controversies regarding the Faroese tourism industry, and how these influence the development. In this chapter we will present our methodological and philosophical approach used in this paper. We have conducted interviews from different stakeholders, in order to get a greater knowledge of the given topic; to support our qualitative data collection, we have gathered desk research.

Lastly, we will outline our limitations and criticise chosen methods.

3.1 Philosophy of science

Due to tourism being a social phenomenon, our paper will be drawing upon the theory of social constructivism.

The core of social constructivism is the imagination that “the reality” is something we, as a society, create ourselves through our interactions and how we talk about the reality (Holm, 2014). Holm (2014) argues that it is not how we perceive the reality as individuals, but together. This statement is supported by Detel (2015), as he states that: *“The core idea of social constructivism in its broadest sense is that some things are produced (and in this way constructed) by social actions, i.e., by actions that we carry out by interacting with other people”* (Detel, 2015, s. 228). According to Detel (2015), does social constructionists argue, that there are a lot of things that depend exclusively on nature and natural laws, which indicates that these cannot be changed by human actions, however, on closer examination are these laws socially constructed and therefore alterable by humans (Detel, 2015).

Applying social constructivism onto the case of Faroe Islands and the tourism industry, it can therefore be argued, that we have been taking this approach when collecting data. We are seeking to research how different stakeholders perceive the Faroese tourism industry, in order to examine the different reality for all stakeholders.

However, it can furthermore be argued, that we will examine how individual stakeholder groups, such as the farmers, perceive their individual reality in relation to the tourism industry, and how its impacts affect them and what this means to their individual life, as the increasing amount of tourists is affecting their personal life.

On the other hand, can the collective worldview be applied, when we are talking to institutions and politicians as these might have a common perception of the tourism industry and how they wish to develop it.

We will be using this approach to gain knowledge about the field of research and doing so by being curious in order to explore and understand the viewpoints from various stakeholders. This is due to the fact, that we are from the Faroe Islands ourselves, and have seen the different impacts from tourism on the Faroe Islands over the last years.

In order to get insights of the different views of the tourism industry from stakeholders on the Faroe Islands, we have conducted interviews from a farmer, a politician, who is the minister of Environment and Trade & Industry on the Faroe Islands and tourist offices. We have furthermore performed desk research from various local news articles and papers, together with academic articles.

On the basis of our findings, we are then able to create our own interpretation of the situation through answers and our own observations and take upon a holistic approach, which we will be able to analyse further. Consequently, we will have collected knowledge through qualitative research that can help us define the whole situation and the underlying controversies, rather than individual realities.

3.2 Positionality

Doing research for this project will put us in different positions because we will be interviewing stakeholders on different levels and it is important to understand these positions and reflect upon them:

“Differences in roles, power and identity will be constantly reworked and renegotiated in the process of doing research. Positionality effects the research process – and thus ‘positions matter’” (Brooks, te Riele, & Macguire, 2014 p.101).

Understanding the situation and the research participant will help us better understand the role and position that we are in, in each interview that will be conducted. In this section we will explain our positionality when conducting research for this paper.

The common thread for both researchers for this paper is that we are from the Faroe Islands, live in Copenhagen and study tourism at Aalborg University in Copenhagen. We have both worked in the service industry on the Faroe Islands at a young age and have

continued to study within the area by graduating from Copenhagen Business Academy with an AP-degree in service, hospitality and tourism management and continuing to a bachelor's degree in international hospitality management. We did not study at the same time but have the same background before applying for the masters in tourism at Aalborg University. It is a great advantage that the researchers speak Faroese for this topic, the media coverage for the topic has been great, however everything is in Faroese, which is a very small language and not known internationally therefore it is with great importance for this research that one understands the Faroese language.

Even though the Faroese media coverage for this topic is massive, we will conduct qualitative research by interviewing local stakeholders. When gathering qualitative data for this paper, we will encounter different people from the Faroe Islands. Our positionality will change, depending on whom we are interacting with, because we want to involve different stakeholders from the industry. Thus, these different stakeholders will put us in different positions, and it is important to understand our position while interacting with the stakeholders and what the position is giving us at that moment. We will be the researchers interviewing the researched, however the researched participants have different roles to play in the industry. This is going to force us to reflect on the position that we, the researchers, are in and also the position the participants are in.

Being a local makes you an insider when researching at your local country, however there are different aspects of being an insider or outsider when researching at an area (Merriam, et al., 2010). Even though we are locals and know the Faroese nature, we are outsiders when interviewing the farmers and hearing their opinion about the topic, because we know little about being a farmer and the consequences with tourists walking around in the outfields.

It is difficult to understand which position a farmer will see us researchers in, are we in a powerful position because we study tourism, or is the farmer going to look down on us because we know little about farming and their occupation (Brooks, te Riele, & Maguire, 2014). When interviewing the farmers as stakeholders in this research, they will be the ones with the great knowledge and understanding of what is happening, while we will be the eager researchers who want to understand and gain the knowledge that the participants hopefully are willing to share. Scholars have addressed the importance of participant

motivation as: *“Many factors affect the participants’ cooperation, including the nature of their interest in the research topic, the degree of their need to express themselves and be heard on the subject of the research, their willingness to help the researcher, (...)”* (Karnieli-Miller, Strier, & Pessach, 2009, s. 281). Even though we will be leading the interview, the farmers are the ones who determine what they are willing to share for our research. The knowledge they have is not accessible in any other way, due to the fact that they are the ones who know what is happening in their area and land.

The farmers cooperation for our research will have a great effect on this project, with their honest opinions and knowledge sharing, they will give us researchers a deeper knowledge on the topic.

Coming from a small place like the Faroe Islands there is typically easy access to most people, if you do not know someone personally, then you know someone who knows them and ask them to help with getting in contact with the right person. We experienced this first-hand when we wanted to get in contact with the Minister of Environment and Trade & Industry on the Faroe Islands, which has the tourism industry under his authority. Even though we felt that we were aiming high for this interview, we visited the website and found out that we knew a guy working at his office as a principal. One quick message to him and we had scheduled an interview with the Minister. In that way it is great to come from a small society where there is a short way to the top and people are accessible.

One can say that we have chosen this topic because of the position we are in. Being from the Faroe Islands and following the tourism industry for the last few years has been exciting, and with this on-going and growing problem we had to research it more and see if we can understand the controversies that have occurred over the last year around this topic.

3.3 Qualitative research method

A large part of our qualitative research method included fieldwork as we went to the Faroe Islands to collect data. This was due to the fact that the amount of theoretical research on this field is limited, even though local media has covered the topic well, and also to get an understanding of the different perspectives on the topic from different stakeholders, as these might have different ‘realities’ regarding the topic of tourism.

“The effect of fieldwork is not only a deep sense of understanding, but also an inducement to ethnographic narration, enabled by fieldwork. In consequence, the ethnographic narrative does not describe ‘the entire culture and social life’ of a particular community, but fashions a particular perspective upon it” (Hastrup, 2012, s. 146-147).

As the citation above states, we seek to find the particular perspective upon the increasing amount of tourists. We have interviewed a farmer, tourist offices and a politician in this matter, in order to get these perspectives from various angles. Having collected our data from these stakeholders, we were then able to analyse the statements and opinions, for us to create a new perspective of the topic.

3.3.1 Semi structured interviews

As mentioned, we collected four interviews during our fieldwork on the Faroe Islands.

The first interview was with a travel agency on the Faroe Islands called GreenGate Incoming; here we interviewed Fríðun Jacobsen, managing director and owner and Hilda Thomsen, project manager in cruise and VIP (see appendix 3). After that we interviewed Alda Egilstrøð Magnussen, development coordinator at Visit Faroe Islands (see appendix 2) and the third interview was with Helgi Abrahamsen, Minister of Environment, Trade and Industry together with two of his employees that are working on a new legislation regarding the tourism industry; Jóanna Djurhuus and Oyvindur av Skarði (see appendix 1). The fourth and last interview was with a farmer, Símun Grønadal, that is a landowner and chairman for a large piece of land in a village called Gjógv (see appendix 4).

The semi-structured interview is used when the researcher has somewhat knowledge about the field being researched (Andersen, 2010). However, having some knowledge about our topic of research due to published articles from local news on the Faroe Islands and our own observations, this type of interview allows us to be open to new points of view and information, that the person interviewed can present. Therefore, is the semi-structured interview characterised as an open interview, where the predetermined questions, made by us, can differ during the actual interview due to new knowledge (Andersen, 2010).

3.3.2 Selecting informants

Before the actual interviews we researched which stakeholders, we wished to interview. This was done by studying their individual roles in the tourism industry, and how these people operated within it. As mentioned, three types of stakeholders were interviewed: politicians in order to get insight on how Faroe Islands as a country wish to develop the tourism industry; tourism organisations that operate in different parts of the Faroe Islands, to get insight on how these work within the industry in different areas; and lastly the farmers, as these are personally involved in the tourism industry, due to the fact that it is their land and thereby also their personal job that is being affected by tourists. We had made an interview guide beforehand in order for us to get the factual answers we needed. However, using the social constructivism approach (Detel, 2015) (Holm, 2014), it is important that we allow the respondents to have their own perception of their reality. Consequently, we used the semi-structured interview approach in order to let that happen, which also led to some questions differing from the original ones.

The interviews were conducted over digital platforms and are recorded with consent from the participants, in order for us to later transcribe them and use statements in our analysis. All the interviews were conducted in Faroese, so when we will refer to the interviews and use citations in the project, we will translate from Faroese to English are cited as: (Lastname, year, Ax, p.x). The transcribed interviews are attached in this paper as appendixes.

3.4 Netnography

When collecting data for this paper there are different methods used, one of the methods is online research, which also is called netnography. Kozinets (2002) explains netnography as: *“A new qualitative research methodology that adapts ethnographic research techniques to study cultures and communities that are emerging through computer-mediated communications”* (Kozinets, 2002, s. 62). In our situation we are examining a community adapting to their tourism industry and its needs, while keeping their culture and community intact. The topic that we are researching, has had a lot of local media coverage and has been shared on all main news websites, radio and on the local television station. This has

created an easy accessibility for anyone interested in this topic, having in mind that this person understands Faroese, because all data found online is on Faroese.

Netnographic data can be various types of data, conducted in different ways and by different people. While the people that produce the data are diverse, netnography can also come in several different types of digital artefacts (Kozinets, 2015). This means that people spend time on creating images, videos, sound files, etc. about different topics, which then are accessible online and are there for anyone to use (Kozinets, 2015). That is good for our research project, because we save time on reading their work instead of conducting it ourselves. When searching for data that can be relevant for this paper, we have used appropriate Faroese search words to find articles and radio interviews with locals that share their opinion on the topic. After gaining knowledge about the general opinion around this topic on the Faroe Islands, we then decided to use the articles that are relevant for our own qualitative data collection.

We have followed the discussion online and saved all the relevant data, which we have used for this paper and shared it with each other on Google Docs. We have gathered the information on Google Docs, and made it easy accessible for both researchers to read or re-read when we need to. It is interesting to see how digital platforms research our topic and which stakeholders they choose to participate in their articles and programs. This gives our netnography a diverse data collection with many different opinions and appearances, which is important for a research project. However, it is also important to be able to differentiate between all the various opinions, and make sure that what we use the material that is relevant for this paper. That is why we use our own data collection as primary data and use the netnography to support and better understand the data that we find.

3.5 Writing a thesis during a pandemic

When Denmark got hit by Covid-19, both of us decided to travel home to the Faroe Islands, to be together with our family, while finishing the paper.

The original plan, when we were planning this paper and the data collection, was to travel to the Faroe Islands in April to conduct our face-to-face interviews with relevant stakeholders. However, plans changed; offices closed, people were working from home and we were asked to keep social distance from the world around us. This forced us to find a

new way to interview the participants. We contacted all of our already scheduled participants to check if we still could interview them, just in a digital way instead of face-to-face and this was no problem, we just needed to find the right digital platform to use.

Two of our interviews were conducted on the videoconferencing platform called Zoom, another interview was conducted on videoconferencing platform called Microsoft Teams, and the last one was by phone on speaker. All of the interviews were recorded with an iPhone, in order for us to transcribe these conducted interviews afterwards.

It is a different experience when interviewing over a digital platform, both for the interviewer and the participants. The situation has both pros and cons. Archibald et al. (2019) have stated some pros with conducting online meetings and interviews: *“For research participants, online methods may be more attractive than in-person interviews due to features including convenience, efficiency, cost-effectiveness, and flexibility”* (Archibald, Ambagtsheer, Casey, & Lawless, 2019, s. 2). Our participants could sit relaxed in their own home while we asked them some questions, and we talked about the topic in a somewhat relaxed atmosphere. However, there are also some cons with the situation. There are often issues when conducting online interviews like: *“(...) dropped calls and pauses, poor audio or video quality, and the inability to read non-verbal cues (...)”* (Archibald, Ambagtsheer, Casey, & Lawless, 2019, s. 2), and we experienced these issues. In some of the interviews, the audio often stopped while the participant was explaining something or answering a question, this was very frustrating, because we did not want to interrupt them while talking. This would then create an interference in the flow of the interview, because the audio is often delayed a bit, which can create a doubt in the interview when one of the participant interferes, while another one is talking; this often causes both participants to stop and wait for each other. This is where the lack of non-verbal cues can cause miscommunication, also between the participants that are being interviewed, because they are in different rooms and can only see and hear each other on the computer. This really showed us the importance of non-verbal cues when talking and interacting with people. When you cannot use them, you need to wait and let the participants finish or in some situations interrupt, it is different how people take an interruption, but sometimes it is necessary to get the answer that you want. We experienced this in some interviews but did not experience any

negative vibrations. The participants were in general very understanding and eager to help in any way they could, given the situation that we all were in.

Our supervision also got moved to a digital platform. Here we used Skype as a tool, which has similar problems as Zoom and other videoconferencing platforms, however we feel that the supervisions online in general went well, the supervisor was prepared and gave us time to ask the questions that we needed in every supervisor meeting.

Reflecting on our experience with conducting interviews on different digital platforms and having online supervisor meetings, we feel that in general it worked fine. However it would have been preferred to have face-to-face meetings and interviews, because you have the possibility to use non-verbal communication and better interact with participants. Nevertheless, given the circumstances, we are satisfied with the data collection and supervisor meetings throughout the project.

3.6 Limitations

We have limited our research into focusing on the tourism development, which includes roaming on private land on the Faroe Islands and the controversies these include, we have narrowed our research down to stakeholders, who have different point of views on this topic in an industrial perspective. The stakeholders we therefore find relevant, are the farmers, due to the fact that it is their outfield tourists roam in, the government as these are the ones who are able to create a law regarding the tourism development, and then tourism organisations, because they are affected by the tourism development.

However, we recognise that multiple stakeholders are also affected by the tourism development. We have delimited us from stakeholders from the service industry, such as hotels, restaurants, shops etc., due to the fact that we argue, that these do not influence the tourism development on the Faroe Islands. Furthermore, in our desk research and in local news regarding the controversies about the access to land and the destination development, we have not experienced this particular stakeholder group have been included in the national discussions about the tourism industry. However, these are affected

by the tourism industry, due to the increase of tourists, who are visiting the islands and thereby are costumers of their services.

From our angle on this paper, we have excluded local residents from this research. To gain their opinion on this topic, we argue that a quantitative data collection would be required, in order to get an understanding of how their daily life is affected by the tourism industry and its development, or the lack thereof.

3.7 Quality of the research

According to Onwuegbuzie and Leech (2007), there are multiple threats when doing qualitative research. Amongst these is the threat of researcher bias (Onwuegbuzie & Leech, 2007). This occurs when the researcher has personal biases or assumptions beforehand, in which case the researcher is unable to be objective.

Due to the fact that we as researchers are both from the Faroe Islands, and had personal assumptions about the tourism industry beforehand, it can be argued that we are unable to be objective.

3.7.1 Critique of semi-structured interviews

We will criticise the fact, that we only have one interview with a farmer. However, statements from various farmers about the tourism industry and the development were to be found in our desk research. Yet, it can be criticised that this is second hand data, and thus, it can be argued that these statements are not as valid, as they might have been, if these statements and arguments were collected first hand by us as researches. Furthermore, we tried to get in contact with a farmer in the village of Saksun, due to the fact that this village is a very popular tourist destination; however, we did not succeed.

If we have had more interviews with farmers, this might have given us a broader understanding of their experiences and point of views of the impacts from the tourism industry. However, we argue that our desk research has provided us with knowledge, which we needed in order to analyse and answer our research question.

As Onwuegbuzie and Leech (2007) state, there is a threat of us being biased, which subconsciously may be transferred to our participants when collecting the interviews

(Onwuegbuzie & Leech, 2007). This could have been the case, due to our questions in the interviews where we set the agenda. As semi-structured interviews are somewhat open, we might subconsciously have been seeking certain answers from our participants, in order to lead the answers in our favour.

During our fieldwork on the Faroe Islands, our plan was to observe how tourists roam in the outfields, in order for us to gain a broader understanding of the farmer's point of view, however, due to Covid-19 this was not possible, as the Faroese government banned the entry of tourists.

4.0 Literature review

The following chapter will examine the theoretical literature used in order to answer our research question. We will take the reader through a theoretical overview of tourism policy and governance, followed by access to land, drawing upon examples from Scandinavian countries. Lastly stakeholder theory will be presented, including stakeholder collaboration and power relations among stakeholders.

4.1 Tourism policy and governance

In the 1970's academics started seeing impacts from tourism, the challenges from mass tourism started to impact on some destinations, which then led on to environmental concerns in the 1980's and in the 1990's it was the community and social concern. It was at this moment that destinations started to create regulations for their tourism industry by forming tourism policies (Jamal & Camargo, 2018). In other words; destinations started to see the possibilities to maintain their own community, by creating a goal for the tourism industry in different ways (Jamal & Camargo, 2018). This is important for the future development and growth within tourism, because destinations need a plan for the development in their tourism industry, so it does not get out of hand like for example it can with mass tourism in some places. The tourism industry needs policy and regulations to maintain their customers and guests, this is where the role of tourism policy enters.

T. Dye said in 1976 that: *"Policy is anything governments choose to do or not to do"* (Dredge & Jamal, 2015, s. 286), which is a very simple definition of the role of policy and maybe a bit unclear, because what and who is the government and what is their role in tourism, one can ask, this will be described later in the paper. However, there are some more detailed definitions of how policy can be categorised, as Edgell et al. states: *"Policy, when properly applied, is a vehicle for a government to direct and stimulate the tourism industry, (...)"* (Edgell, Allen, Smith, & Swanson, 2013, s. 13).

These scholars also have a somewhat simple and short definition of what tourism policy is, by mentioning that the government can use this policy to motivate the industry in a specific way, while Ritchie & Crouch (2003) have a broader and more specific definition of tourism policy: *"Tourism policy can be defined as a set of regulations, rules, guidelines, directives,*

and development/promotion objectives and strategies that provide a framework within which the collective and individual decisions directly affecting tourism development and the daily activities within a destination are taken” (Ritchie & Crouch, 2003, s. 148).

With the second definition one can better understand the big role that tourism policy actually can have and how broad the policy making can reach, as well as how many actors it can affect. For this to work well for an industry, planning needs to be done. There are already some scholars that have pointed out the importance of good planning in tourism policy: *“Tourism planning and policy is, arguably, one of the most significant influences on how tourism develops, who wins and loses, and how benefits and impacts of tourism are distributed” (Dredge & Jamal, 2015, s. 285).* It is important to notice that this text also mentions the impact that tourism has on its actors, and how the policy makers can help distribute the wins and losses in the industry, by making sure that the policy that they create are beneficial for as many actors as possible. This might be difficult, because how can the policy makers make sure that they will accommodate a big part of the actors in the industry? The affects that follow a policy can have negative impacts on many different groups of the community as Thomas and Thomas (2005) mention here: *“Tourism policies have intended and unintended benefits and burdens for various social groups and institutions” (Thomas & Thomas, 2005, s. 122).* With these words one understands the scepticism some communities have about their local or national tourism policy, because it can somehow affect everyone in the community, just in different ways (Thomas & Thomas, 2005). Policy makers should do all that they can, to include actors or just give them the possibility to speak their mind, this will give them the feeling of inclusivity in problem solving and a chance for them to get involved in their local tourism industry (Wray, 2009) (Thomas & Thomas, 2005). Later in this paper we will be digging deeper in one specific group, that originally is not seen as a tourism actor, but over the years has gotten a bigger role in the Faroe Islands tourism industry, namely the farmers around the islands, that are affected by tourists roaming in their outfields and disturbing the farmers daily farm life.

Gunnar Thór Jóhannesson (2015) has dug into the tourism policy in Iceland, which is a country that the Faroe Islands compare to in some ways as a tourism destination. Jóhannesson mentions the flexibility tourism policy must have, because it is not only humans that can ‘control’ the tourism industry, especially when a destination relies on

nature as the experience for their tourists. Here it is important that the policy can adapt to the changes that happen in the tourism industry and to the actors that work in the industry (Jóhannesson, 2015). The flexibility of the policy makers is also very important for the tourism development, therefore it is important that the policy makers have a good dialogue with the stakeholders of their industry, because: *“planning and policy is no longer thought of as simply a function of government but as a process of negotiation and compromise between public and private sector”* (Dredge & Jamal, 2015, s. 287). The private sector plays a big role in the development of tourism industry. They are the ones working in the industry daily and therefore are the ones with the first-hand knowledge. By listening and letting them share their knowledge and concerns, the policy makers will be able to create a greater policy that can support the industry, to make sure that the development goes the right way and that the outcome is helpful: *“The key to understanding policy change is to focus upon the motivations and actions of actors, all of whom are free to participate if they choose”* (Thomas & Thomas, 2005, s. 124). For this to work, it is important that there are actors in the industry, who are willing to work and share their opinion with the policy makers.

The actors should see this as an opportunity to help lead the way in tourism in some level, because tourism policy can be created on different levels like international, national or regional. The group of policy makers can be conducted by different types of group members (Thomas & Thomas, 2005). The higher the level is; more people and actors it will affect. That is why it is important to have good policy makers, and this is where the role of governance enters. Who the policy makers are, depends on the policy-making level we are on. For national tourism planning, the policy makers are usually from the government (Dredge & Jamal, 2015). Together with national producers, like in this case Visit Faroe Islands and national nature organisations, they create the tourism policy for the Faroe Islands. The policy that they create concerns matters like infrastructure facilities and structure plans for important tourist attractions, like in this case; hiking to multiple nature attractions in the Faroese nature.

Finding a definition of what governance is and the role that governance has, was not difficult but it seems like scholars have different definitions of it. Hall (2011) argues that: *“Governance is the act of governing. Governance is an increasingly significant issue in the tourism public policy and planning literature”* (Hall, 2011, s. 439).

While Bramwell and Lane (2011) state that: *“The process of tourism governance are likely to involve various mechanisms for governing, ‘steering’, regulating and mobilizing action, (...)”* (Bramwell & Lane, 2011, s. 412).

From these scholars one gets the idea of what governance does for the industry, however it does not point out who is a part of the governance and how it is formed. To create good governance the groups are formed by a mixed group of people from the public and private sector, with both stakeholders and communities (Jamal & Camargo, 2018). This is done to create a governance that is suitable for the task ahead. Bramwell and Lane (2011) argue that in order to create sustainable tourism, the governance needs to be tailored and effective. The tailored and effectiveness can adapt to any kind of governance within tourism policy, because it is important to have policy makers with relevant knowledge and experience. This will help the process of planning tourism policy (Bramwell & Lane, 2011). The tasks that governance covers are many, and one can understand why the governance needs to have a broad knowledge within their field: *“It involves allocating resources, deciding on policy and goals, delivering services, regulating and facilitating social action and social order”* (Jamal & Camargo, 2018, s. 206). As mentioned before, tourism policies can affect more people than first intended.

It is important that tourism policies can adapt to the changing circumstances in the tourism industry and learn from the development process: *“Tourism governance often alters over time due to changing political contexts and other circumstances and as lessons are learnt from previous approaches and policies”* (Bramwell & Lane, 2011, s. 418). The law that farmers are using on the Faroe Islands at the moment is from 1937, and one can therefore understand the need for a new law, which is also beneficial for the tourism industry, because the old law is not created for the tourist but more for farming life in general (see appendix 6).

It has taken some time to find a definition that mentions which actors form a governance, however we argue that this definition from Knill and Lehmkuhl (2002), explains it very well and is relevant for this paper:

“In other words, governance is a more encompassing phenomenon than government. It embraces governmental institutions, but it also subsumes informal, non-governmental mechanisms whereby those persons and organisations within its purview move ahead,

satisfy their needs, and fulfil their want. The governance capacity is, in fact, the formal and actual capability of public or private actors to define the content of public goods and to shape the social, economic and political processes by which these goods are provided” (Knill & Lehmkuhl, 2002, s. 43).

With these words one can understand how complex and broad governance can be, and it gives a good understanding of the many roles a governance can play. With this definition we can have a clear understanding of what governance does and who is a part of it. However, there are some critics towards people in tourism governance, because they often are from the private sector and therefore do not necessarily have enough knowledge to truly understand the tourism industry, but maybe just their area of expertise, this can lead to weak tourism policy: *“Governance within the tourism sector is a challenging task as it involves a variety of stakeholders who are sometimes only weakly aware of what tourism is”* (Scott & Marzano, 2015, s. 181). It is therefore very important to have the right policy makers that really understand the industry that they are in.

As stated by Jamal and Camargo (2018), when people started travelling more and more, governments around the world found out that they needed restrictions to maintain the tourist and help the locals live their daily life (Jamal & Camargo, 2018).

For a destination like the Faroe Islands, that over recent years has experienced a growth in visitors, it is important that they organise the development of their tourism industry in a way that benefits all actors, like mentioned earlier.

With this paper we will be exploring the Faroese tourism policy and the role of governance that creates the policies. The importance of tourism policy is big and therefore it is important to include it in this paper, to create a better understanding of how the tourism sector on the Faroe Islands works towards their future development and growth.

4.2 Stakeholder Theory

The actual word “stakeholder” first appeared in the management literature in an internal memorandum in 1963 at the Stanford Research Institute (Freeman, 2010), and the concept was originally defined as: *“those groups without whose support the organization would cease to exist”* (Freeman, 2010, s. 31). The list of stakeholders originally included shareowners, employees, customers, suppliers, lenders and society. The term was meant to generalise the notion of stockholders, as the only group to whom managements needed to be responsive to in order to gain success (Freeman, 2010). Furthermore, it also recognises that not only is it necessary to include shareholders and managers, but all actors in society, who might have an interest in how a given firm operates (Theodoulidis, Diaz, Crotto, & Rancati, 2017). Freeman (2010) argues, that unless executives understood the needs and concerns of these stakeholder groups, it would be impossible to formulate corporate objectives, as they would need the necessary support from these stakeholders in order for the firm to survive (Freeman, 2010). Taking this into consideration, the tourism industry on the Faroe Islands, would not survive without the support from the various stakeholders that are affected by it.

“Stakeholder theory begins with the assumption that values are necessarily and explicitly a part of doing business” (Freeman, Wicks, & Parmar, 2004, s. 364).

As the citation mentioned above states, it is necessary to recognise the value, one wishes to create, when being a part of doing business. Stakeholder theory is focused within two core questions (Freeman, Wicks, & Parmar, 2004). The first question asks what the purpose of the firm is? Consequently, it encourages managers to express the shared sense of value they create, and what brings the core stakeholders together. Secondly, the stakeholder theory asks what responsibilities managers have to stakeholders? This question pushes managers to express how they want to do business, including what kind of relationship they need and want to create with their stakeholders, in order to achieve their goals (Freeman, Wicks, & Parmar, 2004) (Theodoulidis, Diaz, Crotto, & Rancati, 2017).

4.2.1 Three perspectives of stakeholder theory

The theory can be examined from three different perspectives; these are the descriptive perspective, the instrumental perspective and the normative perspective (Theodoulidis, Diaz, Crotto, & Rancati, 2017).

4.2.1.1 Descriptive perspective

The descriptive aspect of the theory is used to describe some characteristics and behaviours of an organisation or development (Byrd, 2007). Furthermore, it simulates an empirically oriented use of the stakeholder theory, to show how different concepts match reality (Theodoulidis, Diaz, Crotto, & Rancati, 2017). In tourism, this aspect can describe the multiple elements in a community, amongst these are the history of development in the community, procedures and policies that relates to the development as well as the management of tourism in the area, which attractions the area has to offer, the size of the tourism industry in the area and the overall economic impact the tourism industry carry with it (Byrd, 2007). Furthermore, it describes the connections between different stakeholders that are involved in tourism in the area/community. Consequently, the theory is used to examine and explain the past, the present and the future state of activities of an organisation and its stakeholders (Byrd, 2007).

4.2.1.2 Instrumental perspective

The instrumental perspective relates to the use of the theory to show the connection, or the lack of connection, between stakeholder management and the development's objectives and goals (Theodoulidis, Diaz, Crotto, & Rancati, 2017) (Byrd, 2007). This aspect establishes connections between actions and end results in a specific matter.

Taking the Faroe Islands as an example: if a land-owner opens his land for tourists to roam in, in order to create an experience for the tourists and as an extra income for the farmer himself, instead of only use it for farming, the amount of tourists would increase in this community. This could then be related to changes in an increase of visitors in the community, which could lead to revenue generated as an end result.

According to Byrd (2007), there is no assumption in the instrumental aspect that the identified practices will be followed, or that the end results of the actions are desired.

According to him, the end result of a specific matter (in this case the example mentioned above) could increase, stay the same or decrease (Byrd, 2007).

4.2.1.3 Normative perspective

Lastly, the normative aspect of the theory is the fundamental core of the stakeholder theory (Byrd, 2007). This perspective is used to examine how stakeholders should behave and the motivations underlying their actions (Theodoulidis, Diaz, Crotto, & Rancati, 2017). According to Gilbert and Rasche (2008), this theory also discusses why organisations should take stakeholders interests into account (Gilbert & Rasche, 2008). From this perspective, the reason behind an organisation participating in an activity is because it is the right thing to do (Byrd, 2007). Furthermore, is the identification of a stakeholder based on the stakeholder's interest in an organisation, and not the other way around. The normative aspect underlines, that all stakeholders need to participate in determining the direction of an organisation in which they have a stake, meaning that all stakeholders have the right to be treated as an end, and not as a means to an end (Byrd, 2007).

The three aspects of stakeholder theory indicate the need to identify the interests of all stakeholders. According to Byrd (2007), the three aspects are nested with each other (Byrd, 2007), meaning that all perspectives need to be taken into consideration when examining stakeholder participation. Freeman (2010) describes the inclusive stakeholders as: *"those groups who can affect or are affected by the achievement of an organization's purpose"* (Freeman, 2010, s. 49)

To sum up the perspectives, is the first one the descriptive aspect, which describes the organisation and its relationships to external organisations and agencies. The second aspect supports the first one by its predictive value. The instrumental perspective concludes that if specific tasks are performed, specific results are most likely to be achieved. As stated earlier, the normative aspect is the fundamental element of the theory, as it underpins the first two layers and combines them all together (Byrd, 2007).

These perspectives indicate the need to identify the interest of all stakeholders. All stakeholders do not need to be equally involved in the decision process, yet they need to be identified and understood, as failure to identify one stakeholder group could lead to a result in failure of the whole process (Byrd, 2007).

4.3 Stakeholder participation

There are numerous forms of participation, including public hearings, advisory committees, surveys, focus groups, public deliberation, citizen review panels, collaboration, civic review boards, work groups, implementation studies, written comments and citizen participation (Byrd, 2007). However, only a few of these forms are relevant to this paper, including citizen participation.

4.3.1 Citizen participation

The citizen participation can be divided into three different categories, namely 'Non-participation', 'Degrees of Tokenism' and 'Degrees of Citizen Power' (Byrd, 2007).

4.3.1.1 Non-participation

This form of participation is, on the surface, a public participation. However, the actual purpose of the non-participation is for planners to explain their independent decisions to other stakeholders, without getting (or wanting) any inputs (Byrd, 2007).

4.3.1.2 Degrees of Tokenism

In this type of participation, stakeholders are allowed to express their interests, however, they do not have power to influence the decisions that are being made (Byrd, 2007).

4.3.1.3 Degrees of Citizen Power

Lastly, this category gives stakeholders the ability to express and influence, the decisions that are being made, directly (Byrd, 2007).

The last category is the most preferable, due to the fact it is the most empowering and inclusive form; Byrd (2007) states: *"For participation to be empowering, stakeholders must be involved throughout the process and know that their participation has the potential to influence the decision"* (Byrd, 2007, s. 8). It is important that stakeholders are involved throughout the entire planning process. Moreover, is fairness, efficiency, knowledge, wisdom and stability needed, in order for any type of stakeholder involvement to be successful (Byrd, 2007). Fairness includes the idea that all stakeholders' interests are taken into account during the decision-making process, as stakeholders are more likely to support the decision if they perceive it as a fair one. However, the development process will not be successful if it is not efficient; meaning that if decisions and agreements between stakeholders take too long to develop, the process will not be successful (Byrd, 2007).

Efficiency may be more important than fairness or vice versa, depending on the circumstances.

All stakeholders must have the opportunity to have the same level of knowledge or understanding of the issue (Byrd, 2007), however, according to Saito and Ruhanen (2017), all stakeholders do not need to be equally involved in the decision-making process, as different stakeholders have different roles in the development process (Saito & Ruhanen, 2017).

4.4 Stakeholder collaboration

In order to create a successful tourism destination, it is important to include a variety of stakeholders from different sectors to collaborate. These stakeholders form part of the decision-making process, planning and management (Saito & Ruhanen, 2017).

The term collaboration is defined as: *“working with partners to leverage existing resources to provide maximum strategic benefit”* (Saito & Ruhanen, 2017, s. 190) and as: *“a process through which parties who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible”* (Nyanjom, Boxall, & Slaven, 2018, s. 680).

Stakeholders can be defined as a group or individuals who are affected or can affect a certain objective (Saito & Ruhanen, 2017) (Nyanjom, Boxall, & Slaven, 2018); in the case of the Faroe Islands, the stakeholders can affect and are affected by the increasing amount of tourists, as well as how they wish to handle the consequences of them.

Stakeholders who act alone will, according to Saito and Ruhanen (2017), be incapable of dealing with problems that might occur, as destinations grow and the associated problems of the expansion that comes along with it. Furthermore, do stakeholders often coexist and lack to interact and collaborate with each other; this can be unfavourable to the tourism development efforts (Nyanjom, Boxall, & Slaven, 2018). However, if stakeholders encourage each other to participate in the development process, this might strengthen the collaboration, and result in positive outcomes.

According to Saito and Ruhanen (2017) collaboration between stakeholders normally occurs when: *“a group of autonomous stakeholders of a problem domain engage in an interactive process, using shared rules, norms and structures, to act or decide on issues related to that domain”* (Saito & Ruhanen, 2017, s. 190). In this paper, the domain is the issue regarding the tourism development on the Faroe Islands and the impacts it has on the surrounding nature, as well as the recent controversies among stakeholders regarding the destination development. McComb et al. (2017) state that: *“local residents can often contribute to the destruction of their own natural resources”* (McComb, Boyd, & Boluk, 2017, s. 288). This is a combination of high levels of motivation towards economic benefits that tourism entails, alongside with a lack of knowledge. This can lead to an unsustainable development of tourism that ignores the needs and characteristics of their own destination. Effective stakeholder collaboration can reduce this problem and contribute towards prevention of the degradation of natural resources (McComb, Boyd, & Boluk, 2017).

As stated by Byrd (2007), it is important that all interests from key stakeholders are identified and understood, as the absence of relevant stakeholders early on, may lead to failure of the process (McComb, Boyd, & Boluk, 2017). However, all stakeholders do not have to be equally involved in the decision-making process (Nyanjom, Boxall, & Slaven, 2018).

In order to create a dynamic decision-making process, the process requires a direct dialogue between participating stakeholders as well as the need to recognise their interdependence (Saito & Ruhanen, 2017). Moreover, in order to create successful stakeholder collaborations, it is important to understand their salience in the process. Identifying stakeholder salience helps effective stakeholder coordination.

4.5 Power relations between stakeholders

As stated in the previous section, stakeholder collaboration is an important part of tourism destination planning and management. However, not all stakeholders hold the same level of power and influence in collaborative activities; thus is power recognised as a key influence in stakeholder collaborations (Saito & Ruhanen, 2017). The positions of stakeholders and the relationship between different stakeholder groups will all have an impact on the power

dynamics, that can influence the success of the process in tourism development (Saito & Ruhanen, 2017).

Power can be defined as *“an ability to impose one’s will or advance one’s own interest”* (Saito & Ruhanen, 2017, s. 190). Power can be used to organise stakeholders, and to mediate and prevent potential conflicts in tourism destinations. However, powerful stakeholders can impose their own interests in order to have the most influence, by using different types of power including persuasion and authority (Saito & Ruhanen, 2017).

Saito and Ruhanen (2017) present different typologies of power in stakeholder collaboration, which are described in four ways; these are by force, manipulation, persuasion and authority, whereas authority is of most importance, due to its relevant mechanism for using intended influence in a tourism destination (Saito & Ruhanen, 2017). Authority power can further be conceptualised, as being coercive, induced, legitimate and competent.

4.5.1 Coercive power

Coercive power refers to the extent to *“which an agent is believed to have authority to coerce other stakeholders to take certain actions”* (Saito & Ruhanen, 2017, s. 191). Coercive power is often associated with fear, as one stakeholder may threaten another stakeholder to have it his or her way and doing so by force. Under this type of power, stakeholders feel forced to follow the power holding stakeholder, regardless of their own views and interests, if they fail to do so, it may result in sanctions or other punishment (Saito & Ruhanen, 2017). Moreover, can coercive power also be known as ‘political power’ in some stakeholder collaborative-arrangements. Due to their government authorities, they are able to exert coercive power through policymaking and implementation (Saito & Ruhanen, 2017).

4.5.2 Induced power

Induced power can also be referred to as economic power, which involves one stakeholder using material rewards to derive power. This can be rewards such as financial compensation (Saito & Ruhanen, 2017). This type of power is characterised by relationships where one stakeholder submits voluntarily to the power-holder’s commands in return for economic

rewards. Contrary to coercive power, which is associated with fear, threats and force, induced power is a positive reinforcement to attract other stakeholder's accept by offering compliance with a command (Saito & Ruhanen, 2017). Stakeholders with financial advances often hold this type of power.

4.5.3 Legitimate power

Legitimate power refers to: *"the right to another's compliance with directives that fall within the scope of that authority, regardless of the other's feelings"* (Saito & Ruhanen, 2017, s. 191). This is a belief, that a stakeholder has a legitimate authority to prescribe the actions of other stakeholders. The powerholder in this matter possesses a right to command others. According to Saito and Ruhanen (2017), this type of power is often associated with social norms or one's formal position within the society. Some stakeholders have cooperative relationships with other actors in a tourism destination context, these relationships are based on formal and informal arrangements, however, certain stakeholders have authority within the given destination and the other involved stakeholders will accept the other as leaders (Saito & Ruhanen, 2017).

4.5.4 Competent power

Lastly, the competent power type is associated with experts in a certain field who is in possession of knowledge to solve difficult problems or to accommodate stakeholder needs in collaboration (Saito & Ruhanen, 2017). Sources of competent power can include special skills, experiences or knowledge where other stakeholders might be limited. In a tourism destination context, these experts can vary from research institutes, universities or and consulting firms; DMO's will often have specialist knowledge and information about a certain destination, which gives them the competent power (Saito & Ruhanen, 2017).

According to Lyon et al. (2017) can power be divided into two categories, namely 'power to' and 'power over' (Lyon, Hunter-Jones, & Warnaby, 2017). *Power to* relates to an individual's trait, meaning that individuals have the ability to do something on their own. It could be argued that *induced power* and *competent power* falls into this category, as the

stakeholders voluntarily submit to another stakeholder, and the competent stakeholder are able to accommodate stakeholder needs in collaboration.

Power over highlights the issues of social conflict, control and coercion (Lyon, Hunter-Jones, & Warnaby, 2017). We therefore argue that *legitimate power* and *coercive power* falls into this category; i.e. A stakeholder has a legitimate authority to prescribe the actions of other stakeholders and government authorities are able to exert coercive power through policymaking and implementation.

Lyon et al. (2017) argues: “*In stakeholder analysis, power is an important concern and can come from status, the ability to claim resources and also the symbols of power*” (Lyon, Hunter-Jones, & Warnaby, 2017, s. 236). We, as researchers, agree on this statement, and will be examining the stakeholders and how power affects these throughout this paper.

5.0 Analysis

The following chapter will be an analysis of the three presented sub-questions, in order to answer the research question. The analysis will be centred around the following three topics that relate to the tourism development on the Faroe Islands:

1. How is a farming-law affecting the stakeholders in tourism on the Faroe Islands today?
2. How is access to land managed on the Faroe Islands in comparison to Scandinavian countries?
3. How do stakeholders collaborate towards the development of tourism on the Faroe Islands?

5.1 A farming-law that is affecting the tourism on the Faroe Islands today

In the following section, we will explore the controversies on the Faroe Islands, regarding a more than eighty-year-old farming law, which is affecting the tourism development. Tourism policy theories are applied in order to analyse how these are needed in destination development; we will be drawing on an example from the island of Mykines to highlight the importance of tourism policy. Lastly we will examine how the governance works to develop new tourism policy.

When researching for this paper, a law is mentioned multiple times by different people. This law is very old and has not been updated since 1951, which raises the question about if the law is relevant today in year 2020. The law we are talking about is no.171 from 18th of May 1937 and is called *Lov for Færøerne om Hegn og Markfred*.⁶ This is the law that the farmers refer to, when asked about roaming in the Faroese outfields and mountains. They refer to it because it states that:

“Anyone who, without necessity or without given authorisation, goes over another man’s field, is punished with fines.” (Translated from old Nordic, see appendix 6 p. 8).⁷

⁶ Translated to English: *Law for the Faroe Islands on Fences and Field Piece*

⁷ “§40 Den, som uden Nødvendighed eller uden dertil erhveret Hjemmel gaar over anden Mands Indmark, straffes med Bøder.”

And furthermore, the law states:

“Anyone who, without authorisation, goes out of the village path in outfield, where he is not a landowner or part of the common land, (...) will be punished with fines; (...)” (Translated from old Nordic, see appendix 6 p. 9).⁸

There are different interpretations of the law. Farmers feel that the current law is very clear and works for them and their daily farmer life, while other people, maybe especially from the tourism industry, feel that this law is outdated and there needs to be created a new law, that will benefit them in some ways. The reason that the tourism industry is not satisfied with the current law, is that the farmers see the law as an opportunity to close their outfield if they want to (Appendix 1). Some farmers already have done so, by setting up fences or tollgates in their outfield, to earn money from the people who want to roam in their land (Bláberg & Mohr, 2019). The Faroese tourism association has very strong feelings about the situation: *“Farmers should not be allowed to demand a payment from people, that want to wander in the outfield, without adding a service to the payment”* (Bertholdsen, 2020),⁹ while they add that: *“(...) farmers should not be allowed to put themselves above the industry and demand payment from tourists, without adding a service (...)”* (Bertholdsen, 2020).¹⁰ The tourism association feels that the farmers are using the law for their advantage, without including the industry, that their decisions affect the most, that is why the tourism association is asking for a change in the regulations.

Símun Grønadal, the farmer that we interviewed, states that: *“There is a clear law and that is it, as many say. It is from 1937 and does not take into consideration, that the society has*

⁸ “§41 Den, som, uden at dertil er Hjemmel, gaar uden for ret Bygdevej i Hauge, hvor han ikke er Lodsejer, eller i Fælleshauge, (...) straffes med Bøder; (...)”

⁹ “Bøndur skulu ikki sleppa at krevja eitt gjald frá fólki, sum vilja sleppa í hagan, uttan so at teir eisini veita eina tænaftur fyrri.”

¹⁰ “(...) eiga bøndur ikki at sleppa at seta seg uttanfyri vinnuna og taka gjald frá ferðafólki, uttan at lata nakra tænaftur fyrri (...)”

*changed a lot since then. You do not have the authority to go to the outfield, outside the village paths. That is how it is, if you read the law” (Grønadal 2020, A4, p. 7).*¹¹

He also states that: *“No, it is carved into stone compared to the law. But on the other hand, people have always hiked in the outfield” (Grønadal 2020, A4, p. 7).*¹²

What he means by *“people have always hiked in the outfield”*, is that it has never been an issue that people have hiked in the Faroese nature, this issue has been growing together with the growth of tourism on the Faroe Islands.

However, now and according to farmer Grønadal, the farmers feel overwhelmed with the amount of people that visit the popular hiking attractions. Some tourism actors earn money by selling hiking trips to see these attractions, without the farmer gaining any financial advantage and they are left with the wear and tear and disruption of the nature (Appendix 4). This is in accordance with Kaltenborn et al. (2001), who argues that tourists who roam freely in nature leave little money behind and cause environmental problems (Kaltenborn, Haaland, & Sandell, 2001). We can take the island of Kallsoy as an example, where the amount of tourists has grown from 23.000 in 2014 to 50.000 tourists in 2019 that visited the small island (Djurhuus, 2019). One of the reasons that tourists visit the island of Kallsoy, is the hike to the lighthouse, which is placed in a beautiful nature spot, where the view is unrealistic. Which you can see in the picture below:



13

¹¹ *“Tað er ein púra greið lóg, og tað er tað, sum nógvir siga. Hon er frá 1937 og tekur ikki hædd fyri, altso samfelagið er so nógv broytt. Tú hevur ikki loyvi til at fara í hagan, uttan eftir bygdagøtum. Soleiðis er, altso vissi tú lesur lógina.”*

¹² *“Nei, tað er skorið í stein í mun til lógina. Men hin vegin, so hava fólk altíð gingið í haganum.”*

This has led to local farmers and residents considering starting to offer guided tours in their mountains, so they can get some financial growth from the growing industry, and in this way earn money to help fix the damaged outfields (Kallsgarð, 2019). When a local farmer was asked about, if they want to organise guided tours to gain financial growth, he responds: *“(...) it wears the outfield, disturbs man and beast and not only landowners but also the islanders (...) So it is because we want controlled circumstances, both for the security of the tourists and the security of the cattle that is in the nature and to show them (ed.: the tourists) how to act, what is right and what is wrong”* (Kallsgarð, 2019).¹⁴ While farmer Kallsgarð adds that: *“The position that we are in today is so chaotic, that it is only a matter of time before it goes too far, people are hiking to every corner of the outfield”* (Kallsgarð, 2019).¹⁵ He explains that the need for guided tours is very important, because tourists do not know how to roam in the outfields. *“Yes, the wear and tear are great. The path expands every year, because when the ground starts to fail, then they (ed.: the tourists) just move a bit and hike next to it”* (Kallsgarð, 2019).¹⁶

5.1.1 A problem or not?

Grønadal says that they have never given a fine to anyone and have never had a problem with people hiking in their outfield (Appendix 4). Farmer Símun Gullaksen agrees, Gullaksen states that; *“But what is important, is that there is no need to change the law. There is no problem with the current regulations”* (Olsen, 2020d, s. 8).¹⁷ Gullaksen also says that the

¹³ Picture from: <https://www.guidetofaroeislands.fo/book-holiday-trips/hiking-to-kallur-lighthouse> - 27th of May 2020

¹⁴ *“(...) tað slítur hagan, forstýrar fólk og fæ og ikki bara jarðeigarar men eisini allar oyggjabúgvarnir (...) So er tað fyrri at fáa kontrolleraði viðurskiftir, bæði fyrri sikkurheit hjá turistunum og sikkurheitina hjá teimum kríatúrnum sum man hevur í náttúruni og fyrri at vísa teimum á hvussu man ber seg at, hvat er rætt og hvat er skeivt.”*

¹⁵ *“Støðan er so kaotisk í dag, at tað er bara ein spurningur um tíð áðrenn tað fer for langt. Fólk fara í mest sum hvønn krók í haganum.”*

¹⁶ *“Ja sliti tað er stórt. Gøtan víðkast fyrri hvørt ár, tí at tá lendi fyrst byrjar at svíkja, so flyta tey seg bara eitt sindur og ganga viðsíðunar av.”*

¹⁷ *“Men tað, sum hevur týðning, er, at tað er als ikki neyðugt at broyta nakra lóg. Tað er onki í vegin við galdandi reglum.”*

Faroese people are welcome to hike in the nature, like they always have done; *“that is how it always has been, even though the law says something else”* (Olsen, 2020d, s. 8).¹⁸

The Minister and his team have discussed the law a lot and how it affects the farmers and other people. Jóanna Djurhuus, which is a consultant at the Minister’s office and one of the people that is working on the new law, says that the present law is not created for tourists:

“No the farm legislation does of course not add to tourism at all, it is about organising farming in the outfield and the infield, also to make sure that people did not steal wool and that people did not steal sheep and that they did not disturb the daily activity that is in the outfield. This is was it (ed.: the law) is about. Tourists, this is not something they imagined, would walk in the outfield just for fun, that is not normal, or it was not normal to do” (Djurhuus 2020, A1, p.7-8).¹⁹

The Minister supports their understanding for a new legislation by adding that:

(...) if we think about this old law, it is very focused on that we should use the village path to walk on and there were not any roadways between villages at that time, so these (ed.: village path) were actually the roadways at that time and they are of course placed where it is fastest and easiest to walk, while tourists want to go there where the great view is and take a selfie of yourself while almost hanging off a cliff. (...) the aim with the law was something completely else then what we use it for today, so that is also a challenge (Abrahamsen 2020, A1, p.8).²⁰

¹⁸ *“Tað hevur verið praksis, sjálvt um lógin sigur nakað annað.”*

¹⁹ *“Nei also landbúnaðar lóggávan leggur sjálvandi slettis ikki upp fyri ferðavinnuni, hon snýr seg um at skipa landbúnaðin í haganum og fyri so vítt eisini á bønum og at ansa eftir at fólk ikki stjólu ull og at fólk ikki stjólu seyð og at tey ikki forstýraðu tað virksemini sum annars var í haganum. Tað er tað hon gongur út uppá. Ferðafólk tað hevur man slett ikki fyristilla sær, hettar her við at fara ein túr í hagan bara fyri stuttleika, tað ger man ikki ella tað gjørði man ikki.”*

²⁰ *“(...) um vit hugsa um hesa gomlu lógina, har verður so øgiliga nógv lagt upp til at man skal ganga eftir bygðagøtum og sjálvandi tá var ongir koyrivegir ímillum bygdir, so hettar var faktisk tá verandi koyrivegir og teir eru sjálvandi lagdir har sum tað er skjótast at ganga og lættast at ganga, meðan ferðafólk tey vilja sleppa har sum tað er góð útsigt og sleppa at taka selfie av sær sjálvum hangandi av berginum hálva vegna. (...) endamálið tá lógin er gjørd var heilt nakað annað enn tað sum vit brúka hana til í dag, tað er sjálvandi ein avbjóðing eisini.”*

It is pointed out earlier that people feel that the law is outdated, and it is time for a new law, that the tourism industry and the farmers can agree on. This will require a great effort from the policy makers. As stated by Dredge and Jamal (2015), tourism planning and policy has a big influence on the development and how tourism affects the destination. Therefore, it is very important that the policy makers, who are creating the new law, make a great effort to involve as many stakeholders as possible, that will be influenced by this law. Because as mentioned earlier about the impacts of tourism policies; *“Tourism policies have intended and unintended benefits and burdens for various social groups and institutions”* (Thomas & Thomas, 2005, s. 122). The residents on the island of Mykines are an example of a social group, where the tourism is a burden and where the policy has failed to remedy that.

5.1.2 The case of Mykines

We can take the case of Mykines as an example, where the farmers decided to close a hiking route that goes through a ‘puffin land’. According to Eddie Lauritsen, which is head of the local outfield association, this was done to help preserve the birds and maintain the wear and tear that has occurred from the growing amount of people, that have roamed in their outfield (Láadal, 2019). Mykines is a very popular tourist destination on the Faroe Islands, because it is known as *the bird island*, where you can go hiking and see multiple types of birds, where the most popular ones, are the cute puffins (Visit Vágar, 2020). There are 11 residents in Mykines, and the amount of tourists that visit Mykines in the summer time, has grown from 12.500 to 29.000 in just five years (Djurhuus, 2019), and all these tourists arrive with the small ferry that sails from the main land to Mykines. The ferry is a daily commute for the local residents, that they share with the tourists.

This is where the problem occurs, the residents often have problems with getting a seat in the ferry, because all seats are occupied and bought by tourists, that eagerly want to visit the bird island (Eliassen, 2020). The growing amount of tourists also affect the bird life and nature in Mykines, which has led to the specific hiking route out to the birds, closing for a couple of days in the summer season in 2019 (Láadal, 2019). By closing the fields, we see farmers in a community that take matters into their own hands and decide to do what they feel is best for their island at that moment.

Mykines is a great example of a stakeholder that has reacted to not being acknowledged as a stakeholder, which, in this situation, has forced them to take matters into their own hands.

Saito and Ruhanen (2017) have highlighted the importance of acknowledging a local community as a stakeholder when working on destination development: *“The process requires direct dialogue among participating stakeholders and recognising their interdependence, with the objective of generating a collective vision, shared decision-making and consensus-building about planning, goals and actions for a tourist destination”* (Saito & Ruhanen, 2017, s. 190).

When the nature has such a great importance for a destination, it is important to take care of it. In many situations the locals know their area best and how to take care of it and know when it is time for a break, as they did in Mykines.

5.1.3 Perspectives about current tourism policy

There are people in the tourism industry that have stated their opinion on the current legislation, and how it affects the industry and its development. Jóhan Pauli Helgason, the development manager at Visit Faroe Islands, has been out public and showed his dissatisfaction with the current regulations and how it affects the organising of the tourism industry. In a radio interview he stated that: *“To organise the tourism with the current structure, means that arrangements need to be done about traffic, payment, limitations and investment in 477 different outfields”* (Breddin, 2020).²¹ He continues by adding: *“The arrangement needs to be done from a basis, where one side has all the power to set the terms for the activity. Some landowners see the possibility in tourism, while others do not want anything to do with tourism and tourists. This makes it very difficult to find an agreement that the tourism industry and the farmers can live with. But expecting that we can get an organised tourism industry, under these circumstances, is unrealistic”* (Breddin, 2020).²² Helgason makes it very clear, that for the tourism industry on the Faroe Islands to

²¹ “At skipa ferðavinnuna við støði í galdandi skipan merkir, at avtalur skulu gerast um ferðslu, gjald, avmarkingar og íløgur í 477 hagar.”

²² “(...) avtalan skal gerast útfrá einum grundarlagi, har annar parturin hevur allan ræðisrættin at seta treytirnar fyri virksemini. Summir jarðareigarar síggja møguleikarnar í ferðavinnuni, aðrir vilja als ikki fáast við ferðavinnuni ella ferðafólk. Tað er eisini ógvuliga ymiskt hvussu lætt tað er at koma fram á eina semju, sum bæði ferðavinnan og festarin kunnu liva við. Men at vænta at vit fara at fáa eina vælskipaða ferðavinnu um alt landi, tá hetta er útgangsstøði, tað er órealistiskt.”

have a sustainable development, that benefits the industry and those involved, new regulations need to be created. As he feels that one stakeholder has the power to steer the tourism industry in a certain direction, and as Dredge and Jamal (2015) state: *“Tourism planning and policy is, arguably, one of the most significant influences on how tourism develops, who wins and loses, and how benefits and impacts of tourism are distributed”* (Dredge & Jamal, 2015, s. 285). According to Helgason, it can be argued that there is a lack of tourism planning and policy, as he states that one stakeholder group has the power to influence the direction of the development and according to Dredge and Jamal (2015), is tourism planning and policy most significant for tourism development (Dredge & Jamal, 2015).

Visit Faroe Islands have their own proposal on how the new tourism legislations could be: *“(...) our proposal is that, or what we have come up with is that we can say: ‘ok fine, then it will cost X amount of money to arrive at the airport, it is included in the ticket when you arrive or if you arrive with a ship’, it can be 500 kr., if you want to go that way or it can be 100 kr. or something like that”* (Magnussen 2020, A.2, p.10).²³ While she told us that the current situation is that; *“Today it is 45 kr., at one time it was 75 kr. and went down to 45 kr. that all of us pay, we Faroese people also pay that amount and then it goes into the national treasury (...)”* (Magnussen 2020, A.2, p.10).²⁴

With their proposal, tourists can roam around the islands freely, while the farmers will get an amount of the money, to help maintain the wear and tear that comes from the tourists, from the national treasury (Appendix 2). While the tourism association has another possible solution for the organising issue that has appeared in the tourism industry. They want to introduce a simple purchase system with a nature card, that tourists can buy and then split the Faroe Islands in to three zones that have different criteria. In that way there will be a common pool that the money will go in to and this pool will go to protection of nature and

²³ “(...) er okkara uppskot, ella tað sum vit eru komin við at man líkasum sigur: “Okay fínt, so kostar tað X amount of money at koma inn á flogvøllin, also í billettini tá man kemur ella man kemur við bátinum,” sum kann verða 500 kr vis man vil tann vegin ella kann verða 100 kr ella okkurt sovrit”

²⁴ “í dag haldi eg tað eitur 45 kr, tað var uppá eitt tíðspunt 75 kr og fór niður á 45 kr sum vit øll (... hækkaði) gjalda, vit gjalda tað eisini sum fýroyingar tá vit flúgva og tað fer so inn í Landskassan (...)”

development. In that way the tourists are still given some kind of freedom but still under organised conditions (Bertholdsen, 2020).

This solution was also presented in Iceland back in 2013, where they wanted to implement a so-called Environment Card, that gave access to about 30 nature attractions and in that way, they could: *“create revenues that will enable more sustainable management of those places and the development of new attractions”* (Jóhannesson, 2015, p.191). The idea sounds very interesting; however, it seems like the environment card in Iceland never became a product and they have found other solutions (Appendix 2). This could be an indicator for the Faroese tourism association, that an environment card is perhaps not the right way to go. However, they are not the ones that are creating the new legislations, which in this situation is the Minister and his policymakers. At this point, the tourism industry and its association can share their ideas as they wish to influence the tourism development.

5.1.4 Working on new legislations

Bramwell and Lane (2011) state that: *“Tourism governance often alters over time due to changing political contexts and other circumstances and as lessons are learnt from previous approaches and policies”* (Bramwell & Lane, 2011, s. 418). This describes the current situation as, Helgi Abrahamsen was elected into the government in autumn 2019 and became Minister of Environment, Industry and Trade. The tourism sector is placed within his ministry, which makes him and his policy makers part of the current tourism governance (Jamal & Camargo, 2018).

When the current government started working on the new legislations, they quickly found out that: *“(...) we saw from the start, or everyone has seen it for a while, that there are missing some regulations for tourists that come our way”* (Abrahamsen 2020, A.1, p.1).²⁵

This has led to the aim about the new regulation; that is: *“So, our goal is simply to organise the tourism industry, firstly hiking in the outfield, which means the wear and tear (...) which is something that we need to organise. What you can demand money for and what you*

²⁵ “ (...) vit sóðu beinaveg ella tað hava øll sæð longi at tað manglar nakrar reglur fyri ferðafólk sum koma hendavegin”

cannot demand money for, are the things that we need to get on track, that is what we are working on.” (Abrahamsen 2020, A.1, p.3)²⁶

And when asked about, what he can tell us about the new legislations in the interview, he answered: *“We are trying, as much as we can, to come with something where you cannot demand payment without providing a service, so in the best way possible the payment has to be for a service, and we try to differentiate between commercial and non-commercial”* (Abrahamsen 2020, A.1, p.6).²⁷ With the new legislations the Minister wants to make sure that in example, schools still can go hiking with their pupils without paying for it, and that when Faroese residents get visitors from a foreign country, they can still go on a hike together without paying. However, the Minister wants to make sure that when it becomes commercial, and a hike with tour guide is being sold to customers, the farmer can get an amount of the money. This is what the Minister and the policy makers are aiming for at the moment (Appendix 1).

Some farmers strongly disagree with the plans for the new legislations and, as said before, feel that the current legislation is working fine. Farmer Gullaksen even said to a local newspaper that: *“If the authorities of the Faroe Islands think that they can just slip on a new law, over everything that is valid today, then they must think twice”* (Olsen, 2020d, s. 8).²⁸ While Gullaksen’s solution for all this is simple: *“Instead the Minister should say, that everyone needs to respect the current law”* (Olsen, 2020d, s. 8).²⁹ While the farmers feel that the current law is working well, they are also missing some kind of organising with the tourists hiking in the nature (Bláberg & Mohr, 2019), however, it seems like they do not feel that a new law is the solution. So, it is very difficult for the government to find a solution, when the actors do not even know what they want. When the actors in the tourism industry, have different opinions regarding the direction of the destination development, it

²⁶ *“So at málið hjá okkum er simpulthen at skipa ferðavinnuna, fyrst og fremst við gongd í haga, tá tosa vit bæði um slit (...) tað er nakað vit mugu skipa. Hvat kann man so taka pengar fyri og hvat kanst tú ikki taka pengar fyri og nógv sovrið ting sum vit ordiliga mugu fáa uppá pláss, tað er tað vit arbeiða við.”*

²⁷ *“Vit royna at koyra tað so nógv sum møguligt yvir í tað at; tú skalt ikki fáa pengar bara fyri onga tænaðu at veita, also gjald skal verða fyri eina tænaðu í mest møguligan mun og vit royna at skilja ímillum vinnuligt og ikki vinnuligt,”*

²⁸ *“Um landsins mynduleikar halda, at teir bara kunnu gera eina nýggja lóg at smoyggja oman yvir alt tað, sum er galdandi í dag, so mugu teir trúgva umaftur.”*

²⁹ *“Í staðin skuldi landsstýrismaðurin sagt, at øll skulu respektera galdandi lóg.”*

can be argued that the planning of development is not simply a function of the government as Dredge & Jamal (2015) state: *“planning and policy is no longer thought of as simply a function of government but as a process of negotiation and compromise between public and private sector”* (Dredge & Jamal, 2015, s. 287).

It is not an easy task the policy makers have been given. There are very different opinions on how to solve the current situation with the unorganised tourism industry that is on the Faroe Islands at the moment. While there are stakeholders from the industry that have shared their opinions, there is still a big group of people that the policy makers need to have in their mind, while planning to change a tourism policy, and that is the local residents on the Faroe Islands. As McComb et. al stated in 2017; *“Tourism developed incorrectly can lead to residents being hostile towards tourists”* (McComb, Boyd, & Boluk, 2017, s. 288), while they add that: *“(…) the favourable attitude of local residents towards tourists relies hugely on whether local residents have a favourable attitude towards tourism”* (McComb, Boyd, & Boluk, 2017, s. 288). In this case the growth of tourism has affected the locals and the nature that they are used to hike in, like the example about Mykines, due to the fact that they closed the islands to help restore the hiking paths in order to welcome future tourists. As stated, there is a new legislation in the making, that might affect the local's daily life and their perception of freedom to roam. There have been presented different solutions in relation to the problem and most of them have the locals in mind. The legislations that the Minister and his policy makers are planning to proceed with, will give the people on the Faroe Islands the freedom to roam as they are used to: *“But I think that there is a great agreement on that Faroese people should not have to pay for hiking in the outfield”* (Abrahamsen 2020, A1, p.6).³⁰ Which farmer Grønadal (Appendix 4) and farmer Gullaksen agree on: *“that is how it always has been, even though the law says something else”* (Olsen, 2020d, s. 8).³¹ This shows that the locals do not need to be nervous when the new legislation will be presented later this year (Appendix 1).

³⁰ *“Men tað haldi eg at tað er nokkso breið semja um, at fýroyingar skulu ikki gjalda fyri at fara túr í hagan.”*

³¹ *“Tað hevur verið praksis, sjálvt um lógin sigur nakað annað.”*

5.2 Sub-conclusion

It is highlighted that different stakeholders are dissatisfied with the current situation in the tourism industry on the Faroe Islands. Jóhan Pauli Helgason, VFI, states that one side of stakeholders has all the power to set the terms, and further highlights that under these circumstances it is unrealistic to get an organised tourism industry. The government agrees, as they state that the current legislation is unfit for the tourism industry, as it originally is a farming-law.

We conclude that the current legislation prevents the development in tourism, due to the fact that farmers have the right to close their outfield, and thereby denying tourists access onto their land. For tourism development to be successful, the process of negotiation and compromise between public and private sector is of great significance (Dredge & Jamal, 2015). We argue that there is no negotiation between the public and private sector, due to the fact that the farmers in Mykines closed their island without informing the government. This indicates that the farmers feel overlooked by the government, yet they still are the stakeholders with the power, as Helgason indicates.

5.3 Access to land on the Faroe Islands compared to the Scandinavian countries

Taking the first analysis as a point of entry, farmers can close their outfield for tourists if they want to, due to the current legislation; which is a farming-law that is not created for tourists. The fact that farmers can do so has caused a great deal of controversies regarding access to land, as farmers suddenly have become a major stakeholder in the tourism industry.

It is not only seen in Mykines that farmers have closed their outfields, which has led to discussions among locals, farmers, the government and other stakeholders in the tourism industry, as locals feel that their right to roam has been withdrawn.

This analysis will be divided in two parts: firstly, we will elaborate the term 'access to land' and its aim, and then we will present how some Scandinavian countries perceive access to land. The first part of the analysis is an analytical tool, in order for us to examine access to land on the Faroe Islands.

In the second part of the analysis, we will present a case of access to land in the small village of Saksun, followed by examples from neighbouring countries, in order to analyse the right of access to land on the Faroe Islands. Furthermore, we will highlight the position that farmers hold on their outfields and the responsibilities this entails

5.3.1 The tradition of public right to access in Scandinavia

Norway, Sweden and Finland in particular have developed a distinct tradition of outdoor recreation, which is characterised by simplicity (Kaltenborn, Haaland, & Sandell, 2001). The right of public access grants everyone the right to roam, within certain restrictions, freely across private and public land properties, as long as the land is not cultivated for agricultural purposes (Kaltenborn, Haaland, & Sandell, 2001). However, according to Sæþórsdóttir (2010), has the tourism industry not made plans with respect to preferred land practices, due to the fact that the number of visitors grow and their activities in these Scandinavian countries become more diverse (Sæþórsdóttir, 2010). This might lead to a growing problem on how to provide the different recreation opportunities.

According to Kaltenborn et al. (2001), is outdoor activities and more passive enjoyment of the outdoors essential components of the 'way of life' in the Nordic countries (Kaltenborn, Haaland, & Sandell, 2001, s. 419). The purpose of access then, was to ensure people's ability

to move around the countryside unrestricted as long as people did not damage the property of locals. These rights can be traced back to at least the laws of the Middle Ages (Kaltenborn, Haaland, & Sandell, 2001).

5.3.2 Challenges in freedom to roam in Scandinavia

Outdoor activities require accessible open spaces, however, much of the countryside in Western countries is in private ownership (Campion & Stephenson, 2010), which also is the case on the Faroe Islands. However, laws of trespass equip landowners with legal rights of physical exclusion of people; these rights have landowners historically justified with the need to protect agricultural investment in land (Campion & Stephenson, 2010).

5.3.2.1 Public access in Sweden

As stated, does Sweden grant Swedes and foreign tourists the right to roam freely in nature (Allemansrätt). In the 1930s the Swedish government recognised the growing demand for outdoor recreation, despite objections from landowners at the time; however, public access was enthusiastically embraced by the Swedish public (Campion & Stephenson, 2010). In modern times, this public outdoor recreation is known as Allemansrätten.

More recently, in 1994, has Allemansrätten been recognised in the Swedish Constitution (Campion & Stephenson, 2010). However, despite the recognition at a constitutional level, there is no specific outdoor recreation law (Kaltenborn, Haaland, & Sandell, 2001), which inherently entails that landowners are protected under Sweden's Penal Code 1999: "A person who unlawfully makes his way across a building lot ... shall be sentenced for taking an unlawful path to a fine" (Campion & Stephenson, 2010, s. 21).

However, a part of Allemansrätten is described as:

"The Right of Public Access is a unique right to roam freely in the countryside. But with the right come responsibilities – to take care of nature and wildlife and to show consideration for landowners and for other people enjoying the countryside. The Swedish EPA sums up the Right of Public Access in the phrase 'Don't disturb – Don't destroy'" (Campion & Stephenson, 2010, s. 22).

This indicates that the freedom to roam is a rather misleading term, due to the fact that there are limitations on where people are allowed to go and allowed to do, as going against these restrictions may lead to legal penalties or fines. However, according to the quote

above, it is expected to show consideration, which might be perceived different for individual people.

According to Campion and Stephenson (2010) are there certain regulations necessary to ensure that private property is accessible to the public in Sweden; signs of “No trespassing” are forbidden except where these signs warn people of potentially sensitive areas (Campion & Stephenson, 2010). However, authorities often request that landowners remove illegal signs.

Sandell and Fredman (2010) argue that the main point of Allemansrätten is that landowners have to accept that other people may temporarily set foot on or pass over the landowners land and/or water, on the condition that no economic damage is done or that privacy is intact (Sandell & Fredman, 2010). Furthermore is it stated that the right of public access has strong support among the general public in Sweden, the state, and the majority of rural landowners (Campion & Stephenson, 2010) (Sandell & Fredman, 2010). In this sense, selected areas for restitution are of less importance than the public right of access for outdoor activities and participation (Sandell & Fredman, 2010). However, in a more recent study by Campion and Stephenson (2014), they state that there is less support for Allemansrätten among landowners who keep farm animals, as they are concerned that recreational access causes disturbance to animals (Campion & Stephenson, 2014).

5.3.2.2 Public access in Norway

Norway is the only country in the world where public access is protected by explicit legal act, The Open-air Recreation Act of 1957 (Kaltenborn, Haaland, & Sandell, 2001, s. 421), also called Allemannsretten (Øian & Skogen, 2016). This law gave the public in Norway the right to roam on any uncultivated land for recreational purposes (Øian & Skogen, 2016) and the cultivated land that included privately owned land as well. Now these privately-owned lands can only be accessed publicly for recreational purpose during the non-productive winter season (Kaltenborn, Haaland, & Sandell, 2001).

According to Kaltenborn et al. (2001), is Allemannsretten more limited compared to the one in Sweden, as they state that the free space is better protected in Norway (Kaltenborn, Haaland, & Sandell, 2001). Vistad et al. (2013) state that the public right of access is limited to outfield areas, however, the distinction between outfields and infields are somewhat

blurred, due to the fact that it is often invisible on the ground (Vistad, Skår, Wold, & Mehmetoglu, 2013). A lack of the precise definitions and regulations of these fields makes it difficult for tourists and landowners to differentiate between activities and behaviours, which might be legal or illegal in a given location. The Outdoor Recreation Act, *Allemannsretten*, is permeated by the ideology of personal responsibility in order to avoid conflicts with other users, landowners or nature protection organisations. However, the uncertainty causes stressful interactions between visitors and landowners, and leads to a negative on-site experience (Vistad, Skår, Wold, & Mehmetoglu, 2013), due to the fact that some people want access to the shoreline for different recreational activities, while others desire the protection of their privacy rights around their property.

In Denmark, Germany and Switzerland is the right to roam, according to Campion and Stephenson (2010), limited to specific geographic areas such as forests and unenclosed land (Campion & Stephenson, 2010).

5.3.3 Controversies of public access in Scandinavia

As the right to roam freely in many of the Nordic countries is highly appreciated amongst tourists and locals, it also comes with mixed blessings (Kaltenborn, Haaland, & Sandell, 2001). Income from tourists can only be made from food, accommodation and other visitor services, such as guiding and interpretation, as long as nature is the main attraction provided free of charge (Kaltenborn, Haaland, & Sandell, 2001). Furthermore, can it be argued that Nature-based attractions are increasingly turned into commercial products.

Kaltenborn et al. (2001) further states, that Scandinavia has, over the past few years, experienced an increase of visitors from around the globe. These are aware of the right of public access, which has led to large groups of people and equipment are brought into different areas and are leaving little money behind. Evidently has the organised commercial use of nature led to environmental, economic and managerial problems (Kaltenborn, Haaland, & Sandell, 2001). Moreover, does the right of public access result in several accidents among foreign tourist groups, who are engaging in risk-related activities, due to lack of adequate skills and equipment, and have limited knowledge of the local conditions (Kaltenborn, Haaland, & Sandell, 2001).

As stated, is the right of public access highly appreciated amongst locals and tourists in Scandinavia, however, has uncertainty of where there is public access and not, caused stressful interactions between visitors and landowners, and led to a negative on-site experience (Vistad, Skår, Wold, & Mehmetoglu, 2013).

5.3.4 Access to land on the Faroe Islands

Tourists come to the Faroe Islands to explore the surrounding nature of the islands and roam in it. Nature tourism is a large and growing part of the international tourism industry (Sæþórsdóttir, 2010), which also is seen on the Faroe Islands over the last decade, as the nature has become a central part of the tourism industry and the main attraction for tourists.

Scandinavia is a part of the world where easy access and plenty of land, historically has been taken for granted (Kaltenborn, Haaland, & Sandell, 2001). However, the public in these nations are challenging cultural interpretations and legal constructs, that set the boundaries between commercial tourism, outdoor recreation and with the notion of every person's right to access nature free of charge (Kaltenborn, Haaland, & Sandell, 2001).

5.3.4.1 The case of Saksun

André Kruse is a farmer in the small village of Saksun on the Faroe Islands, he feels overwhelmed by the number of tourists that visit Saksun over a summer period each year. The small village, with only 10 residents (Hagstova, 2020), gets over-crowded in the high season, because tourists want to see the beautiful nature scenes that are there (Behrens, 2017). One can understand that it can feel overwhelming, for the few residents, when they are used to peace in their daily life in the small village. The Minister puts it very well: *"(...) people who choose to live in small villages are people who want peace, they do not want city life, but when you suddenly have a hundred people in your yard daily, then you have a problem (...)"* (Abrahamsen 2020, A1, p.3).³²

Already back in 2017 Jóhan Jógvanson, also a farmer in Saksun, started to claim their troubles about the amount of tourists that were visiting, and asked the authorities to do

³² " (...) fólk sum velja at búgva í smáum bygðum tað eru fólk sum gjarna vilja hava frið, also sum ikki vilja liva býarlívið men tá tey knappliga hava hundrað fólk í túninum hjá sær dagliga, so hava tey ein trupuleika (...)"

something about it and help organise the overflow of tourists (Behrens, 2017). However, still now three years later, the authorities have not yet come with a possible solution. The picture below is a good indicator of how dissatisfied people in Saksun are of tourists; this statement is from farmer Jógvansson.



33

In 2019, Farmer André Kruse, took matters into his own hands. He decided to put up a fence with a gate where people can pay a toll of 75 DKK to enter the promise land, which in this situation is the beach of Saksun, called á Lógv (Bláberg & Mohr, 2019).



(Photo of the fence in Saksun, picture is taken by authors)

³³ <https://dimma.fo/-hatta-var-ein-heilsan-til-ferdafolkamyndugleikarnar>

5.3.5 The tradition of freedom to roam on the Faroe Islands

This tradition, of everyone roaming around, as they like, is also a known tradition on the Faroe Islands. As stated by farmer Grønadal in the previous analysis, it has never been an issue, that people have hiked in their outfield or has cost anyone a fine (Appendix 4), even if it says in the legislations that those who wander on another man's ground, without authorisation, will be fined. Which leads to the question; why has it become a problem now?

Taking our neighbour countries into account, the freedom to roam is highly appreciated among the public and is also accepted as a law in Norway, *Allemannsretten* (Kaltenborn, Haaland, & Sandell, 2001) and in the constitution in Sweden, *Allemansrätten* (Campion & Stephenson, 2010). The tradition of freedom to roam has existed for many decades and in 1957, Norway made this tradition a part of their Outdoor Recreation Act. With their *Allemannsret* Norway has ensured that everyone has the opportunity to roam on uncultivated land for recreational purposes, as long as they respect the nature that they wander in and leave it as they found it (Øian & Skogen, 2016). However, the right to roam applies for the open country and not the land that is fenced, which means that it is private and cultivated. When it comes to camping or setting up a tent, you are welcome to do so, just as long as you keep a distance of 150 m from the next house or cabin (Visit Norway, n.d.).

However, it has been outlined that conflicts with landowners and visitors has occurred, due to unclear marks of what is public land and what is private land. According to Campion and Stephenson (2010), there are certain regulations that landowners need to adjust to, which are signs of "No trespassing" are forbidden except where these signs warn people of potentially sensitive areas (Campion & Stephenson, 2010).

As the right of public access is not a law nor a public right for that matter on the Faroe Islands, the farmer in Saksun has set up this fence, without the accept from the authorities or government, with a result that these cannot demand the fence being removed. This is due to the fact, that the farmers either own their land (óðalsbóndi), or they maintain it (festibóndi). Consequently, this entails, that the farmers have every right to do with it, as they see fit, as long as there is not a law saying otherwise. As stated earlier is the current law relating to farming on the Faroe Islands as follows:

“§40 Anyone who, without necessity or without given authorisation, goes over another man’s field, is punished with fines.” However, this law is from 1937, the tourism was not an issue back then. It is not until recent years, the increasing amount of tourists began.

5.3.6 Issues and responsibilities of freedom to roam in relation to the Faroe Islands

Tourists often come to the Faroe Islands to experience the nature, and as farmer Grønadal argues, get that perfect Instagram picture, maybe together with some puffins. This often requires some effort, like hiking to that perfect spot, off the village paths, to find that beautiful nature spot (Appendix 4). We argue that, while this is exciting for the tourists, some farmers feel that it is a responsibility that they have not asked for. When these tourists get lost in the outfields, the farmers are called up by a salvage team or the police to help get these tourists back safely, because they know the mountains and outfield best, due to the fact that it is their land (appendix 4). Kaltenborn et al. (2001) states, that the right of public access has led to several accidents among visitors who lack adequate skills, due to the fact that these tourists have limited knowledge of the local conditions (Kaltenborn, Haaland, & Sandell, 2001).

Pól Sundskarð is one the most experienced hikers on the Faroe Islands and in 2017 he created the website hiking.fo, where he advises people, Faroese and tourists, on how to roam in the Faroese mountains, by mapping out different routes (Justinussen, 2019). Pól Sundskarð has expressed his concern about letting tourists wander in the Faroese nature, and highlights the importance of organising the Faroese tourism industry before it is too late: *“More people die in the mountains than in the traffic, and we are out on the edge all the time. We need to push the brakes, without thinking about the cost, says Pól Sundskarð convincing”* (Justinussen, 2019).³⁴ Jóhannesson (2015) states that tourism policy needs to be flexible in some ways, he mentions that when tourism and nature are intertwined, one cannot predict how a day in the nature will plan out; therefore flexibility is a must, also in the policy (Jóhannesson 2015). The Faroe Islands are often called the land of maybe, because you can be lucky and experience all four seasons in one day (Justinussen, 2019). All tourists do not know this, which sometimes leads to people getting lost in the mountains

³⁴ *“Fleiri fólk doyggja í fjøllunum enn í ferðsluni, og vit eru úti á eggini í heilum. Vit mugu tora at traðka á bremsuna, uttan mun til, hvat tað kemur at kosta, sigur Pól Sundskarð sannførdur.”*

because of a sudden fog, which sometime has led to worst case scenario, were tourists have ended up dying in the Faroese mountains. Farmer Grøndal mentioned in the interview that his brother found a dead English tourist in their outfield and this was something they want to avoid happening ever again, while he highlights the importance of getting the right information out to the tourists (appendix 4) because as mentioned, one cannot predict the weather.

Taking the Norwegian *Allemannsretten* into consideration, it is marked by the ideology of personal responsibility in order to avoid conflicts with landowners or other protection organisations (Vistad, Skår, Wold, & Mehmetoglu, 2013). The same goes for *Allemansrätten* in Sweden. However, it can be argued that even though there is a personal responsibility when roaming freely, it cannot be avoided, that the responsibility in the end lies on the owners of the in- and outfields along with rescue organisations, as these are the ones who need to go out to the fields and help the visitors, in case of an accident.

5.3.7 Charging money on behalf of the Faroese nature

The farmers on the Faroe Islands have different opinions about the tourism industry and how it affects them. Some see the tourism industry as an opportunity to earn an extra income, as Símun Gullaksen, a farmer in the island of Fugloy states: *“Rather than getting angry at the tourists and focus on all the troubles, should the Faroese farmers see the tourism industry as an golden opportunity to get an extra income in the agriculture”* (Olsen, 2020c, s. 6).³⁵ While others see it as a disturbance in their daily activities such as farming, which is the case of the farmers in Saksun, among others. With the current law, the farmers have the possibility to take matters into their own hands, as seen with the fence visualised above.

In the interview with the Minister and the policy makers, we asked them how they saw the current law, and if the farmers had the possibility to ‘close their land’ if they wanted to, where Jóanna Djurhuss stated: *“But what the agriculture legislation does, is that it gives a farmer all rights to carry out farming on the given land and not much more than that”*

³⁵ *“Heldur enn at ilskast inn á ferðafólk og fokusera uppá allar trupulleikarnar av teimum, eiga føroysku bøndurnir at síggja ferðavinnuna sum ein gyltan møguleika at fáa størri lønsemi í landbúnaðin.”*

(Djurhuus 2020, A1, p.7).³⁶ However, there are farmers who see the legislation otherwise, like farmer Kruse. To a Faroese radio station he said: *“It is not right that trips to ‘á Lógv’ are being sold to tourists and the farmer, who has invested in the land, gets nothing from it, says Andre Kruse that wants the situation to be under control”* (Nolsø, 2019).³⁷ Farmer Kruse says that the money he will get from the tollgate, will be used for maintenance of the trails that the tourists have trampled down. While there is a great discussion about if it is the right way to go with this problem, farmer Kruse calls it a wake-up call to the authorities, that the tourism industry should be organised, and hopes this will help speed the process of coming with a solution for the unorganised tourism industry (Bláberg & Mohr, 2019).

When interviewing farmer Grønadal, he argued that he understands the farmers in Saksun and others, who charge money from visitors; he states: *“They (ed.: the farmers) will not accept that people hike in the mountains and foreign tour operators are making money by hiking in the Faroese mountains, on their (ed.: the farmers) land”* (Grønadal, 2020, A4, p. 6).³⁸

The same can be said about Jóhannus Kallsgarð, a farmer on the island Kallsoy; he supports the idea of charging money from visitors on different outfields, as he was considering adding a fee for hiking in his outfield, which is a very popular hike. He feels that all the people that hike there are wrecking the path on the mountain and disturbing the sheep farming in their area a lot. He feels that if they start to take a fee, then they will have money to maintain the path and make the hike more secure, which will help organise the hiking better (Kallsgarð, 2019). Today farmer Kallsgarð provides guided tours in his outfield, so he can charge tourists and organise the tourism in his outfield (appendix 3).

5.3.8 Controversies of the lack of public access on the Faroe Islands

As stated, has Scandinavia over the past few years, including the Faroe Islands, experienced an increase of visitors, who are aware of the right of public access in the Scandinavian

³⁶ *“Men tað sum landbúnaðar lóggávan egentliga ger, tað er tað at hon gevur einum bónda ein einkarrætt at útinna landbúnað á økinum og ikki so øgiliga nógv annað.”*

³⁷ *“Tað ber ikki til at túrar út á Lógv verða seldir ferðafólki og festarin, sum hevur gjørt íløgur í fest, onki far burtúrur sigur Andre Kruse sum vil hava tamarhald á støðuni”*

³⁸ *“Teir vilja ikki góðtaka at fólk ganga í fjøllunum og fremmandar ferðasmiðjur tjarar pengar uppá at ganga í froyrsku fjøllunum, á ogninum hjá teimum.”*

countries. This has led to large groups of people visiting different areas, where they leave little money behind. Evidently has the organised commercial use of nature led to environmental, economic and managerial problems (Kaltenborn, Haaland, & Sandell, 2001). Which also is seen on the Faroe Islands, as the increase of visitors who walk freely in nature has caused, according to several farmers, damage to their outfields, in which the farmers personally have to pay for, in order for it to get repaired (appendix 4). Thus there is no right of public access on the Faroe Islands.

According to Kaltenborn et al. (2001) is Scandinavia a part of the world where easy access and plenty of land, historically has been taken for granted (Kaltenborn, Haaland, & Sandell, 2001), which evidently is seen on the Faroe Islands as well; when the tollgate was set up in Saksun, some Faroese people felt that their right to roam in Faroese nature, was somehow taken away from them. Even though, as mentioned before, if we look at the legislation, they have never had the freedom to roam, it has just been an old tradition that most people took advantage of (Jensen, 2019). However, now farmers are expressing their dissatisfaction about actors in the tourism industry, who are earning money by selling hiking trips to the farmer's outfields, while the farmers get nothing. This has led to some farmers taking matters into their own hands, by setting up different types of payment methods to hike in their outfields, like farmer Kruse (Jensen, 2019). However, the Minister states in a local newspaper regarding the issue: *"Both Faroese people and foreigners should be able to go out onto the outfields without having to pay for it"* (Olsen, 2020a, s. 9).³⁹

The statement from the Minister and the statements from mentioned farmers, are a clear indication of the controversies that the stakeholders in the Faroese tourism industry are dealing with. However, the common thread for all participants that have participated in our data collection and in all the data research we have found shows, that people are missing the structure in the Faroese tourism industry. This is valid for stakeholders and actors from all groups, both private and public, farmers and the ministry (appendix 1, 2, 3 & 4). Even Guðrið Højgaard, director at Visit Faroe Islands fully acknowledges: *"(...) that tourism should*

³⁹ "Bæði fýroyingar og ferðafólk skulu hava møguleikan at fara í hagan uttan at gjalda fyri tað."

be better organised, and that regarding to landscape and nature it must be enthroned" (Olsen, 2020e, s. 9).⁴⁰

With these clear indications on the gap in the Faroese tourism industry, one fully understands what is missing and needs to be resolved as soon as possible. This is where the role of the Ministry of Environment, Trade & Industry is very important, they are the ones that are highest on the pyramid regarding the Faroese tourism industry, they have the ability to close the gap and find a solution for it. Hence, as Sæþórsdóttir (2010) argues, in order to evaluate what are acceptable changes in the physical environment and what kind of an experience an area should provide for its visitors, it is necessary to include different stakeholders, such as local residents, the tourism industry, scientists, politicians, NGOs or other interested stakeholders (Sæþórsdóttir, 2010).

5.4 Sub-conclusion

In this analysis we see that the freedom to roam on the Faroe Islands has been taken for granted among locals. However, this freedom is a tradition and is not protected by law, as it is in the neighbouring countries. Farmers have started to charge money for accessing their outfields, due to the unorganised tourism industry, which allows external stakeholders to earn money on the farmers' behalf.

It can be argued that there is a question about 'who wins and who loses' between the tourism industry and the farmers, which can be seen from two angles:

As stated, has the tradition of public access been taken for granted, and farmers were not seen as a stakeholder in tourism. This was in favour for the tourism industry, due to the fact that tourism actors could benefit financially of the farmers' outfields by selling excursions, as access to land was taken for granted. Arguably was the tourism industry the winner, when the farmers were not a tourism stakeholder.

However, due to the recent controversies of access to land and the increase of tourists roaming in their outfields, farmers have become an important tourism stakeholder.

The lack of tourism policy has led to farmers feeling overlooked, and have taken matters into their own hands by closing outfields and setting up fences; which has resulted in new business opportunities for the farmers, while other stakeholders in the tourism industry

⁴⁰ "(...) viðurkennir tó til fulnar, at ferðavinnan eigur at vera betri skipað, og at atlit at lendi og náttúru sjálvandi eiga at vera í hásæti."

cannot prevent this course of direction in the tourism development, due to the fact that there are no legislations to hinder this.

We therefore conclude that the need for an organised tourism industry is of great importance, as the current situation is creating a hostile environment among stakeholders in the tourism industry.

5.5 Stakeholder collaboration in the Faroese tourism development

In the last part of the analysis, we will examine the collaboration between stakeholders and analyse how stakeholders are included in the development. Theories of stakeholder collaboration will be applied, in order to examine how stakeholders in the Faroese tourism industry work to collaborate to get an organised tourism industry that fits all.

5.5.1 Identifying stakeholders on the Faroe Islands

Stakeholders are described as all actors in a society, who have an interest or are affected by how an organisation operates (Freeman, 2010) (Theodoulidis, Diaz, Crotto, & Rancati, 2017). This theory is applied to the tourism development on the Faroe Islands, as the increase in tourists is affecting all the people directly or indirectly.

It can be argued that there are four groups of stakeholders who mainly influence and participate in the tourism industry on the Faroe Islands, namely the government, the community, NGOs and enterprises (SMEs), see figure 1. However, we recognise that all members of the society are affected by it in one way or another, due to the fact that the Faroe Islands is a very small country with only 52.337 residents (Hagstova Føroya, 2020).

Visit Faroe Islands is one of our mentioned stakeholders, as the government owns them, and they are the national tourism organisation of the Faroe Islands. Alda Egilstrøð Magnussen, from VFI, identifies their stakeholders from their point of view as:

“Stakeholders... Well there are of course the politicians as they kind of own us, so we have to please them in a way, so one is kind of in a pinch there sometimes but that is OK, after all it is the politicians who decide everything, so they have to be pleased at all times, so they are on the top and then there is of course our board, which is second and there is us, Guðrið and us, and then we collaborate with information offices and municipalities but also with

Landsverk and SSL (...). I'm probably forgetting someone but... and then of course the industry, tourism industry associations etc" (Magnussen, 2020, A2, p. 5).⁴¹

As earlier stated by Freeman (2010) and Theodoulidis et al. (2017), not only is it necessary to include shareholders and managers, but all actors in society who have an interest in how a given firm operates need to be included (Freeman, 2010); (Theodoulidis, Diaz, Crotto, & Rancati, 2017). In the case of the Faroe Islands and this paper, the 'firm' is the destination development along with the tourism industry on the Faroe Islands. According to the statement from Magnussen, VFI, she fails to mention the farmers at this point. We argue, that this a major stakeholder group in this matter, as they are the ones who own and distribute the in- and outfields, which the tourists come to roam in. All stakeholders need to be identified and understood, as failure to identify one stakeholder group may lead to a result in failure of the whole process in a destination development process (Byrd, 2007).

When interviewing the Minister of Environment, Industry and Trade, Helgi Abrahamsen, we asked him and his policymakers to identify the stakeholders regarding the tourism development, from their point-of-view:

"(...) of course we have the tourism industry, they who work within it and have and income from it, both hotels and they who provide experiences, then there are the farmers, both the owns who own the land and the ones who distribute it, and then there are the small villages where there are a lot of tourists (...). Then we have the walking-companies, that are Faroese people who love to walk in the mountains, they are might not a part of the tourism industry, but they become a part when we are talking about organising the right to walk in the mountains, and then of course the ones who are interested in environment-

⁴¹ "Stakeholders... also tað er so sjálvandi politikkarir og sovrit nakað í mun til at teir eiga okkum, so vit mugu eisini pleasa teir uppá ein ella annan máta, so man liggur eitt sindur í klemmu onkutíð har eisini men tað er fint, also politikarnir bestemma jú, so teir skulu pleasast altíð, so teir liggja soleiðis ovast og so er tað sjálvandi okkara nevnd, sum liggur næst ovast og so er tað vit, Guðrið og vit og so samstarva vit við kunningarstovur og kommunir men eisini rættuliga nógv við Landsverk og SSL (...). Eg gloymi sikkurt onkran men... og so sjálvandi vinnan, ferðavinnufelag og forskelligt sovrit."

protection and so on. There are a lot of stakeholders involved” (Abrahamsen, 2020, A1, p. 3-4).⁴²

It can be argued, that the government has been involving all stakeholders, as they mention many of the same as VFI, but also farmers as well as the people within the small villages. According to Theodoulidis et al. (2017), is it necessary to include all actors in a society, who might have an interest in how a given firm operates (Theodoulidis, Diaz, Crotto, & Rancati, 2017). In relation to the statement above from the Minister, we argue that they are including all, who might have an interest in the development or are affected by it.

5.5.2 Tourism development on the Faroe Islands

According to Freeman et al. (2004), stakeholder theory is focused within two core questions, which in Faroese tourism context looks like this: what is the purpose of the destination development on the Faroe Islands, and secondly, what responsibilities does the government have to the remaining stakeholders. The first question encourages the government to express the value they create and what brings the core stakeholders together. The second pushes the government to express how they wish to collaborate with other stakeholders, and what relationship they need and want to create with their stakeholders to achieve their goals (Freeman, Wicks, & Parmar, 2004).

5.5.2.1 Purpose of the destination development

Taking the first question into consideration, it can be argued that the purpose of the destination development is to organise the tourism industry, as it has rapidly increased in visitors over the last seven years (Hagstova Føroya, 2020) (Olsen, 2020a). The Statistical Institute on the Faroe Islands (Hagstovan) started to collect data of visitors in 2013, as the tourism industry started to flourish; the amount of overnight stays by tourists in 2013 was

⁴² "(...) vit hava sjálvandi ferðavinnan, also tey sum arbeiða við ferðavinnu og hava inntøku av ferðavinnu, bæði hotel og tey sum bjóða upplivingar og selja forskelligar lutir, so er tað bóndurnir, festirbóndir og ognarbóndir og so hava vit eisini bygdafólk, also bygdur har nógv ferðavinna er (...) So hava vit hesi gongufeløgini, tað eru føroyingar sum elska at ganga í fjøllunum og so skipa tað og fara túrar, tey mugu vit eisini taka við, so tey eru eisini partur av tí, tey eru kanska ikki partur av ferðavinnuni men tey blíva partur av hesum her, tá vit skulu tosa um at skipa rættin at ganga í fjøllunum og so sjálvandi tey sum hava áhuga fyri umhvørvisvernd og so framvegis. Har eru nógvir partar inni."

132.265, whereas it has expanded to 197.886 overnight stays in 2019 (Hagstova Føroya, 2020).⁴³

Farmers, locals and various associations have been overwhelmed by it, which the Minister recognises in a local newspaper as he states: *“There is no doubt about, that the radical and large growth in the tourism industry has led to dissatisfaction and resistance amongst people”* (Olsen, 2020a, s. 8).⁴⁴

The main purpose of the destination development on the Faroe Islands is to get an organised tourism industry, where regulations and laws about roaming in the nature are clear for all, both landowners, locals and tourists. As stated in the previous analysis chapter, this is due to the fact, that the farmers either own their land (óðalsbóndi), or they maintain it (festibóndi). Consequently, this entails that the farmers have every right to manage their land, as they see fit, as long as there is not a law saying otherwise.

Taking the neighbour countries into consideration, such as Norway and Sweden, the ‘freedom to roam’ is a principle protected by the law or in the constitution (Visit Sweden, n.d.) (Visit Norway, n.d.), which gives tourists and locals the right to access the countryside, mountains, riversides etc. freely. In Iceland, the freedom to roam is also somewhat free, as long as the traveller is careful not to damage natural resources of open land (EnjoyIceland, n.d.).

However, on the Faroe Islands there is not a freedom to roam, which is why the purpose of the destination development is to get an organised tourism industry, where freedom to roam becomes a central part of the development. The Minister states in a local newspaper regarding the issue: *“Both Faroese people and foreigners should be able to go out onto the outfields without having to pay for it”* (Olsen, 2020b, s. 9).⁴⁵ However, this purpose is not well received from other stakeholders, primarily the farmers, as they do not share the same sense of value that the government seeks to create. As farmer Kruse states: *“I know that people wish that the fence will be removed, but that is because they do not consider what*

⁴³ Airbnb stays are not included, as these are not public (Hagstova Føroya, 2020).

⁴⁴ *“Tí tað er onki at taka seg aftur í, at stóri vøksturin og viðgongdin í ferðavinnuni eisini hevur elvt til misnøgd og mótstøðu ímillum fólk.”*

⁴⁵ *“Bæði føroyingar og ferðafólk skulu hava møguleikan at fara í hagan uttan at gjalda fyri tað.”*

this will lead to. Consequently, it will be more expensive” (Olsen, 2020b, s. 9).⁴⁶ He further argues that if he removes the fence, then he will need to hire staff to do the job that the fence does, which will have negative impacts, because it will be more expensive for the visitors (Olsen, 2020b). This contradicts the value that the government seeks to create, as the Minister is stating: *“Yes, but according to the fact that you can just put a fence up, and then you get money every time someone walks through it, and you do nothing for it, is something we want to move away from”* (Abrahamsen, 2020, A1, p. 6).⁴⁷ He argues that today farmers can set up a fence, if they wish to, however, with new regulations the government seeks to remove the fence, and farmers will not be allowed to charge money from visitors without providing a service.

It can be argued that in the current situation, there are some farmers who exploit the unorganised tourism policy, to their advantage in order to gain financial benefits. Even though the government seeks to create legislations with the aim of public access to land.

5.5.2.2 Value amongst stakeholders in the destination development

As stated earlier, the shared sense of values need to be expressed in order for a sustainable development to be successful, as well as define what brings core stakeholders together (Freeman, Wicks, & Parmar, 2004). It can be argued that the value from the government is to create a destination where freedom to roam is the primary goal, followed by shared regulations that applies to all stakeholders. Some of the shared values are, that there should be freedom to roam, thus farmers and other tourism stakeholders are allowed to charge money from people if a service is provided, such as a tour guide (Olsen, 2020b). As for now farmers can charge without providing a service.

When interviewing GreenGate Incoming and asking them how shared regulations would suit them, the response was: *“It would somehow be the easiest to work with”* (Thomsen, 2020, A3, p. 7).⁴⁸ This is in accordance with the stakeholder theory, that shared values are

⁴⁶ *“Eg veit væl, at nógv fólk eisini ynskja portrið burtur, men tað er tí, tey ikki hugsa um hvat so hendir. Nevnliga, at tað fer at kosta meira.”*

⁴⁷ *“Ja men hettar her við at tú bara setur eitt gjaldsportur upp og so fært tú pengar inn hvørjaferð onkur gongur forbi tað og tú gert onki fyri tað, tað vilja vit sleppa burtur frá.”*

⁴⁸ *“Tað hevði onkursvegna verið tað nemmasta at arbeiðt við.”*

necessary in order for the government to create a successful destination development and explicitly a part of doing business (Freeman, Wicks, & Parmar, 2004).

However, some farmers do not share this value; the farmer in Saksun has no interest in people are to be allowed to roam freely in his outfield as mentioned earlier, he states: *“No, I have no intention that it should be free for all. On the contrary, the price will increase if they do that”* (Olsen, 2020b, s. 9).⁴⁹ As Friðun Jacobsen, from GreenGate Incoming, further points out, that these shared values will not be appreciated among all stakeholders: *“(…) I do not think everyone will appreciate it (ed.: shared values)”* (Jacobsen 2020, A3, p.7).⁵⁰

5.5.3 Are stakeholders maintaining the Faroese nature?

From our point of view, is the core and purpose of the destination development to preserve the Faroese nature. However, it seems somewhat unclear how stakeholders perceive what this entails. According to McComb et al. (2017): *“local residents can often contribute to the destruction of their own natural resources”* (McComb, Boyd, & Boluk, 2017, s. 288). This is a combination of high levels of motivation towards economic benefits that tourism entails, alongside with a lack of knowledge. This can lead to an unsustainable development of tourism that ignores the needs and characteristics of their own destination.

As stated, farmers have started to charge money from both locals and tourists, in order for them to go on a hike in the mountains, due to the fact that the in- and outfields are getting destructed from it. The farmers have together formed an organisation called *Jarðir*, which is a platform where they are selling excursions in these outfields, in order for the farmers to get economic benefits from tourists. According to Magnussen, VFI, are farmers on the Faroe Islands earning more money from tourists than any other stakeholder in the Faroese tourism industry; she states:

“(…) The farmer in Bø is earning a great deal of cash by selling trips to Drangarnar, all the people in Vágnum (ed.: the island that Bø and Drangarnar is located on) are talking about how much he earns by doing it. It is out of proportion and you also hear how much they (ed.:

⁴⁹ *“Nei, tað ætli eg als ikki, at tað skal blíva gratis. Tvørturímóti, so fer prísurin bara sendandi uppeftir, um tey gera hatta har.”*

⁵⁰ *“(…) eg haldi ikki at øll eru so glað fyri tað.”*

farmers) earn, no one else in the tourism industry is earning that amount of money, why should the farmers all of a sudden be able to come with a goldmine of any kind, it just says a little about how out of proportion it is (...)" (Magnussen, 2020, A2, s.9).⁵¹

The farmer in Saksun argues, that the income from the fence is to repair the destruction of the outfields (Olsen, 2020b). This is the same argument that other farmers use. However, there is no law saying that it is not allowed to charge money for roaming, nor is it seen what this extra income is used for. As stated, McComb et al. (2017) argues, that the motivation towards economic benefits that tourism entails, can lead to destruction of natural resources (McComb, Boyd, & Boluk, 2017). This argument can be put in relation to this case; it is not seen that the in- and outfields are being repaired, neither is it mandatory to do so. It can be argued, that the farmers are getting economic benefits from tourism while the natural resources are still getting destroyed, due to the fact that tourists still roam on these outfields after paying for it. McComb et al. (2017) further states that the issue also is due to a lack of knowledge within the field of destination development. As the citation from Magnussen (2020) states, these farmers are earning more money than any other stakeholder in the Faroese tourism industry, however, the farmers might need to collaborate with others in order to get a sustainable development, Magnussen, VFI, further states:

"(...) They (ed.: the farmers) might not be the right types to run a tourism industry, and they might not be those either, who should collect money and stand there and look angry (...)" (Magnussen, 2020, A2, p. 10).⁵²

It can be argued, that the development of the tourism industry on the Faroe Islands is somewhat unsustainable, due to the fact that there is no real collaboration between stakeholders, and therefore it ignores the needs and characteristics of their own destination (McComb, Boyd, & Boluk, 2017).

⁵¹ "(...) bóndin í Bø tjenar kassan uppá at selja Drangarnar, also øll fólkunum í Vágum tosa um hvussu nógv pengar teir tjena uppá hatta. Also tað er úti av proportionum og man hoyrir eisini hvussu nógv teir tjena, also ongin annar í ferðavinnuni tjenar hasar pengarnar hví skulu bóndirnir so knappliga kunna og koma við einari gullminu av onkrum slag, tí tað sigur bara eitt sindur um hvussu úti av proportionum tað er (...)."

⁵² "(...) hettar her við at dríva ferðavinnu eru tey kanska ikki akkurát tær røttu typirnar til jamen so eru tey kanska heldur ikki akkurát tær røttu typirnar til at standa og taka pengar og síggja so gnavnir út (...)"

5.5.4 Stakeholder collaboration and participation on the Faroe Islands

A clear purpose and shared values are explicit a part of a successful destination development, so is the importance of stakeholder inclusion and collaboration from different sectors. The different stakeholders should form part of the decision-making process, planning and management (Saito & Ruhanen, 2017).

As stated earlier in this paper, the term collaboration is defined as: *“working with partners to leverage existing resources to provide maximum strategic benefit”* (Saito & Ruhanen, 2017, s. 190) and as: *“a process through which parties who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible”* (Nyanjom, Boxall, & Slaven, 2018, s. 680). According to the Minister and Magnussen, VFI, they have been involving all stakeholder groups who are interested in the tourism development:

“We have of course tried talking to all stakeholders who, in some ways, have a stake in the tourism industry on the Faroe Islands, firstly we have talked to land-owners, and tourism actors and environment-protection organisations, I think these are the largest groups and then we have talked to municipalities, and also salvage associations, we have talked to the police (...) (Djurhuus, 2020, A1, p.4). Many tourist actors, many farmers, municipalities and in some municipalities, it is the mayor, sometimes it has been... The municipality has summoned different actors and we have let the information offices and the municipalities decide who the relevant stakeholders are in the different places (...). We have organised the meetings somewhat open, in order to get their (red. stakeholders) point of view and what they find important” (av Skarði, 2020, A1, p. 4-5).⁵³

Having this quotation in mind, it can be argued that these meetings can be categorised as

⁵³ *“Vit hava sjálvandi roynt at tosa við allar áhugapartar, øll sum uppá nakran máta hava eina aktie í ferðavinnu í Føroyum, vit hava tosa við jarðar eigarar fyrst og fremst og ferðavinnu aktørar og umhvørvisverndarfeløg, eg haldi hatta er kanska teir heilt stóru bólknir og so hava vit tosa við kommunurnar, og so hava vit eisini tosa við bjargingarfeløg, vit hava tosa við Politiið (...). Nógvir ferðavinnu aktørar, nógvir bøndur, kommunir og í summum kommunum er tað borgarstjórin, summun hevur tað verið... kommunan hevur kalla fleiri partar inn og vit hava latið kunningarstovurnar og kommunurnar líkasum um at gera av hvørjir partar vóru viðkomandi í teimum ymisku støðunum(...). So hava vit skipa fundirnar rættuliga opið, fyri at royna at fáa teirra sjónarmið fram og tað sum tey halda er vigtugt.”*

citizen participation (Byrd, 2007). According to Byrd (2007), can citizen participation be divided into three different categories (see chapter X). In these meetings held by the government, stakeholders are allowed to express their interests, but they do not have power to influence the decisions that are being made, which is known as ‘Degrees of Tokenism’ (Byrd, 2007); as the meetings are held to get the stakeholders point of view, and not their demands and wishes.

Magnussen, VFI, supports the statement from the Minister, as she states: *“(...) in addition to this we talked to farmers and land-owners and people who live in the villages that are current for the tourism industry, and also people in general that have an opinion on this matter (...) and of course people in the industry, all the municipalities, politicians, municipality organisations and everything, tourism organisations etc”* (Magnussen, 2020, A2, p. 3).⁵⁴

According to the two statements, the government has been seeking viewpoints from all stakeholders, who might be affected by the increasing amount of tourists. However, in some cases the responsibility to include some stakeholders has been delegated to the different municipalities. Yet, when interviewing farmer Grønadal and asking if he, or the other landowners in the village had been involved in the development and the decision-making process, the answer was: *“We as owners, have never been asked. (...). Not by tourists, information offices or anyone. Nobody”* (Grønadal, 2020, A4, p. 2).⁵⁵ Furthermore, when interviewing Hilda Thomsen and Fríðun Jacobsen, from GreenGate Incoming, we asked if they felt involved in the process regarding the tourism industry on the Faroe Islands, the answer was: *“No. It comes as a surprise, I would say. It’s like you are being forgotten. I don’t know if it is in bad spirit, it is more like they don’t think about it. (...), but somehow, I think, that they believe, that we are somewhere far away in the chain. There I believe it is, or I don’t really feel that we have been heard”* (Jacobsen & Thomesen 2020, A3,

⁵⁴ *“men umframt tað so tosaðu vit við bøndur og fólk sum áttu lendi og fólk sum bara búðu í bygdum sum er aktuella fyri ferðavinnu og annars bara fólk sum vit mettu høvdu eina meining (...) og so sjálvandi eisini fólk út vinnuni, allar kommunir, politikkarir og kommunufelag og alt, ferðavinnufelag og forskelligt sovrit.”*

⁵⁵ *“Men vit sum eigarar, eru ongantíð spurdir. (...). Hvørki av ferðafólki, skrivstovum ella nøkrum. Eingin altso.”*

p. 2-3)⁵⁶.

Byrd (2007) states that it is important that all stakeholders are involved throughout the entire planning process (Byrd, 2007). It can be argued that the government and the municipalities fail to recognise all relevant stakeholders, due to the fact that the two mentioned stakeholder groups, have not been involved or invited to these meetings. As McComb et al. (2017) argue, may absence of relevant stakeholders early on lead to failure of the destination development process (McComb, Boyd, & Boluk, 2017); however, all stakeholders do not have to be equally involved in the decision-making process (Nyanjom, Boxall, & Slaven, 2018). Farmer Grønadal reckons that he or the other farmers in the village of Gjógv have not been included, however, he states: *“No, not as private persons (red. asked). There are approximately 400-500 outfields on the Faroe Islands (...) I believe that the ones who are being asked are Óðalsfelagið and the ones in Bóndafelgnum”* (Grønadal, 2020, A4, p. 7).⁵⁷ As stated earlier, Óðalsfelagið is the association of whom the farmers own the land privately, which is what farmer Grønadal does. This citation indicates, that farmer Grønadal is aware, that not all farmers will be asked or included, as there are 400-500 outfields on the Faroe Islands, and thereby approximately the same amount of farmers, but rather the representative associations. However, the citation also indicates that farmer Grønadal is not aware, whether the representative associations have been included or not. In order to create a dynamic decision-making process, the process requires a direct dialogue between participating stakeholders, as well as the need to recognise their interdependence (Saito & Ruhanen, 2017). Moreover, in order to create successful stakeholder collaborations, it is important to understand their salience in the process. With no interaction between different stakeholders, the whole process of the development may result in failure, due to the fact that the interests from key stakeholders need to be identified and understood (McComb, Boyd, & Boluk, 2017), which they are not with no interaction amongst the stakeholders.

⁵⁶ “Nei. Tað kemur onkuntíð bak uppá okkum, altso tað haldi eg. Har ið man verður gloymdur. Eg veit ikki um tað er illa meint uppá nakran máta, men meira tað at man ikki hugsar um tað. (...),men onkursvegna so haldi eg, at tey halda, at vit eru onkrastaðnis langt vekk í ketuni. Har haldi eg tað er, ella har fjøli eg ikki ordiliga at vit eru blivin hoyrd.”

⁵⁷ “Nei, ikki sum privatpersónar. Tað eru eini 400-500 hagar í Føroyum (...) Eg rokni við at tey sum verða spurd eru Óðalsfelagið og so teir sum sita í Bóndafelgnum.”

5.5.5 Stakeholder inclusion

According to the Minister, they have been involving these stakeholders in the process; however, he claims that the response is: *“(...) some farmers have said; yes, these are just government officers that you send out and they have been giving the task to get to a certain conclusion and that means that you are not listening to us anyway (...)”* (Abrahamsen 2020, A1, p. 5).⁵⁸

The statement reckons, that the government seeks to involve stakeholders, however, it can be argued, that the farmers and the government do not share the same value, that they wish to create in relation to the tourism industry on the Faroe Islands (Freeman, Wicks, & Parmar, 2004), as the farmers feel without influence.

GreenGate Incoming is in the enterprise-group of stakeholders and is selling trips to tourists around the islands. According to them, they have not been included, when government officials have been talking to stakeholders regarding the new law, which is in development (Appendix 3). As this stakeholder group is being excluded, according to them (Jacobsen and Thomsen), in the decision-making process, it can be argued that the government does therefore not have the support from this stakeholder group, which may lead to an unsustainable development process (Freeman, 2010), as GreenGate Incoming does not get to express their thoughts and wishes for the development.

However, both farmer Grønadal and GreenGate Incoming later in our interview recognise, that some government officials have been taking them into consideration regarding the destination development. Farmer Grønadal claims, that no one has talked to him directly, but maybe to Bóndafelagið or Óðalsfelagið.

Greengate Incoming says directly, that someone has in fact talked to them: *“Yes, they have been here as well. (...) But it is going to be exciting to see how they have formed it”* (Jacobsen, 2020, A3, p. 7-8).⁵⁹

⁵⁸ *“(...) og so hevur onkur bóndi skotið mær í skógvarnar og sagt; ja hettar er bara embætisfólk sum tú sendur út og tey hava fingið uppgávu at koma til eina bestemta niðurstøðu og tað vil siga at tit lurta slett ikki eftir okkum alíkavæl (...)”*

⁵⁹ *“Jaja, tey hava eisini verið hjá okkum. (...) Men tað verður spennandi at vita hvussu tey so hava formað tað.”*

As earlier stated, both stakeholders have said that they have not been included in the development in any way by the government. Yet this is proven otherwise; however, it can be argued that they feel excluded.

The Minister states: *“That is why we decided that we needed to include all (red. stakeholders) in this job, but we have also, throughout the whole process, told all stakeholders that; even though you are included, you cannot expect to get a law or regulations, that are tailor-made specially for your need”* (Abrahamsen, 2020, A1, p. 2).⁶⁰

Farmer Kruse, states that the new law with freedom to roam, is just a way for the government to send a signal, that they have the power to decide what is going to happen (Olsen, 2020b), and feel left out in the decision-making process as well. This is not without a reason, as Magnussen, VFI, states: *“I would say that there is not a concrete collaboration there yet (red. with the farmers)”* (Magnussen, 2020, A2, p. 5).⁶¹

According to Saito and Ruhanen (2017) collaboration between stakeholders normally occurs when: *“a group of autonomous stakeholders of a problem domain engage in an interactive process, using shared rules, norms and structures, to act or decide on issues related to that domain”* (Saito & Ruhanen, 2017, s. 190). It can be argued, that there is not a concrete collaboration between all stakeholders regarding the destination development, due to the fact that there is not an interactive process nor shared rules or norms. The government is letting stakeholders participate in the meetings regarding the destination development, however, in the decision-making process; the collaboration has yet to come.

5.6 Sub-conclusion

Throughout this section of the analysis, we have analysed the process of stakeholder collaboration and the lack thereof, and further how stakeholders participate and are included in the process of the destination development.

We conclude that the government wish to organise the tourism development with new regulations, which applies for all stakeholders; where the possibility of roaming is an option

⁶⁰ *“Tí var tað at vit settu okkum fyrri at vit skuldu taka øll við í hettar arbeiði, men vit hava eisini allatíðina lagt øgiliga stóran dent á at siga við allar partar at; sjálvt um tit eru við, so skulu tit ikki rokna við at tit fáa eina lóg ella reglur, sum eru skræddaraseymaðar akkurát til tíni áhugamál.”*

⁶¹ *“Eg vil siga at tað er ikki nakað konkret samstarv har enn.”*

that should be free for all, both tourists and locals. This is due to the fact, that today the farmers have the power to decide the direction of the tourism development, and thereby who roams in their outfields.

However, some farmers do not share the same aim of the purpose as the government wish to create, as the farmers argue that they need the income from the visitors to maintain their outfields. The current legislation allows the farmers to charge visitors for roaming, as it originally was created to keep unauthorised people off the outfield. The farmers claim, that the income will go to maintenance of the nature, however the income is not necessarily used for this purpose.

Stakeholder collaboration is of significant importance, as failure to recognise one stakeholder group, may lead to a failure of the whole process of the development (Byrd, 2007). Arguably this is the case on the Faroe Islands today, as some stakeholders currently are taking matters into their own hands. We therefore conclude that there is a lack of stakeholder collaboration, as various stakeholder groups feel excluded from the decision-making process. This is due to the fact that farmers feel overlooked by the governance, when farmers have been seeking an organised tourism industry for years.

6.0 Discussion

Throughout the analysis we have examined the controversies regarding the tourism development on the Faroe Islands, including the farming-law and how this influences the tourism development today. Furthermore, we have analysed how access to land is managed regarding the farmers' outfields and the tourists who roam in them. Lastly, we have analysed the collaboration between stakeholders in the Faroese tourism industry, in order to get an understanding on how various stakeholders collaborate towards tourism development.

The silver lining throughout the whole analysis, is that all stakeholders seek to get an organised tourism industry on the Faroe Islands. However, the term 'organised' is perceived differently from the stakeholder's point of view, as some find themselves being on the top of the pyramid that symbolises tourism development, which has led to great discussions among stakeholders, about which direction this development should go.

In this chapter, we will be discussing our findings in the analysis chapter from our point of view. We will discuss the different aspects, as we argue that tourism development on the Faroe Islands is a matter of power and the power-relations between stakeholders. This is due to the fact that there are no clear legislations regarding this topic, as the Faroe Islands has experienced an increase of visitors during the last decade.

6.1 How does power affect stakeholder collaboration?

In the beginning of the analysis we present the current farming-law which has led to great discussions that are concerning the tourism development. With this law the farmers have the power to close their outfields if they want, which has led to dissatisfaction amongst actors in the tourism industry, due to the fact that farmers are interfering with their business.

As stated, the growth of tourists has been increasing during the last decade, and the need for a new legislation is very clear. The statistical institute of the Faroe Islands has been collecting data of overnight stays from tourists from 2013 until 2019, which highlights the

increase of tourists. Furthermore, has the GNP from the tourism industry grown with 230% from 2011 to 2018. Even though there is an increase of tourists, a farming law is still the foundation of the tourism policy on the Faroe Islands, yet, it is causing controversies regarding the development, due to the fact that it is not adding to tourism at all. Jóanna Djurhuus, one of the policy makers from the Minister's office agrees, as she states: *"No the farm legislation does of course not add to tourism at all, it is about organising farming in the outfield and the infield (...)"* (Djurhuus, 2020, A1, p.7).⁶² This should be a clear indication that a farming law should not affect the tourism development, however, it does today.

In the analysis chapter we highlighted that farmer Kruse in Saksun took matters into his own hands and set up the fence in 2019. Furthermore, farmer Jógvansson, from the same village, has since 2017 been seeking some structure regarding tourism in general, because he felt overwhelmed by all the tourists who roamed in his backyard and on his outfield; due to the lack of policy there is in the tourism development on the Faroe Islands. But still three years later there is not a policy saying how this should be managed or not, which indicates that he and the other farmers have the power to decide on the tourism development. The fact that the policy makers have not created a new policy regarding the management of the outfields and tourists roaming in these, it seems like the power has somewhat been unintentionally handed to the farmers as a tourism stakeholder.

According to Dredge and Jamal (2015) is policy making and governance about negotiation (Dredge & Jamal, 2015), however, it is clear that there is no negotiation between these stakeholders. Nyanjom et al. (2018) argue that all stakeholders do not need to be equally involved in the decision making process of a tourism development as they have different roles in the development process (Nyanjom, Boxall, & Slaven, 2018). As the current situation indicates, neither one of these stakeholder groups are involving each other.

The Minister and his policy makers claim that they have been involving all stakeholders from the tourism industry to get their inputs, in relation to the new legislation. However, the farmers claim that they have not been involved. It is clear that these two stakeholder groups have different roles in the tourism development, however, both stakeholders are affecting the development process, and in some way dragging it out. It might be questioned whether the government has been involving the farmers in their decision-making process, but lack to

⁶² *"Nei also landbúnaðar lóggávan leggur sjálvandi slettis ikki upp fyri ferðavinnuni, hon snýr seg um at skipa landbúnaðin í haganum (...)"*

acknowledge the farmers' needs? Or if the farmers in some way resist to collaborate, due to the fact that as the current situation is, they are the ones who hold the power regarding the current tourism development situation?

Farmer Gullaksen is a man with strong opinions, and he is not afraid to express them. He states that the current legislations are working fine: *"But what is important, is that there is no need to change the law. There is no problem with the current regulations"* (Olsen, 2020d, s. 8).⁶³ Even though he is the director of the farmers tourist organisation *Jarðir*, and an advocate when it comes to intertwining tourism and farming, he does not feel there is a need for change in the legislation. While there are tourism stakeholders that disagree, like Jóhan Pauli Helgason, the development manager at Visit Faroe Islands, he feels that the need for new legislation is very important for the tourism development: *"But expecting that we can get an organised tourism industry, under these circumstances, is unrealistic"* (Breddin, 2020).⁶⁴ Helgason has described the current situation as unrealistic, because at the moment there are 477 farmers to negotiate with, and they all have the power to deny access if they want to. That is why Helgason wants a change as soon as possible, however farmer Gullaksen has stated clearly regarding the plans about creating new legislations: *"If the authorities of the Faroe Islands think that they can just slip on a new law, over everything that is valid today, then they must think twice"* (Olsen, 2020d, s. 8).⁶⁵ What farmer Gullaksen needs to have in mind is that he also has asked for a more organised tourism industry, but he does not know how this can be done. Which follows how Magnussen, from Visit Faroe Islands, tries to describe the process of collaborating with farmers: *"(...) we have talked to individual farmers several times and we try to ask them how we can help, but it is often difficult for them to answer and they do not know what they want. They wish that we would come with the solution, but that is difficult when we do not*

⁶³ *"Men tað, sum hevur týðning, er, at tað er als ikki neyðugt at broyta nakra lóg. Tað er einki í vegin við galdandi reglum."*

⁶⁴ *"Men at vænta at vit fara at fáa eina vælskipaða ferðavinnu um alt landi, tá hetta er útgangsstøði, tað er órealistiskt."*

⁶⁵ *"Um landsins mynduleikar halda, at teir bara kunnu gera eina nýggja lóg at smoyggja oman yvir alt tað, sum er galdandi í dag, so mugu teir trúgva umaftur."*

know that the problem is (...)” (Magnussen, 2020, A2, p.7).⁶⁶ The process of finding the right direction for tourism development must be very difficult. Stakeholders have no problem with complaining about the current situation and what needs to be done, but they do not present any concrete solutions to help solve the problem. The policy makers have a very difficult task ahead, especially if their aim is to create a legislation that is beneficial for all the stakeholders, because the stakeholders do not even know what kind of tourism development they want. We know for a fact, that the farmers want economic benefits, as farmer Kruse has set up the fence in order to get an income, which farmer Grønadal acknowledges; he argued that external tourism stakeholders are earning money on behalf of the farmers’ outfields. Moreover, is the farmer in Kallsoy also providing guided tours himself, as he also wants the income from tourists who roam in his outfield. Evidently it is clear that farmers feel neglected when it comes to the benefits that tourism entail, as they are the ones who are left with the wear and tear. However, they demand an organised development within tourism. But should the organised development only be in favour of the farmers?

As stated by Magnussen, VFI, they have tried to involve the farmers in the development, by asking what should be done differently; furthermore, does the Minister and his policy makers argue, that they have been involving the farmers as well. However, the farmers claim that this is not true. It can be argued that they have been involved, yet they do not know what they want to be done differently in the tourism development, and therefore feel like they are not involved.

In order to create a successful tourism destination is it, according to Saito and Ruhanen (2017), important to include a variety of stakeholders from different sectors to collaborate (Saito & Ruhanen, 2017), and in the case of the development on the Faroe Islands, the variety of stakeholders also include those “(...) *who are sometimes only weakly aware of what tourism is*” as Scott and Marzano argue (Scott & Marzano, 2015, s. 181). Some farmers are, as mentioned, accidentally included in the tourism industry because they own an outfield that tourists find interesting, which somewhat forces them to be a tourism

⁶⁶ “(...) vit hava tosað fleiri fer við individuellar bøndir og royna at spyrja hvat vit kunnu hjálpa við, men øgiliga ofta hava teir ringt við at svara og vita ikki hvat tað er teir vilja. Teir høvdu ynskt at vit bara komu við loysnini, tað er torført tá man ikki ordiliga veit hvat problemi er (...)”

stakeholder. As the growing amount of tourists visiting the Faroe Islands has happened within a short period of time, stakeholder participation within the tourism development is unavoidable, however, the collaboration between tourism stakeholders has lagged behind. The government and VFI claim that they are involving the farmers among others, however, we argue that involvement is not the same as collaboration.

It is easy to claim involvement when the government feels that they have made an effort for stakeholders to share their opinion, but according to Saito and Ruhanen (2017), does collaboration between stakeholders normally occur when: *“a group of autonomous stakeholders of a problem domain engage in an interactive process, using shared rules, norms and structures, to act or decide on issues related to that domain”* (Saito & Ruhanen, 2017, s. 190). And as the farmers feel overlooked, there is not a collaboration regarding shared rules and structures.

The positions of stakeholders and the relationship between different stakeholder groups will have an impact on the power dynamics, which can influence the success of the process in tourism development (Saito & Ruhanen, 2017). The lack of collaboration could be an indicator of the position of power that the farmers are in, as mentioned, they have the power to close the outfields for tourists, and thereby stop the process of tourism development, as long as the government does not create a legislation that says otherwise.

Our mentioned scholars throughout this paper regarding stakeholder collaboration, highlight the importance of good stakeholder collaboration, which includes involvement and participation, and allowing stakeholders to express their needs and concerns (Byrd, 2007) (McComb, Boyd, & Boluk, 2017) (Nyanjom, Boxall, & Slaven, 2018) (Saito & Ruhanen, 2017). Arguably, is the government doing as the theories recommend, however, we as researchers argue, that it is close to impossible on the Faroe Islands, to create good stakeholder collaboration as it seems like the farmers will never be satisfied, as long as they are not clear about how they wish an organised tourism industry to be like.

The Minister states that: *“(...) some farmers have said; yes, these are just government officers that you send out and they have been giving the task to get to a certain conclusion and that means that you are not listening to us anyway (...)”* (Abrahamsen, 2020, A1, p. 5).⁶⁷

Which shows that the farmers acknowledge that the government has the power to determine the direction of the tourism development, and thereby take away the power that the farmers currently have. A good collaboration is therefore crucial in order to find a common ground, as they are both key players in the Faroese tourism development. If the government creates a legislation where the farmers have not been taken into consideration, consequently this might lead to farmers being hostile towards future tourists.

⁶⁷ *“(...) og so hevur onkur bóndi skotið mær í skógvarnar og sagt; ja hettar er bara embætisfólk sum tú sendur út og tey hava fingið uppgávu at koma til eina bestemta niðurstøðu og tað vil siga at tit lurta sleitt ikki eftir okkum alíkavæl (...)”*

7.0 Conclusion

Throughout this thesis we have strived to examine how stakeholders in the Faroese tourism industry are involved in the tourism development. We have explored how a farming law from 1937 is affecting the current situation in tourism, and how farmers use this law in relation for visitors to access their outfields. This has led us to explore how access to land is perceived in other Scandinavian countries, due to the fact that some Faroese farmers have started to charge money to access their outfields.

Lastly, we have analysed how stakeholders collaborate in relation to the tourism development and how stakeholders feel involved in the decision-making process.

In order to answer our research question, we conducted interviews with the Minister of Environment, Industry & Trade, Alda E. Magnussen from the development department at Visit Faroe Islands, Símun Grønadal, a farmer in the village of Gjógv and lastly with GreenGate Incoming, a Faroese tourist agency. These are all different stakeholders who are involved in the tourism industry of the Faroe Islands in one way or another. We have further conducted data research in order to support our findings from our qualitative data collection. The interviews provided us with an insight into how stakeholders feel involved in the tourism development process, as well as how some stakeholders intend to involve.

The farmers have unintentionally become a tourism stakeholder, as it is their outfields that tourists come to the Faroe Islands to hike in, and explore the surrounding nature. As stated, the farmers have been seeking an organised tourism industry, as they feel overwhelmed by the growing amount of tourists roaming in their outfields. As nothing has happened regarding an organised tourism industry, farmers have turned to the farming-law from 1937, which states that anyone without an authorisation, who enters the farmers outfield, will be fined. Farmer Kruse in Saksun, has used this law as an opportunity to gain financial benefits, by setting up a toll-gate to his outfield. Other farmers have also seen an opportunity to create an income from tourism with this legislation, and as long as there is no law saying otherwise, they are in their full right to do so. However, the Minister intends to change this, as he and his policymakers are working on a new legislation where the possibility of roaming is an option that should be free for all, both tourists and locals.

The fact that there is a need to create a new tourism policy highlights that the farmers currently are in the position of power regarding the tourism development.

In the analysis we examine the collaboration between the farmers and the government. The Minister and his policy makers feel that they are involving the farmers in the decision-making process of the upcoming tourism legislation, however the farmers do not perceive it the same way as the government does. The farmers argue, that the government are seeking to create a new tourism policy, in order for the government to showcase that they are in the possession to coerce power regarding the development, without regard to the farmers needs and demands.

Based on our findings, we conclude that due to the fact, that the farmers are unclear in their demands and concerns regarding the tourism development, they feel overlooked and are thereby claiming that they are not involved in the decision-making process of the tourism development. This highlights the importance of a clear purpose regarding a tourism development, which all stakeholders can agree upon.

As all the scholars used in this paper are highlighting, good stakeholder collaboration is crucial in order to find a common ground, due to the fact that both the government along with the policy makers, and the farmers are key players in the Faroese tourism development. If the government creates a legislation where the farmers have not been taken into consideration, consequently this might, as stated, lead to farmers being hostile towards future tourists and oppose the aim of the development.

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