

ECONOMIC AND SOCIAL COMMISSION FOR ASIA AND THE PACIFIC

**MANAGING SUSTAINABLE TOURISM
DEVELOPMENT**

**ESCAP TOURISM REVIEW
No. 22**



UNITED NATIONS

كيفية الحصول على منشورات الأمم المتحدة
يمكن الحصول على منشورات الأمم المتحدة من المكتبات ودور التوزيع في جميع أنحاء العالم - استلم منها من المكتبة التي تتعامل معها
أو اكتب إلى : الأمم المتحدة ، قسم البيع في نيويورك أو في جنيف .

如何获取联合国出版物

联合国出版物在全世界各地的书店和经售处均有发售。请向书店询问或写信到纽约或日内瓦的联合国销售组。

HOW TO OBTAIN UNITED NATIONS PUBLICATIONS

United Nations publications may be obtained from bookstores and distributors throughout the world. Consult your bookstore or write to: United Nations, Sales Section, New York or Geneva.

COMMENT SE PROCURER LES PUBLICATIONS DES NATIONS UNIES

Les publications des Nations Unies sont en vente dans les librairies et les agences dépositaires du monde entier. Informez-vous auprès de votre libraire ou adressez-vous à : Nations Unies, Section des ventes, New York ou Genève.

КАК ПОЛУЧИТЬ ИЗДАНИЯ ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ

Издания Организации Объединенных Наций можно купить в книжных магазинах и агентствах во всех районах мира. Наводите справки об изданиях в вашем книжном магазине или пишите по адресу: Организация Объединенных Наций, Секция по продаже изданий, Нью-Йорк или Женева.

COMO CONSEGUIR PUBLICACIONES DE LAS NACIONES UNIDAS

Las publicaciones de las Naciones Unidas están en venta en librerías y casas distribuidoras en todas partes del mundo. Consulte a su librero o diríjase a: Naciones Unidas, Sección de Ventas, Nueva York o Ginebra.

**ECONOMIC AND SOCIAL COMMISSION FOR ASIA AND THE PACIFIC
BANGKOK**

**MANAGING SUSTAINABLE TOURISM
DEVELOPMENT**

**ESCAP TOURISM REVIEW
No. 22**



**UNITED NATIONS
New York, 2001**

ST/ESCAP/2141

UNITED NATIONS PUBLICATION

Sales No. E.01.II.F.41

Copyright © United Nations 2001

ISBN: 92-1-120055-5

**ESCAP WORK TOWARDS REDUCING POVERTY
AND MANAGING GLOBALIZATION**

This publication was produced with financial assistance from the Government of Japan.

The views expressed in the study do not necessarily reflect those of the United Nations. The designations employed and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area, or of its authorities, or concerning the delimitation of its frontiers or boundaries.

This publication has been issued without formal editing.

CONTENTS

	<i>Page</i>
Introduction	1
I. Challenges and opportunities for sustainable tourism development.....	5
A. Ecotourism: Challenges and opportunities	5
B. Environmental management of tourism development	7
C. Community-based sustainable tourism in Mae Hong Son, Northern Thailand.....	9
D. Promotion of cultural tourism and heritage site management	12
E. Challenges for human resources development in the tourism sector and the role of APETIT in promoting cooperation.....	14
F. Conditions to promote barrier-free tourism for people with disabilities and older persons	16
II. Sustainable tourism development: Community-based tourism development and coastal tourism management	19
A. Integrated planning for sustainable tourism development	19
B. Guiding principles for local authorities in planning for sustainable tourism development	24
C. Community-based tourism and coastal tourism development: Case studies from Thailand	28
D. The Indonesian experience with community-based ecotourism development	32
E. Miso Walai Homestay Programme in Sabah, Malaysia: Model of ecological sustainable community tourism development	35
F. Enhancing participation of provincial governments and local communities in sustainable tourism development in the Republic of Korea.....	37
G. Enhancing participation of provincial governments and local communities in sustainable tourism development: Philippine experiences	40

CONTENTS *(continued)*

	<i>Page</i>
H. Developing sustainable coastal tourist destinations in Indonesia	43
I. A systemic approach to tourism development in island states.....	45
J. Public-private partnerships for community-based tourism ventures in Indonesia	47
III. Enhancing national capabilities for sustainable tourism development.....	49
A. Sustainable tourism development: Principles and practices	49
B. Expectations of tour operators for increasing tourist flows to Myanmar	51
C. Public-private partnership in tourism development: Experiences of Thailand	53
D. Human resources development in the tourism sector	55
E. Facilitation of travel: Experiences of Thailand.....	58
F. Tourism development along the Asian Highway: Opportunities for Myanmar	60
IV. Conclusion	63
A. Overview of challenges and opportunities for sustainable tourism development	63
B. Major issues at the national level	64
C. Recommended strategies for enhancing national capabilities	65

Introduction

A number of countries in Asia and the Pacific consider tourism to be an important vehicle for economic and social development. The tourism industry has the potential to generate foreign exchange earnings, create employment, promote development in various parts of the country, reduce income and employment disparities among regions, strengthen linkages among many sectors of the national economy and help to alleviate poverty. However, this standard view of the tourism industry does not give a complete picture of the potential contribution that tourism can provide for developing countries.

A more complete viewpoint can be provided by the concept of sustainable tourism development, because it can help policy-makers make more effective policies and plans designed to realize the full social and economic potential of the tourism industry. Sustainable tourism development is premised on the responsibility of governments and all stakeholders in the tourism sector to ensure that long-term prosperity and the quality of life of future generations is not placed at risk.

In order to sustain tourism, it is necessary for countries to address various issues arising from tourism's contribution to development in a comprehensive, systematic way. Issues of policy-making, planning, management and the participation of the private sector and other stakeholders must be addressed in terms of opportunities for action and possible constraints that need to be overcome by concerted efforts.

With these considerations in mind, the member countries and areas of ESCAP took the initiative to adopt a Plan of Action for Sustainable Tourism Development in the Asian and Pacific Region (PASTA) at the fifty-fifth session of the Commission in 1999. PASTA covers a six-year period up to 2005 and was designed as a comprehensive guideline for addressing governmental policy making, planning and managing sustainable tourism development. PASTA focuses on providing a clear mandate for governments of ESCAP member countries and areas and identifies areas to work where various stakeholders can join to coordinate tourism policy making and planning in an integrated way from the national level to the local level.

PASTA's six theme areas for sustainable tourism development are:
(a) human resources development; (b) the economic impact of tourism;

(c) environmental management; (d) infrastructure development and investment; (e) facilitation of travel; and (f) regional and subregional cooperation. A number of national and regional modalities have been suggested in order to enable effective implementation that would yield positive and far-reaching results. A significant feature of PASTA is its flexibility, with suggestions about means for monitoring progress and scope for adjusting the plan and related programmes and projects according to the priority needs of each country. PASTA contains strategies for mobilizing resources to support implementation, emphasizing those that already exist in the region and proposing the significance of contributions from the private sector. Progress in national implementation of PASTA is monitored through country reports.

In addition, PASTA contains regional modalities designed to provide support from ESCAP and other international, regional and subregional organizations. Strong emphasis is laid to the need for regional and subregional cooperation in order to share experiences, expertise and facilities. Among the suggested modalities for effective implementation of PASTA is the organization of national seminars and workshops as part of the regional mandate of ESCAP and other collaborating international and regional organizations.

The National Workshop on Sustainable Tourism Development in China was held from 1 to 2 November 2000 in Tianjin, China. The purpose was to promote better understanding of the issues related to sustainable tourism development, including ecotourism. Presentations and discussions at the Workshop focused on identifying ways and means to balance sustainable tourism development with environmental protection and how to make proper use of local resources, targeting the western provinces of China in particular. The Workshop was organized by ESCAP in collaboration with the China National Tourism Administration with generous financial assistance from the Government of Japan.

The National Seminar on Sustainable Tourism Development: Community-Based Tourism Development and Coastal Tourism Management in Indonesia was held from 27 to 28 June 2001 in Jakarta, Indonesia. The purpose was to enhance national capabilities in Indonesia in order to take actions to develop tourism that would be economically viable, socio-culturally acceptable and environmentally sustainable. The results of such actions should be movement towards responsible tourism that would bring benefits to wide segments of society. In particular, the Seminar discussions emphasized actions that focused on community-based tourism as a way to broaden social participation and good

practices based on public-private sector partnerships. The Seminar was organized by ESCAP in cooperation with the World Tourism Organization (WTO) and the Indian Ocean Tourism Organisation (IOTO). The Department of Culture and Tourism of the Government of Indonesia collaborated in making local arrangements.

The National Seminar on Sustainable Tourism Development in Myanmar was held from 30 to 31 August 2000 in Yangon, Myanmar. The purpose was to enhance national capabilities for taking effective measures to promote tourism with an emphasis on sustainable tourism development. Presentations and discussions at the Seminar covered issues related to integrated tourism development and the challenges faced by Myanmar in sustaining tourism development. The Seminar also considered the potential of the private sector and how to strengthen its role in making tourism development sustainable. The Seminar was organized jointly by ESCAP and the World Tourism Organization (WTO), in collaboration with the Ministry of Hotels and Tourism. Generous financial assistance was provided by the Government of Japan.

Chapter I discusses challenges and opportunities for sustainable tourism development based on technical presentations made at the National Workshop on Sustainable Tourism Development in China (1-2 November 2000, Tianjin, China). Chapter II deals with issues on sustainable tourism development with special attention to community-based tourism development and coastal tourism management based on technical presentations made at the National Seminar on Sustainable Tourism Development: Community-based Tourism Development and Coastal Tourism Management in Indonesia (27-28 June 2001, Jakarta). Chapter III discusses measures to enhance national capabilities for sustainable tourism development based on technical presentations made at the National Seminar on Sustainable Tourism Development in Myanmar (30-31 August 2000, Yangon).

Chapter I.

Challenges and opportunities for sustainable tourism development

A. Ecotourism: Challenges and opportunities¹

Over the past decade, tourism has become the largest industry worldwide in terms of employment and share of global gross domestic product. The tourism industry has been growing rapidly as well as changing at a fast pace. As more people are interested in spending leisure time in nature, ecotourism has become one of the fastest-growing segments of the tourism industry. This creates opportunities in areas characterized by natural attractions, wildlife and wilderness habitats. Local communities may benefit in economic terms as well as create a commitment to conservation and sustainable development.

At the same time, however, increased demands for ecotourism create pressure on carrying capacity. Greater numbers of visitors makes it more likely that habitats will be at risk and the wilderness and cultural heritage could be ruined. It is expected that China will encounter many challenges, because it already ranks sixth worldwide in terms of tourist arrivals. In the next twenty years, China is forecast to be the top tourist destination and the fourth largest source of tourists in the world. This prospect for major tourism growth in China makes it important to quickly consider the environmental and social issues that are part of sustainable tourism development.

Careful planning and assessment are important parts of sustainable tourism development. Officials responsible for national parks and other nature areas will have a major responsibility for handling the challenges and deciding which opportunities for tourism development can be sustained over the long term. Local communities will also have to participate in planning and assessment when culture and heritage are important parts of ecotourism.

It has been noted that the principles for ecotourism have not yet been firmly established in order to guide planning and assessment. However, two basic principles of ecotourism that have been identified are: (1) encourage conservation

¹ Based on a presentation made by Robert Basiuk at the National Workshop on Sustainable Tourism Development in China, 1-2 November 2000, Tianjin, China.

and (2) provide benefits to the local populations. However, planners and policy-makers must also keep in mind certain realistic truths about tourism: it consumes resources, creates waste and requires certain kinds of infrastructure; it creates conditions for possible over-consumption of resources; it is dominated by private investment with priority on maximizing profits; its multi-faceted nature makes control difficult; and it may be seen as simply entertainment services consumed by tourists. The challenge of sustainable tourism development, therefore, is to balance the principles with these truths, and this can be done only through integrated, cooperative approaches involving all stakeholders and related economic activities in the area.

There are certain tools that can be used to help achieve balance, such as assessment of carrying capacity, finding the limits of acceptable change and doing cost/benefit analysis. Tourism policy-makers, planners and managers should consider these tools as helpful only if they take a holistic, coordinated approach, especially since benefits and costs in terms of sustainable tourism development are not easily defined in monetary terms. Furthermore, measuring the success of tourism involving nature (for example, national parks) and culture (for example, village-based tourism) should not just be based on number of visitors or amount of income; rather measurement should include the length of stay, quality of the experience and whether natural and cultural resources have been conserved.

Ecotourism can clearly create opportunities for spreading the economic benefits of tourism to villages, remote areas and national parks, as long as the government policy aims to have more tourism in these areas and the local people have participated in the process. Along these lines, policy-makers should be aware that smaller-scale business operators are more appropriate for activities related to ecotourism and government policies need to support this level of tourism services. The main challenges for policies and activities that develop ecotourism are: (1) ecology and the vulnerability of nature and wildlife; (2) aesthetics in terms of expectations held by the tourists and the local communities; (3) economic benefits, costs (including opportunity costs and externalities) and risks; and (4) social impact involving local communities and cultural heritage.

In China, the wealth of historical and cultural monuments, the vibrant and diverse cultures and the spectacular geographic variety already create a major tourism product. Ecotourism provides a possibility for small-scale, low-impact tourism that can be widely distributed throughout the country. With more than 56 ethnic groups, there is good potential for village-based tourism, especially in

areas with natural, cultural and historical resources. The level of investment would not be high, and the returns for villages can be significant to supplement regular incomes. Additional employment could be created through transport services, guide services, handicraft production, lodging and other logistical support.

Carefully planned ecotourism, especially if it is village-based and includes local participation, can provide direct benefits that might offset pressures from other, less sustainable uses of natural and cultural resources. In many developing countries, including China, ecotourism can fulfill the need to view the environment and cultural heritage as resources to safeguard for future generations.

B. Environmental management of tourism development²

Tourism plays an important role in economic development at community, national, regional and global levels by using natural resources and environments as key physical inputs. In making use of the environment and natural resources, the negative impacts have to be minimized to assure sustainable use, as well as generate enough tourism revenue to reinvest a certain portion of funds. The reinvestment should aim at enhancing the quality of the resources and build the management capacity at various levels.

There is a complex relationship between tourism and the environment, such that tourism has inevitable and important environmental impacts, including: resource use, consumption, waste, pollution and effects from tourism-related transport. At the same time, beaches, mountains, rivers, forests and diverse flora and fauna make the environment a basic resource that the tourism industry needs in order to thrive and grow. While the viability of tourism could be threatened by negative environmental impacts, tourism could also contribute significantly to environmental protection. This shows that tourism and the environment are interrelated and interdependent in complex ways, and together they could provide a sustainable economic base for development. In light of these observations, tourism policy-makers, managers and planners must address the issues of environmental management of tourism development in a sustainable manner.

The adverse impact of tourism on the environment relates to pressure on natural resources, harm to wildlife and habitats, creation of pollution and waste

² Based on a presentation made by Tissa Warnasuriya, Director General of Ceylon Tourist Board, Sri Lanka at the National Workshop on Sustainable Tourism Development in China, 1-2 November 2000, Tianjin, China.

and related social and cultural pressures. Among the environmental issues that need to be addressed are:

- Deterioration of natural resources (fresh water, land and landscape, marine resources, atmosphere and local resources), which may be resilient, but can deteriorate rapidly if impact exceeds tolerable limits;
- Disruption of wildlife and habitats, including vegetation, endangered species, use of forest resources, intrusion into fragile areas with sensitive ecosystems;
- Creation of pollution and waste contaminating the land, fresh water sources, marine resources, as well as causing air and noise pollution.

There has been growing recognition that traditional tourism management practices have led to such undesirable social and environmental impacts, thus threatening the tourism industry's prospects for continued prosperity.

The Environment Committee of the World Tourism Organization (WTO) has taken action through its Tourism and Environment Task Force by developing indicators of sustainability that are relevant to the tourism industry and accepted internationally. Tourism managers and planners can use these indicators to address concerns about sustainability.

The ecological aspects of environments that become tourist destinations should be seen as ecosystems that are life-creating natural networks. Ecosystems temper climate, purify and store water, recycle wastes, produce food and support all other living things. There are five categories of ecosystem, of which four are natural: (1) coastal and marine, (2) fresh water (3) grasslands and (4) forests; plus (5) man-made ecosystems based on agriculture or aquaculture. All five ecosystems can be viewed as tourism resources. The main issue for all categories is whether they can absorb negative impacts and remain sustainable. The notion of carrying capacity can indicate whether an ecosystem can sustain itself or whether it has become irreparably damaged.

At the international level, attention to ecosystems and environmental threats to tourism has come from the World Tourism Organization through its ten-point Global Code of Ethics for Tourism approved in 1999, Agenda 21 agreed at the United Nation's Conference on Environment and Development, and the 1992 Rio Declaration on the Environment and Development. Major environmental threats to the tourism industry have been identified as (1) global warming,

(2) loss of biological diversity and (3) deterioration of the abiotic environment (climate, soil, water and air) that nurture biotic components of ecosystems.

All of these issues make it evident that formulating policies to preserve the environment are decisive and must be made while meeting economic development goals, especially eradicating poverty, at the community, national, regional and global levels. Making effective policies require that the roles of different stakeholders be considered. The major stakeholders involved with issues of sound environmental management are: the community, the tourism industry, non-governmental organizations (NGOs), the government and international communities. Each type of stakeholder should be actively involved and aware in managing the sustainable development of tourism, and they must also work in partnership.

If all stakeholders work in partnership to sustain tourism development plus protect the environment, then the present generation will provide a meaningful legacy for future generations. Understanding the limits to economic growth, the carrying capacity of natural resources and the need for sustainable action should be the guiding forces in the management of tourism development.

C. Community-based sustainable tourism in Mae Hong Son, Northern Thailand³

Thailand's rich historical, cultural and natural attractions have contributed to the development of mass tourism, which has had both positive and negative effects on development. Small-scale tourism development projects that are community-based, focus on an ethnic group at a remote location and involve NGOs are less well known. For three years, a community-based sustainable tourism project has been implemented at the ethnic Karen village of Baan Huay Hee in the northwestern Thai province of Mae Hong Son. The project has been carried out with the help of a small NGO, the Project for Recovery of Life and Culture (PRLC). The aims have been to (1) improve the overall quality of village people's lives, (2) preserve and reinforce the importance of Karen culture, (3) empower villagers to make their own decisions about their way of life and (4) contribute to the conservation of natural resources and the environment.

³ Based on a paper written by Stephanie Thullen and presented by Tawatchai Rattanasorn, the Project for the Recovery of Life and Culture, at the National Workshop on Sustainable Tourism Development in China, 1-2 November 2000, Tianjin, China.

Tourism development in Thailand has spread from Bangkok to almost all parts of the country. Since the 1970s, the natural, cultural and historical attractions and friendly people of northern Thailand have made it a popular destination, first with trekking tourism followed by hilltribe tourism. Six major hilltribe groups make their home in the North: Akha, Hmong, Karen, Lahu, Lisu, Shan, Mien and Haw Chinese. By the 1990s, hilltribe tourism had become highly organized. However, the number of visitors has not been monitored systematically by the Tourism Authority of Thailand.

Over the past ten years, the northern province of Mae Hong Son has become a major tourist destination due to its mist-covered mountains, dense forest areas and the cultural and ethnic diversity. While most hilltribe communities have maintained their way of life, some have become vulnerable to the negative aspects of tourism, especially giving a false image of the people as exotic and primitive based on lack of knowledge and communication among the tourists and the local people. Uncontrolled access to many remote areas has caused problems with waste management and has threatened the ecology in general.

The concept of community-based sustainable tourism (CBST) was developed as a way to overcome or minimize negative effects of tourism in a remote, rural area. CBST was developed as a form of tourism aimed at empowering local communities to be self-reliant, use a group process for local decision-making, support people's human rights and capabilities and help people raise incomes and improve standards of living on their own terms. Local knowledge, community participation, support for local capabilities and cultural exchange with tourists would help to sustain both cultural and natural resources.

The NGO (PRLC) helped the Karen village at Huay Hee become the first site for CBST. The village became a successful model for over 60 villages and communities. The project for CBST became holistic in its approach and included natural resource management, sustainable tourism development, strengthened civil society, prevention of HIV/AIDS and drug abuse and youth leadership development. The people of Huay Hee developed a land classification system and cooperation model to work with government agencies responsible for a nearby national park in order to prevent deforestation and degradation of watersheds. The village has been receiving tourists for about three years with the help of PRLC and another Thai NGO, Thai Volunteer Service-Responsible Ecological Social Tours (TVS-REST). Villagers could explain how they protect the forest

and follow their own traditions, while adding to their incomes and improving their standard of living.

Villagers became more aware of environmental issues, especially when tourists left garbage behind and picked rare orchids as they trekked on the mountains. Men in the village received guide training and increased their understanding about how tourists should behave during treks. Women in the village provide meals, sell items made with traditional Karen weaving and take care of tourists during home stays. Home stays and guiding were shared among the families on a rotation basis, which meant both responsibility and income were shared. Some of the earnings from tourism activities were saved in a village fund that was used to conserve the forest, grow orchids, buy equipment for hosting tourists and support education and travel related to their tourism training. Well-informed exchanges with tourists helped prevent cultural degradation and created more respect for Karen traditions.

Equally important, the people at Huay Hee were empowered to see that tourism should provide supplementary income, especially since it was a seasonal activity. With training and support from the CBST project, people used their knowledge of traditional agricultural methods of subsistence farming to be self-reliant in food and to show tourists the role of agriculture in their everyday way of life.

The community-based sustainable tourism project implemented by Karen villagers at Baan Huay Hee in Mae Hong Son Province can serve as a model for other communities. They can be empowered to control the impact of tourism, avoid degrading the environment and create a stronger, empowered community. NGOs can help spread the concept and provide training, but then they must step back as villagers work together to find ways to make the CBST project succeed. The most sustainable form of tourism will be achieved when local people take control of their lives and determine to live according to their traditions on their own terms.

D. Promotion of cultural tourism and heritage site management⁴

The major contribution of the tourism industry as a vehicle for economic development in many countries around the world has been widely acknowledged. At the same time, tourism should be seen as an activity that contributes to a better understanding of places, people and their cultures. In the process of sharing and experiencing the culture and heritage of a country such as China, international tourists will also have a stronger positive image of the country at the present time.

The phenomenon of cultural tourism can be understood in terms of supply, demand, marketing and promotion. The issues concerning heritage site management can be considered by looking at the supply and demand sides.

Many sites, artifacts and festivals in countries worldwide have special meaning and significance for local people and reflect the varied history of mankind. In fact, many places have been designated as world heritage sites. However, the creation of special events and arrangement of sites for the purpose of attracting tourists is a relatively recent phenomenon. The notion of supply with respect to cultural tourism relates to an assessment of how a cultural manifestation would be accepted by the market. An objective, unbiased assessment would be needed, and it is usually best obtained from knowledgeable outsiders. Local culture may also have to be assessed in terms of suitability for tourism, and this means that it is important for local stakeholders to be identified, especially who will benefit more and who will benefit less.

Considering cultural tourism from the demand side requires understanding that people become tourists for a variety of reasons and motives. Most of the time, tourists seek a variety of attractions at a location and cultural tourism products may be one of several factors that create a tourist attraction. There may be sites of cultural and historical significance that are so unique that they create their own demand, such as the Great Wall in China. Of course, demand for cultural tourism products will also depend on the adequacy of tourism infrastructure, quality of accommodations, state of the environment, etc. The possibility of overcrowding at a cultural site, especially during special holiday periods, will affect demand.

⁴ Based on a presentation by Thomas G. Bauer, Department of Hotel and Tourism Management, the Hong Kong Polytechnic University, Hong Kong, China, at the National Workshop on Sustainable Tourism Development in China, 1-2 November 2000, Tianjin, China.

Evaluating tourists based on their country of origin can help to identify the different interests and expectations concerning visits to cultural and heritage sites.

At the same time, it is important to be aware that most tourists travel for leisure, so that the culture has to be explained in ways that are easy to understand, including gestures of hospitality. For most tourists, cultural experiences are embedded in other tourist experiences such as nature walks, shopping, dining and relaxing at the beach.

There are several issues for marketers to keep in mind when marketing and promoting cultural tourism. Since tourism is a business for tour operators, principals and intermediaries, cultural products may have to be well known and contribute to making a package of tourist activities more attractive in revenue terms. A destination and its cultural attractions have to compete with other destinations offering similar experiences. It could be best to have a marketing strategy that focuses on a small number of carefully selected target markets and targets appropriate travel writers and journalists to create a positive image. Procedures and related formalities must contribute to facilitating the movement of tourists and infrastructure at cultural sites should also focus on visitors' health and safety.

When looking at heritage site management from the supply side viewpoint, it is important that sites be identified, registered and categorized in terms of their tourism potential. The tourism potential of sites can also serve as an incentive for their restoration and protection. Another incentive is to have World Heritage designation for cultural sites, of which China has 23 World Heritage sites.

The demand side viewpoint of heritage site management relates to the profiles and expectations of international tourists. It is important to know how long tourists will be staying, whether the heritage site is at a remote location, how developed is the transport infrastructure for reaching the destination, and what are some alternative, competing tourist activities that visitors might prefer.

Management of the actual heritage site raises a number of issues that policy-makers, planners and managers in developing countries faced with limited resources (for protection and preservation) must consider. A site may have started as a manifestation of the nation's cultural history, but it has been transformed into a tourist attraction. There must be adequate protection against removal of artifacts; there must be adequate funds and a long-term commitment to maintain

and restore the site; there must be balance between site protection and accessibility to interested tourists; there must be knowledge and understanding through interpretation provided by well-educated and trained guides, guidebooks and signs; and the use of souvenirs and promotional products to maximize revenues must be carefully managed.

Promotion of cultural assets and heritage sites can help to attract certain segments of the tourist market, but it is important to understand that most international tourists have a variety of interests and expectations when they visit a country. Cultural attractions and heritage sites must be well managed and properly interpreted in order to gain the maximum tourism benefit for the local community, the tourists and the site managers. This will enhance the image of the country, as well as create greater international understanding of people, places and cultures.

E. Challenges for human resources development in the tourism sector and the role of APETIT in promoting cooperation⁵

The member countries and areas of ESCAP have recognized that tourism can be an effective tool for sustainable development, contribute to poverty alleviation and help conserve the natural and cultural environment. ESCAP has undertaken a number of activities with the objective of helping governments to maximize the socio-economic benefits from sustainable tourism development while minimizing any adverse impact. In 1999, ESCAP launched the Plan of Action for Sustainable Tourism Development in the Asian and Pacific Region (PASTA) as a structured framework for regional and national actions in six theme areas.

Human resources development is one of the theme areas of PASTA. Member countries and areas have been taking action by promoting regional cooperation in tourism education and training since 1997 through the Network of Asia-Pacific Education and Training Institutes in Tourism (APETIT). In the Asian and Pacific region it has been recognized that the need to develop the required human resources in various segments of the tourism industry has become imperative. By its very nature as a service industry, the efficient administration and successful operation of the tourism industry depends on the quality of human

⁵ Based on a presentation by Ryuji Yamakawa, Chief, Tourism Unit, Transport, Communications, Tourism and Infrastructure Development Division, ESCAP, at the National Workshop on Sustainable Tourism Development in China, 1-2 November 2000, Tianjin, China.

resources. The shortage of skilled personnel in the region poses a major threat to sustaining the development of tourism.

A number of major problems related to education and human resources development in the tourism sector have been identified: (1) shortage of qualified personnel, particularly at the managerial level; (2) shortage of qualified and experienced teaching staff; (3) shortage of training material and facilities; (4) lack of strategies and policies for human resources development in the tourism sector; (5) difficulty in keeping pace with rapid innovations and dynamic changes in the global tourism marketplace; (6) complexity arising from the multi-disciplinary nature of tourism studies; (7) gaps between the training capacity of training/educational institutes and actual needs of the industry; and (8) shortage of higher level programmes for management development.

Systematic approaches can be taken at the national level to formulate a national tourism human resources development strategy and to strengthen cooperation between the government, training institutes and the tourism industry in the form of a tourism human resources development council. There should also be public awareness campaigns to gain community support for tourism, including employment and career opportunities.

Cooperation at the regional level in tourism education and training through APETIT can help address a number of problems and constraints related to tourism human resources development in Asia and the Pacific. Information and expertise can be exchanged; facilities, instructors and trainers can be shared; and capabilities can be strengthened for those countries that do not have enough available resources. A regional network provides the most appropriate and practical mechanism for sharing information, expertise and education and training resources.

There are five general activity groups into which APETIT cooperation is organized: (1) information management, (2) communication links, (3) training and advisory services (4) sharing experiences and (5) research and development. Member institutes of APETIT are elected to serve as international focal points for the five activity groups, and they carry out a subset of more detailed activities as agreed upon by all members.

APETIT is administered by a General Council and an Executive Committee, with the ESCAP secretariat acting as regional coordinator. All members comprise the General Council, which meets every two years. There are nine members of the Executive Committee, which meets twice a year and

includes the five international focal points and four other members elected by the General Council. There are three main categories of APETIT members and admission is subject to approval of the Executive Committee. A number of international and regional organizations, such as the United Nations Environment Programme (UNEP), the International Labour Office (ILO), the World Tourism Organization (WTO), etc. are also members of APETIT.

A strong sense of commitment to making APETIT work and a high level of activism by the five international focal points has made APETIT a major success with a significant number of accomplishments since 1997. By late 2000, there were about 100 members of APETIT from over 30 countries and areas in Asia and the Pacific.

The formation of APETIT confirms that a successful tourism industry requires human resources who can provide efficient, excellent quality services of a high standard. Some countries and areas in the region have well-developed training and education programmes and institutes, while other countries and areas face limits and constraints. Regional cooperation through networking to share information, expertise and experiences is an important first step. The region as a whole should develop a shared vision or strategy whereby tourism training institutes, government tourism agencies, the tourism industry and international organizations involved in tourism join together to make all possible coordinated efforts to develop human resources for the tourism sector.

F. Conditions to promote barrier-free tourism for people with disabilities and older persons⁶

With the rapid growth of the tourism industry in Asia and the Pacific, the demands of tourists have been changing. As consumers, tourists increasingly expect tourism for all, along with diverse experiences and easy access. As part of this change, people with disabilities and older persons are becoming a significant segment of international tourists, and their requirements are becoming a significant part of competition among tourist destinations. Tourists as consumers are becoming better informed about options and entitlements, as well as less willing to accept facilities and services that are not of high quality.

⁶ Based on a presentation by Jean-Louis Vignuda, Economic Affairs Officer, Tourism Unit, Transport, Communications, Tourism and Infrastructure Development Division, ESCAP, at the National Workshop on Sustainable Tourism Development in China, 1-2 November 2000, Tianjin, China.

Physical access and demands for barrier-free tourism have become important issues for tourists in three main groups: people with disabilities, older persons and families with young children. Most tourism service providers in Asia and the Pacific still have not recognized the importance of taking action on the issue of accessible facilities and services. Most hotels, transportation facilities and tourist sites are not readily accessible physically to the three groups mentioned above. Personnel at various tourist facilities have not been trained to provide services that accommodate disabled people or older people. Equally significant, explicit government policies and strategies to promote accessible tourism are missing, and this does not help further the human rights of people with disabilities.

In fact, the Asian and Pacific region is the only one in the world where governments have made a collective commitment to improve the lives of persons with disabilities by addressing issues of their marginalization. The members of ESCAP declared the period from 1993 to 2002 as the Asian and Pacific Decade of Disabled Persons. The focus of this regional initiative is to promote inclusion of persons with disabilities into mainstream society and all mainstream development programmes. In a related initiative aimed at promoting universal access to transport and tourism, in June 2000, the fifty-sixth session of the Commission requested the ESCAP secretariat to support activities designed to benefit people with disabilities and older persons.

The concept of “tourism for all” emerged from these initiatives, based on the mechanism of technical assistance from ESCAP to promote universal design in tourism. The aim is to have tourism infrastructure, facilities and services accommodate all tourists from the start. In this way, the tourism industry in ESCAP member countries and areas could maintain their competitive advantage in a world tourism market that is changing rapidly.

Data about people with disabilities is not very complete in most Asian and Pacific countries and areas, and there are varying definitions of what makes a person disabled. Projections have been made by the United Nations about the proportion of the region’s population that will be 60 years or older in the next 25 years. By 2025, about 14 per cent of the population in Asia and the Pacific will be 60 years or older, and this will constitute 56 per cent of the world population of older persons.

It is expected that in the future, people with disabilities, their friends and relatives, care givers and older persons will be a large potential niche market for the tourism and hospitality industry. Issues of tourism accessibility will become increasingly more important and the industry will need to have greater awareness of accessibility requirements for various types of disability. Among the main constraints encountered by tourists who are disabled, the following should come to the attention of all parts of the tourism industry: (1) obstacles in the transportation infrastructure and related services; (2) accessibility to accommodations and related services; (3) difficulties and restrictions in gaining access to tourism sites; and (4) lack of sensitivity or awareness of tourism service providers.

It is true that some countries and areas have undertaken a number of initiatives to make various aspects of tourism free of barriers for people with disabilities and older persons. However, barrier-free tourism can be promoted more effectively by giving immediate attention to three key issues:

- (1) Formulation and implementation of related legislation in order to protect the rights of persons with disabilities to have accessible facilities and a less restrictive environment;
- (2) Education and training for personnel throughout the tourism industry in order to have more awareness and sensitivity about disability issues; and
- (3) Provision of accessible facilities in the tourism sector.

Various bodies and organizations that work on awareness, advocacy and action for and by people with disabilities should begin to work closely with the tourism industry. They can assist in changing legislation, recommending appropriate changes to make facilities more accessible and providing training to help increase awareness and sensitivity in the tourism industry.

It may not be realistic to expect that the conditions that make tourism inaccessible to people with disabilities could change overnight. In fact, limitations on financial resources and time constraints may require short-term goals whereby the tourism industry tries to achieve a reasonable level of accessibility. Initially, there may be a need to balance needs of disabled users with constraints of existing conditions and the resources available to improve conditions of accessibility.

Chapter II.

Sustainable tourism development: Community-based tourism development and coastal tourism management

A. Integrated planning for sustainable tourism development⁷

Some of the most common terms used in discussions about tourism are integrated planning, sustainable development and tourism. These terms often do not have common agreement about the meaning, mostly because each term means something different to each user. However, the general interpretation of sustainable development as linked to tourism and planning have been established by the World Conservation Strategy (1980), the World Commission on Environment and Development (the Brundtland Report of 1987) and reports of the international meeting in Rio de Janeiro (1992) and the SIDS meeting in Barbados (1994).

The main point to keep in mind is the inter-relationship of sustainability, planning, development and tourism. From there it is possible to then consider how these may be integrated in order to achieve efficient practices of planning which can lead to sustainable tourism development.

Planning is an activity of both government and business and creates challenges from the complex interaction of many variables. Integrated planning is one of several management approaches used to address the increasing complexity. There are two dimensions of integrated planning: one is horizontal, across decision areas and programmes and the second is vertical, through the components of decision-making and planning. Including these linkages in the planning process will help to achieve balance among the important components of tourism activity and development in order to have a rational, consecutive progression for decision-making.

Integrated planning in the tourism sector should include consideration of the following issues:

⁷ Based on a presentation made by Michael T. Fagence, Department of Geographical Sciences and Planning, University of Queensland, Brisbane, Australia at the National Seminar on Sustainable Tourism Development: Community-based tourism development and coastal tourism management in Indonesia, 27-28 June 2001, Jakarta, Indonesia.

- impact on the natural environment, the host communities, the local (regional, national) economy, the indigenous culture;
- demands made on human resources, including knowledge, skills, aptitudes, and numbers;
- impact of and on transport and infrastructure systems, regional development, resource use and distribution;
- responsibilities derived from international agreements, accords and protocols;
- impact of and on other sectors of the economy, especially the primary sectors of agriculture, forestry, mining and fishing, but also some industrial sectors, transportation and various aspects of commerce;
- implications of tourism development for land ownership and land tenure, land and property values, alternative or substitute uses;
- linkages through the different levels of planning; and
- linkages with governments and agencies, tourism industry, interest groups, host communities, indigenous communities, development industry (other than in tourism)

These issues can be dealt with when developing tourism policies and plans at various levels as long as the following strategic elements are also included:

- tourism-related infrastructure – transportation, water supply, energy and power supply, waste disposal, pollution control, telecommunications;
- tourism-specific development – accommodations of various types, integrated resorts, restaurants, shopping, support services, travel services, recreation and entertainment, health and emergency services, safety systems and visitor attractions;
- appraisals and impacts (including carrying capacity assessments) of tourism development on, for example, the economy, the environment, the host community, culture and heritage;
- financing, marketing, promotion and information systems;
- tourism awareness in the host community and human resources development programmes.

Integrated tourism planning also means integration of goals, objectives, programmes, projects, investment, and resource use. Resource use is of central importance, particularly for sustainable development, because it involves the relationship between economic development and the conservation of natural

resources. In recent years, conservation of cultural and human resources has been added. The most common elements of sustainable development are:

- managing the use, development and protection of resources in such a way that the economic, cultural, social and physical environmental well-being of communities is sustained; and
- managing those resources in order to:
 - meet the foreseeable needs of future generations;
 - safeguard the life-supporting capacity of air, water, soil and ecosystems (including the food-chain);
 - avoid, remedy or mitigate any adverse impacts of human activities on the resources.

Development and conservation can become mutually supportive, if people in the decision-making process see tourism as a means to an end rather than an end in itself. Tourism is just one of many means that may be used to achieve economic, environmental, social and cultural, and organizational sustainability.

In order to bring together the issues of integrated planning and sustainable development, some basic principles need to be followed, while the exact style and form can be determined by the circumstances of the particular situation. The following principles provide the basis for an integrated planning approach:

- ensure that a range of feasible alternative plans would be developed;
- ensure that the range of possible relevant factors to be taken into account is as wide as possible;
- achieve a synergy of tourism development with other forms of development and conservation;
- meet the strategic objectives of the host communities and governments;
- make various economic, social, environmental, cultural, organizational objectives compatible;
- maintain the primary attractiveness of the destination;
- maintain the competitiveness of the destination;
- minimize and prevent the least desirable features of tourism activity;
- harmonize the levels and styles of tourism development with the usable resources;
- achieve a planning solution which ensures that the special identity of the destination is maintained;

- provide a planning framework, which could accommodate alternative proposals (after they have been made compatible with the environment at the destination).

This list is not exhaustive and indicates a range of principles that underpin strategic and integrated planning for tourism areas, especially where concerns about sustainability are crucial.

Integrated planning is best approached through a defined and agreed programme of action which could be expected to include a master plan, a set of guidelines for actions by various stakeholder groups, specification of compatible objectives, a set of intended programmes and actions and allocation of responsibilities. This provides an opportunity for cooperative action and can be the catalyst for consultations, bargaining and negotiations. The objectives for tourism development must be set in a context and contribute positively to the achievement of the broad economic, social, cultural and environmental objectives of the nation, region or locality.

Efficient integrated tourism planning can be expected to contribute positively to:

- providing employment opportunities of various kinds, especially by diversifying the structure of the economy;
- generating income from the expenditures of foreign visitors;
- stimulating local commerce and industry;
- justifying expenditure on infrastructure improvements, and on the provision of services and amenities which may also be enjoyed by local residents;
- justifying the conservation of vulnerable environments, cultures and communities;
- generating and sustaining a favourable worldwide image of the destination.

In addition, tourism planning should be cross-referenced to other policy areas involving issues that are social, economic, environmental and cultural; especially those arising from visitor expectations.

The onset of mass tourism has already exposed gaps in the sectoral approach to decision-making and the lack of substantive coordination between public agencies, and between those agencies and the private sector. One key to

resolving such problems is to make the tourism industry aware of the importance of incorporating sustainable development principles into planning and operations. A coordinated approach should include (1) strategic planning; (2) cooperative and integrated control systems; and (3) coordination mechanisms, especially between government and the tourism industry.

Successful integrated planning requires the following:

1. pro-active planning, with both short and long term planning horizons;
2. regional boundaries that are drawn appropriately;
3. a sound data base that can be monitored and updated regularly;
4. efficient and competent leadership, with trained staff supported by appropriate financial and technical resources;
5. involvement by a well-informed host community;
6. objectives that are specific, time-relevant and place-relevant, and detailed action plans;
7. flexibility in adjusting to new opportunities and in recovering from any misunderstandings or incorrect analysis;
8. a dedicated agency to create, coordinate and implement plans and programmes, with defined relationships to other agencies and government departments, and with regular reviews, audits, and progress reports;
9. effective legislation that can be implemented; and
10. patience over a period of five to ten years while waiting for results to be seen.

In conclusion, integrated planning for sustainable tourism development needs to be considered as one important component within a broad policy framework. In this situation, tourism is one means for achieving sustainable development. Achievement will be influenced by the degree to which planning for tourism is integrated both horizontally and vertically. Integrated tourism planning should be seen as an exercise in the creative and innovative management of resources to achieve sustainable outcomes.

B. Guiding principles for local authorities in planning for sustainable tourism development⁸

Tourism integrates a wide range of economic activities and is now regarded as one of the world's largest industries. In addition to strong overall expansion, the development of tourism is characterized by continuing geographic spread and diversification of destinations. Some key qualitative development trends include increased market segmentation; development of new forms of tourism related to nature, wildlife, rural areas and culture; and the introduction of new programmes in traditional package tours. This trend should be favourable for Indonesia, given its highly diverse cultures and natural attractions, which form a good basis for further diversifying Indonesia's tourism product.

Tourism planning is carried out at various levels, but at the local community level it includes sub-regions, cities, towns, villages, resorts, rural areas and some specific tourist attractions. Planning at the local level includes comprehensive tourism area plans; urban tourism plans, and land use planning for tourist facilities and areas of attraction. Special tourism programmes such as ecotourism and village and rural tourism are carried out at the local level. Research, education and training for tourism normally take place at the local level, as well as some tourism marketing, provision of information services and other management functions. The local level can also involve site planning, which refers to the specific location of structures and facilities based on a land use plan.

The importance of planning, management and regulation at the local level is being recognized increasingly worldwide. Environmental and socioeconomic conditions vary greatly at each locality within the same country and region, and sometimes within a municipal territory. This is especially true for Indonesia, a country of natural and cultural diversity, where the bonds of traditional community structures are strong and varied. National and regional policies are important, but local communities are the most aware and best able to respond with the optimal use of local resources.

WTO has stated that local authorities responsible for counties, districts, cities, towns, villages, rural areas and attractions sites are becoming increasingly

⁸ Based on a presentation made by Gabor Vereczi, Programme Coordinator, Department for Sustainable Development of Tourism, World Tourism Organization, Madrid, Spain, at the National Seminar on Sustainable Tourism Development: Community-based tourism development and coastal tourism management in Indonesia, 27-28 June 2001, Jakarta, Indonesia.

more involved in developing and managing many aspects of tourism. This is in line with trends towards decentralization as governments give more responsibility to local authorities. It also reflects the recent emphasis on community involvement in tourism through participation in tourism planning and related development processes.

Recognizing the importance of local level tourism development, in 1994 WTO produced a “Guide for Local Planners” that was revised in 1999 and entitled “Guide for Local Authorities for the Development of Sustainable Tourism”. It also included supplementary volumes for specific regions, including Asia and the Pacific.

Sustainability is imperative for tourism planning as destinations encounter increasing pressure on the natural, cultural and socio-economic environments from tourism growth. It has been recognized that uncontrolled growth in tourism aimed at short-term benefits often can harm the environment and societies as well as destroy the very basis of tourism. Host societies have become more aware of such problems, along with some consumers who now demand higher environmental standards from tourism suppliers and greater commitment from tour operators and travel agents. Tourism also has the potential to bring economic benefits to host communities and help alleviate poverty and conserve natural and cultural assets, provided there is proper planning and management with a long-term vision.

WTO has defined sustainable tourism development as meeting the needs of present tourists and host regions while protecting and enhancing opportunities for the future. Sustainable tourism development requires management of all resources to fulfil economic, social and aesthetic needs while maintaining cultural integrity, essential ecological processes, biological diversity and life support systems.

The key for achieving sustainable tourism is careful planning, systematic implementation of the plans, as well as continuous and effective management. This should include a comprehensive approach that considers environmental, socio-cultural and economic, institutional and financial aspects, together with their mutual relations when formulating policies, strategies, programmes or projects. Ideally, local plans would be integrated into regional and national tourism policies and plans.

The tourism sector both depends on and stimulates other economic activities. Quality tourism services and programmes cannot be provided without linkages to agriculture, food production, transportation, construction, manufacturing, handicraft production, and other related economic activities. Tourism can facilitate the overall development of local economies by stimulating such related sectors. Local communities can benefit more widely from tourism if they are producers in related sectors. Domestic tourism should also be an important part of local tourism plans and marketing activities in order to help provide a more stable economic base for local tourism development.

A strategic approach to local tourism development is also needed with a long-term vision accompanied by action plans formulated for the short and medium terms. The phases and elements of a strategic plan should include the following:

- Formulation of vision and/or mission statement
- Assessment and analysis of current conditions
- Setting development objectives for the short, medium and long term according to priority needs
- Formulation and evaluation of alternative strategies to meet development objectives
- Formulation of action plans and specific projects based on the optimal strategy
- Implementation of action plans and projects
- Constant monitoring and evaluation of implementation
- Application of corrective actions when needed based on monitoring and evaluation.

Local tourism development also requires a participatory approach, which means involvement of all sectors of society in decision-making processes for planning and management. Local stakeholders are comprised of diverse groups with a broad range of interests to be taken into account. There are usually a variety of views about the forms of tourism in any particular area. Differences may need to be resolved, making it important to consider all values and opinions, relations among groups and what role they can play in tourism development.

Maintaining close cooperation and coordination among institutions and groups that are public, private, NGO and other community representatives is essential for tourism development to incorporate shared objectives. Public-private sector cooperation is growing quite rapidly in all parts of the world. The structure,

nature and scope of such cooperation is becoming more varied, creative and sophisticated. This cooperation is especially important at local levels, given that about 90 per cent of the tourism industry is comprised of small and medium-sized businesses operating at local destinations.

One organizational mechanism for community participation is to establish a coordinating body on tourism, such as a tourism advisory board or coordinating committee with representatives from government, the private sector, NGOs and local leaders.

The development of human resources by capacity building, education and awareness-raising programmes are key factors for meaningful community participation in tourism development. The role of central, regional and local governments are vital in facilitating capacity building programmes. NGOs are also extensively involved in these activities. Private companies can provide on-the-job training.

Holding community workshops and seminars are viable options for education and awareness. It is important to make available specific literature and information on tourism development methods and issues for stakeholders in local communities. Learning from other, successful experiences is another important form of education. For this purpose, WTO has prepared a publication "Sustainable Development of Tourism: A Compilation of Good Practices". This publication contains examples of good practices in sustainable development and management of tourism, collected from 31 countries, including 10 cases from 6 countries in Asia and the Pacific.

The general public in the local area must be educated about tourism development plans and programmes, current tourism events, benefits from tourism and how to cope with tourists of different backgrounds. Raising community awareness about environmental protection of nature areas, conservation of archaeological and historic sites, maintaining traditional arts and crafts, and improving environmental quality are issues that need public attention.

Public education through tourism awareness programmes should be part of the tourism development plan and programme. Basic techniques commonly used are radio broadcasts, television programmes on tourism, newspaper articles and publications about tourism concepts, events and development projects, posters, brochures, booklets and instruction on tourism in the local school system.

Tourists should be informed about local customs, dress codes, acceptable social behaviour, how to conduct themselves in religious and sacred places, etc. Environmental conservation policies and rules may be included with this information. Information can be in the form of a tourist behaviour code.

There are also some technical considerations for sustainable tourism planning at the local level. Skilled technical support can help ensure a sustainable approach to tourism development. Among others, WTO has designed planning techniques and methodologies, which have been used successfully in many regions. New monitoring techniques are being developed, and there is already abundant know-how about appropriate tourism management. Professionals can help provide training to local authorities, tourism officials and local business people to enable sustainable and autonomous local management.

Methodologies include:

- Participatory planning techniques
- Environmental and social impact assessment
- Economic costs-benefit analysis techniques
- Marketing and promotion techniques
- Visitor management and interpretation techniques
- Environmental management systems (EMS) and the application of environmentally-sound technologies
- Carrying capacity analysis
- Indicators of sustainable tourism development
- Monitoring techniques.

C. Community-based tourism and coastal tourism development: Case studies from Thailand⁹

Case studies about participatory approaches to sustainable tourism development can be found in many regions of Thailand. Four cases can be considered in terms of the lessons learned with respect to participation, carrying capacity, equity and the legacy for future generations. One case is in Samut Songkram Province, which is not far from Bangkok. The other three cases are in provinces located at the southern isthmus of Thailand. The case studies can

⁹ Based on a presentation made by Chamniern Vorratnchaiphan, Director of Grassroots Action Programme, Thailand Environment Institute, at the National Seminar on Sustainable Tourism Development: Community-based tourism development and coastal tourism management in Indonesia, 27-28 June 2001, Jakarta, Indonesia.

show how the right strategic and comprehensive approach can be adapted to the local cultural context.

Plai Phongpang Homestay is located in a centuries-old village just west of Bangkok in Samut Songkram Province. Centered on a traditional Thai-style house, the community opened ten home stay houses in 2000, which had increased to 25 houses one year later. Visitors can participate in many simple village activities, including an evening trip along canals to watch fireflies. Despite the attractions of traditional Thai lifestyles in a water-born environment, rapid development of community tourism led to troubles and difficulties.

The problems for the community arose from the firefly watching. The native firefly is found only in particular habitats and microclimates, which include the local *lampoo* tree. However, the areas that support fireflies are some distance from the home stay community. Tourists had to travel by long-tail boat in the evening hours to see the fireflies, but the noise and pollution from the boats seriously disturbed communities along the way.

These communities along the canals quickly and decisively ended the intrusion by cutting down all the *lampoo* trees. No more trees meant an end to the fireflies, which meant no more boats or tourists, no more noise, pollution or other disturbances. The mistake of the original project was that communities along the canals were not involved in the decision-making nor given an opportunity to share in the benefits of community-based tourism. Before developing the tourism activities, the community failed to establish policies and agreements on boat rental arrangements, noise level and measures to limit the exploitation of resources.

The lesson learned from the Plai Phongpang case is that the community needs to think and plan more carefully in a better participatory manner based on cooperation with all concerned groups. Plai Phongpang may then be able to lure back the fireflies and the tourists.

In the southern isthmus of Thailand between the provinces bordering Malaysia (Yala and Narathiwat provinces) and Myanmar (Ranong province) are beautiful islands in the vicinity of Phuket, Krabi and Phangna Bay. Ecotourism studies are available from SeaCanoe and the twin islands of Koh Yao Noi and Koh Yao Yai are open to tourists as examples of community-based tourism and coastal tourism development. In addition, the Khiriwonge Village Ecotourism Club is found in Nakhon Sri Thammarat province to the east of Phuket.

Khiriwonge Village, nestled in the foothills of Thailand's southern mountain ranges is a good example of community-based tourism, which won the first prize in community-based tourism from the Tourism Association of Thailand (TAT) in 1999. Khiriwonge Village is also noteworthy as a community that has survived and flourished despite crippling adversity due to extreme deforestation and severe water-related disasters. In 1988, Khiriwonge Village suffered a devastating flood and several organizations came afterwards to provide relief and support long-term, sustainable solutions. As a result, the Khiriwonge Village Ecotourism Club was established to help local people preserve natural resources and the environment. Club activities include forest trekking, nature study tours, visits to fruit orchards, tree planting, etc. Tourist experiences are carefully planned and structured as villagers educate and enlighten visitors about their life and the environment.

With awareness of the deforestation-flooding linkages, the community is active in regular tree planting and forest and bio-diversity protection for the surrounding Khao Luang Forest. Tourists can participate in tree planting and cultivation of native mushrooms and herbs. However, Khiriwonge villagers have placed controls on the number of tourists entering protected areas, with the number and frequency set in cooperation with the provincial forest department.

The lessons learned in Khiriwonge Village show that positive and successful results are possible with careful planning. Time is also necessary to build a strong community organization based on shared cooperative activities and to carefully plan ways to accommodate tourists and protect the natural resource base to provide an economic foundation for tourism revenue over many years to come. Khiriwonge villagers have become self-sufficient and successful at managing ecotourism.

SeaCanoe, Phuket is a well-known ecotourism venture into the islets off the northeastern coast of Phuket Island and into Phangna Bay. Tourists are taken by motorboat to unique ecological locations, then transferred in small inflatable canoes through mysterious tidal sea caves to the inner reaches of the islands, hidden in outcroppings that were undiscovered until a few decades ago.

Although founded on a sound ecotourism concept of natural resource preservation and volume controls, SeaCanoe has experienced many setbacks over the years. There has been a proliferation of "copy-cat" businesses bringing in excessive numbers of tourists due to corruption, lack of participation by the local people and conflicts of interest.

Several years ago, the accumulated problems led to the attempted murder of a SeaCanoe employee. The tragedy shook the company and the island of Phuket, and underscored the need for better planning and management, as well as more participation by local people in ways that were sustainable for the tourism activities.

SeaCanoe followed the principle of ensuring that 90 per cent of the money generated goes back into the local economy. Employees are paid salaries well above the local average, the staff is encouraged to improve their skills, and the environment comes first. SeaCanoe maintains international quality standards for their equipment and operations. It has won awards for its commitment to promoting environmentally friendly tourism and efforts to educate people about nature.

Despite such initiatives, local conditions have not improved. Moreover, government policies and regulations have been incomplete and are not adequately enforced. Other copycat companies have never seen the long-term economic benefits to limits on tourist numbers.

SeaCanoe learned the lesson to never underestimate the local socio-political and cultural context. In some developing countries it may not be realistic to expect effective policies, regulations and enforcement at tourist sites far from central government control. In addition, it may be difficult to change the interests of people lured by money in a fragile coastal tourism environment.

Koh Yao Noi and Koh Yao Yai are two of the larger islands located east of Phuket in Phangna Bay in a tranquil bay of tropical paradise. Communities on these two islands are Muslim and have been largely unaffected by the booming tourism development in nearby Phuket. The twin islands have managed to retain their traditional Muslim culture largely unchanged for generations. Muslim communities have strict codes of social conduct, and those on Koh Yao Noi and Koh Yao Yai are no exception. In addition to traditional prohibitions, local villagers have included a ban on the destruction or collection of local, natural products, such as seashells, native coastal products and coral.

Tourists can enjoy the simple, low-key pleasures of local fishermen, traversing the many small islands and fishing during the day, eating and talking with local villagers for real-life cultural exchanges, and staying in traditional homes in the evening.

Community-based organizations are well organized and managed, with broad-based participation from the start. Local villagers set forth a comprehensive plan for tourism development, including their own patrol boats to control encroachment and over-fishing. Local people, not outsiders, act as tour guides and control the number and frequency of visitors, set at a maximum of two people per house for a maximum of 20 home stay houses.

Lessons learned on the twin islands of Koh Yao Noi and Koh Yao Yai show that it is possible and important to preserve local traditions and culture. Being Muslim communities creates a unique community-based tourism experience. Having strict moral codes of conduct and being well organized made it easy to establish a prohibition on degrading local natural resources and the environment and set up local mechanisms for monitoring and enforcement. The strength of the community was the basis for creating amenities that tourists seek and establishing practices to preserve those amenities for the future, thus sustaining community-based tourism for many years.

D. The Indonesian experience with community-based ecotourism development¹⁰

There are a number of reasons why ecotourism should be community based in Indonesia. Perhaps the main reason is the General Guideline of National Development (GBHN) in tourism aspects, where the government mandates that ecotourism development is a goal and that communities should increase their welfare through sustainable community development. In order to achieve sustainability when implementing community-based ecotourism, the important issues are participation in decision-making and access to the market. Community participation in decision-making is one way to achieve effective planning and management, given that the top to bottom approach has been ineffective for ecotourism. At the same time, communities will need capacity building through training to provide additional new skills to manage ecotourism and related services. Ecotourism usually involves travel to remote locations, and the remote rural communities will need ways and means to connect their product to potential visitors. Such access to the market could best be achieved if a private tour operator in the community could assist with marketing.

¹⁰ Based on a presentation made by Ary S. Suhandi, Conservation Enterprise Manager, Conservation International Indonesia, at the National Seminar on Sustainable Tourism Development: Community-based tourism development and coastal tourism management in Indonesia, 27-28 June 2001, Jakarta, Indonesia.

Community-based ecotourism requires planning in order to address the issues of participation and distribution of benefits. The planning process provides an opportunity to answer basic questions about the scope for defining the community, deciding who should participate, assigning decision-making responsibility and how to organize financial aspects, including investment. When developing a new ecotourism project or enterprise, communities may find it helpful to work in partnership with organizations such as NGOs, the government or the private sector. There may also be opportunities for international organizations to provide assistance.

Two cases of community-based ecotourism in Indonesia provide insights about experiences and potential in an island nation characterized by a variety of people, cultures and landscapes.

The first case is at the Togean Islands in Central Sulawesi, which is promoted as Indonesia's adventure tourism destination. Central Sulawesi has a great wealth of cultural diversity, interesting historical relics, unique ethnic groups and natural attractions. The majority of the people in the Togean Islands engage in farming and fishing, with small amounts of trade and commerce. According to Indonesia's Biodiversity Action Plan, the Togean Island group has high priority as a marine conservation area.

The Togean Consortium (comprised of Conservation International Indonesia and Yayasan Bina Sains) was established to help the local people in 37 villages on 17 major islands of the Togean Islands group develop ecotourism as a long-term activity aimed at promoting environmentally friendly business for the local people, create alternative income opportunities and protect cultural values and local rights. The Togean Consortium also works closely with the provincial and district governments and the regional planning board.

The potential for ecotourism development was studied and some of the threats to the marine environment, limited access due to transportation constraints and the unplanned expansion of accommodations and guiding services were highlighted. A market study was also made to collect data for a profile of visitors. Conservation International Indonesia has developed an ecotourism programme and worked through community meetings to take an ecotourism approach based on building local capacity to develop the necessary skills for ecotourism development. Such training would be accompanied by using a regional consensus building process to (1) develop a regional ecotourism strategy, (2) develop

community-based ecotourism products for the islands and (3) carry out national and international marketing that promotes the Togean Islands as an area of integrated biodiversity conservation, community participation in ecotourism and environmental education.

The community groups have been established and the first training on ecotourism and basic conservation was conducted. The community ecotourism groups would also be trained in enterprise development. More significantly, the community groups have formed their own network, Togean Ecotourism Network (TEN), in order to empower themselves and implement activities according to principles of ecotourism. Activities include participatory management, conservation outreach, solutions that minimize environmental degradation, provide jobs, build local capacity, enhance government-village cooperation and encourage public promotion of ecotourism. An integrated ecotourism product has already been developed and promoted. Overall, the network approach used by local communities since 1996 has achieved major success in terms of environmental protection, community development and alternative income generation based on ecotourism.

The second case is the development of a community-based ecotourism enterprise in Gunung Halimun National Park (GHNP) in West Java. GHNP is the largest remaining lowland montane forest in Java, characterized by diverse flora and fauna, but under threat by the some activities of the indigenous people living in and around the forest. Local participation was the basis for an ecotourism strategy developed by the Consortium of Ecotourism Development in GHNP set up in 1995. The consortium represents a unique approach to ecotourism and community development. It consists of NGOs, the GHNP administration, one Indonesian university and a transnational corporation, with funding in the form of a grant from a donor country. It was recognized that such a consortium should reflect diverse skills and organizations in order to succeed with both tourism development and conservation goals.

Three villages in the north, east and south of the park's access corridor would be developed as ecotourism destinations, where mechanisms would be developed for local people to own and manage the ecotourism and conservation projects and programmes. Besides local participation, other priorities of the project have been identified as distributional equity, participation by various groups and social sectors, revenue sharing and job creation.

Since 1997, when the three villages opened guesthouse complexes and developed related facilities, the GHNP Consortium has been monitoring the social, biological and economic impact of the project. A number of issues have emerged at the community level concerning participation, communication and social impact and at the consortium level concerning coordination and cooperation, as well as the role of various participants. One major lesson learned thus far is that partnership among all groups and participants is not so easily achieved, even though such partnership must be an integral part of any community-based ecotourism project, if positive results are expected.

**E. Miso Walai Homestay Programme in Sabah, Malaysia:
Model of ecological sustainable community
tourism development¹¹**

The project to set up the Miso Walai Homestay Programme involves four villages in Lower Kinabatangan, Sabah, a state in the eastern part of Malaysia and started in 1998 with funding from the World Wildlife Fund (WWF) of Malaysia and Norway and Discovery Channel Television. The area is within Malaysia's largest river floodplain, which is the habitat of many rare and endangered wildlife species. The area was listed as one of the top ten priority sites in the Ecotourism Plan for Malaysia.

The four main objectives of the project are: (1) building community capacity, (2) improving the local economy, (3) conserving the environment and creating greater environmental awareness and (4) cooperation and partnership at both the community and project level. The project's methodology is based on bottom-up planning with the communities to ensure information transfer to enable local people to fully participate in the planning process and building community capacity to have the necessary skills for sustainable, effective implementation.

Awareness about the environment and intensive training for income-generating activities related to ecotourism comprised capacity building of the communities. This included creating skills for handicraft production, training for guides and providing the business fundamentals needed to operate home stay services, boat service and other ecotourism-related activities. The

¹¹ Based on a presentation made by Marie O'Donnell, Project Coordinator, WTO Rural Tourism Master Plan for Malaysia, at the National Seminar on Sustainable Tourism Development: Community-based tourism development and coastal tourism management in Indonesia, 27-28 June 2001, Jakarta, Indonesia.

local economy was improved by providing alternative income-generating activities related to ecotourism. In addition, community tourism associations were set up to operate the home stay, boat service and handicraft product development.

Environmental conservation and awareness are part of an ongoing campaign, which involves use of best practice ecotourism codes for all activities, including plans to create an Eco Resort using only natural, renewable resources. The campaign extends to village landscaping and cleaning up litter, rehabilitation of the forest area near the villages and monitoring illegal logging activities.

Cooperation and partnership involve a variety of stakeholders, including members of MESCOT (Model of Ecological Sustainable Community Tourism), WWF, the State Department of Tourism (Sabah), the Ministry of Culture, Arts and Tourism (federal government), Sabah Forestry Department, the Community Development Agency, the district office and local and foreign tour operators. The Sabah Forestry Department has highlighted the objectives of the project in relation to forestry issues and made a long-term commitment to support community-based ecotourism. Reports about the progress of the project have been disseminated and various travel trade enterprises have been interested to pilot similar trial ecotourism programmes. Other local stakeholders have asked for MESCOT to cooperate in efforts at recovering plantations and reforestation. Various interested groups have visited the villages on familiarization tours to give recognition and support to the project.

Total revenue earned from the home stay services, the boat service, handicraft sales and relate activities during the first six months of operation have been significant for the communities, given the low economic base before the project. The benefits to the communities have encouraged local people that the project will be able to grow in the future. It is important to keep in mind, however, that community-based tourism must necessarily be a small-scale project designed to benefit local communities while being sustainable and sensitive to the environment.

Problems have been encountered at the community level before there was any awareness that sustainable ecotourism development could generate benefits. Greater awareness about the importance of forest conservation and maintaining a commitment to conservation had to be created in a social context that was suspicious of such ideas. Transparency in all project decisions and activities, maximum efforts to encourage the widest participation and the principle of fair

sharing of benefits have helped to overcome local suspicions. It has been reported that the community still needs to develop more skills and experience in order to take over the general community operations of the project. Social, economic and environmental benefits have been created, but they need to be increased in order to employ a full time coordinator and to operate as a successful, sustainable community ecotourism enterprise.

Plans for the future include development of the Eco Resort, ongoing work to strengthen community capacity and continued growth at a steady, sustainable pace. The process leading to full takeover by the community may involve creation of an umbrella group to act as a cooperative for the community tourism associations. The cooperative could hire a full time coordinator to help oversee development, promotion and marketing of all tourism products offered by the community tourism associations. In this way, a quality ecotourism experience that retains cultural values of the communities and shows a commitment to environmental conservation will help assure the future success of the Miso Walai Homestay programme in Sabah state.

F. Enhancing participation of provincial governments and local communities in sustainable tourism development in the Republic of Korea¹²

Since 1998, the Republic of Korea has had policies to encourage various efforts to develop tourism. The promotion of tourism has been designed to help overcome the economic difficulties caused by the Asian financial crisis of 1997. Expenditures by foreign tourists are considered to have positive effects on foreign exchange earnings and to improve the employment situation. For these two main reasons, the government has developed strategies, plans, policies, programmes and projects to increase the positive impact of tourism.

The main government agency responsible for tourism matters is the Ministry of Culture and Tourism. Each local government authority in seven cities and nine provinces also has its own bureau or department of tourism. Other types of enterprises involved in tourism are in the private sector.

¹² Based on a presentation made by Kwang-Nam Kim, Expert on Tourism, Tourism Unit, Transport, Communications, Tourism and Infrastructure Development Division, ESCAP, at the National Seminar on Sustainable Tourism Development: Community-based tourism development and coastal tourism management in Indonesia, 27-28 June 2001, Jakarta, Indonesia.

“Tourism Vision 21” is the main government plan, which aims to attract 7 million international tourists by launching eight categories of activities with 30 projects over a five-year period from 1999 to 2003. Sustainable tourism development is one category of activities under the government’s five-year plan.

Academic studies and research about sustainable tourism development began in the late 1980s, and the government started its own studies, report and planning in the 1990s. From the beginning of 2000, the central government started to give substantive support and budgets for investment in local ecotourism projects.

Legislation to develop laws and set forth the principles of sustainable tourism development was made at the beginning of the 1990s. The law to cover preservation of the natural environment was passed and projects related to the environment were launched. From the second half of the 1990s, the government passed a number of laws and regulations to preserve the natural environment from the negative effects of tourism industries.

Progress towards sustainable tourism development in the Republic of Korea began in 1999 when projects were selected and the budget was allocated.

In 2000, three projects received support. One was a seasonal programme for watching migratory birds in Chulwon-kun, Kangwon Province. A second project was located in a coastal area in Incheon City and designed to promote ecotourism. The third project in Jeonnam Province was designed to promote tourism to see the effects of tide flows twice a month at a site known as “Mystic Sea Road”.

By 2001, the government extended support to five projects in one city (Siheung City) and four provinces (Kyungki, Kangwon, Jeonnam and Kyungbuk). There are plans to support 13 projects in one city and six provinces during 2002.

Procedures for supporting a project start with the local governments formulating projects with budgets and submitting them to the central government. Then the central government gathers information about projects throughout the country and decides on the priorities in terms of feasibility, equity and sustainability. After projects are selected, the central government decides the level of financial support. Financial support is provided on a 50:50 basis. Other functions of local governments related to sustainable tourism development include: encouraging cooperation and awareness of citizens, conducting public relations,

establishing the system of collaboration with the central government and securing development budgets from various sources.

The central government supports 50 per cent of the total budget for each project and the local government covers the other 50 per cent. The central government also functions to keep balanced development among local authorities, urge citizen awareness and understanding, promote international understanding about sustainable tourism development and do research about model forms in order to introduce and encourage industry to develop new models.

A number of issues still have to be addressed in order that sustainable tourism development is carried out successfully and systematically. Among the issues are: concerned policy-makers and officials lack full acceptance of the concept of sustainable tourism development; funds are lacking, especially in view of local financial conditions; misunderstanding exists between central and local government; the central government must consider balance and equity for projects; all local governments request priority for their projects; there is disagreement between those who are for and those who are against sustainable tourism development; and private enterprises oppose government involvement. Solutions have been proposed that involve a more coordinated approach and special efforts to bring the private sector into the process of sustainable tourism development.

Future prospects for sustainable tourism development are good, because the Republic of Korea recognizes its importance and significance as a world trend. During the last three years, the government's financial support and the number of projects increased by 200 per cent. It is expected that government support for sustainable tourism development will continue and be strengthened. Planning, projects and implementation will be at the provincial and local levels, with political and financial support from the central government. In the future, efforts will be needed at all levels to create public understanding and recognition of the importance of sustainable tourism development. The Republic of Korea also seeks to promote international understanding through sharing of experiences at seminars, workshops and international meetings.

G. Enhancing participation of provincial governments and local communities in sustainable tourism development: Philippine experiences¹³

The underlying premises for enhancing participation in sustainable tourism development are derived from the *InvestTourism* strategy, which advocates the involvement of the various stakeholders in the proper and sustainable development and management of tourism, because this would generate greater benefits for the country. *InvestTourism* advocates a way of thinking that would lead to a number of actions, including the following:

- promote tourism not only as an alternative economic activity but as a major industry and advocate tourism as a way of life and vital part of the ecosystem;
- stress the importance of culture, history and the arts and the need to protect the cultural heritage for the appreciation by future generations;
- urge the key participation of the local governments, host communities and private sector to invest in capability building for planning, development and management;
- encourage local tourism councils and tourism associations to be more organized and committed to meeting community needs;
- focus on the importance of education to create greater awareness of the benefits from tourism that is well-planned and monitored;
- stress the need for laws, regulations and enforcement of environmental protection, labor development and operating standards, land use and visitor protection;
- emphasize the need for local government units to develop and maintain transportation and communications infrastructure and basic utilities;
- help the community develop entrepreneurial skills and a sense of cooperation in tourism businesses;
- urge local government units to improve data collection to help in planning and marketing;
- facilitate implementation of the National Tourism Satellite Account to properly determine the economic contribution of tourism;

¹³ Based on a presentation made by Evelyn Alcaraz-Macayayong, Officer-in-Charge, Office of Tourism Coordination of the Philippine Department of Tourism, at the National Seminar on Sustainable Tourism Development: Community-based tourism development and coastal tourism management in Indonesia, 27-28 June 2001, Jakarta, Indonesia.

- bring together all government agencies to help promote tourism and investments by way of harmonized policies, constant consultation, information sharing, seamless procedures and joint initiatives; and,
- lobby for stronger support from legislators to adequately fund tourism investment projects.

InvestTourism sees tourism development as a collaborative exercise, which involves investment in human resources, institution building, technology, infrastructure and superstructures, improvement of systems and procedures, proper development and maintenance, law enforcement by industry, civil society and government in order to promote a tourist destination for sustained investment.

With these points in mind, it is possible to consider topics related to sustainable tourism development. The first topic covers the models or types of development used in community-based tourism. In 1986, a home stay programme was launched in the Philippines. Homeowners could enroll in the programme, receive training in basic hotel management and be accredited with the Department of Tourism. By 2001, there were 200 accredited homes throughout the country. Home stay provides a more personal tourism experience where friendships can develop and tourists gain in-depth understanding from directly sharing the Filipino culture. Since 1998, five areas of the country have participated in the Entrepreneurial Development in Rural Tourism (EDRT) programme. The aim is to provide skills in marginalized communities to develop crafts for producing souvenir items. The ERDT programme provides a four-phase training programme.

The Philippine Agrotourism Programme is another type of community-based tourism development. The Department of Tourism designed this model to provide alternative livelihood or supplement agricultural activities. Special types of farms have been designated, with an emphasis on environmental protection. The Panglao Craft Village at Panglao Island Tourism Estate in Bohol, Visayas Island aims to provide livelihood opportunities for women who operate a handloom-weaving center using indigenous materials and designs from the culture of Bohol.

The Philippine experience with public-private partnerships in community tourism has been enhanced by the EDRT programme of capacity building. Almost all EDRT areas have full support from local government units, the private sector and NGOs. Participating organizations make their commitments through memoranda of agreement. The regional offices of the Department of Tourism

play a role in encouraging and organizing public-private cooperation. The EDRT programme is currently classified as a micro enterprise, but it can graduate into a small-scale or medium-scale enterprise under the Department of Trade and Industry's project, Developing Rural Industries and Village Enterprises (DRIVE), to set up big-small enterprise partnership schemes. The municipal government supports the Panglao Craft Village project in cooperation with the Department of Tourism and the local private sector.

There are a variety of schemes that have been designed to build capacity in community-based tourism development. In addition to the EDRT programme's training emphasis, there is a programme to build tourism capability in local government units. This includes community awareness, local tourism development and investment programmes and seminars on a wide variety of tourism topics. One new project is the "Community working for tourism" (Bayanihan Para sa Turismo), which has the objective of reorienting Filipinos about the true essence of tourism to make everyone become an active participant in tourism development. Technical assistance grants from donor countries and international organizations have supported various capacity building projects at the local level, as well as at the national level with the National Ecotourism Strategy for the Philippines.

One mechanism established to help decentralize activities and support local implementation of community-based tourism is the Local Government Code of 1991. Since tourism planning, promotion and regulation would be decentralized, the Department of Tourism has been organizing orientation seminars for local government units. The focus is on the fundamentals of tourism planning, marketing, promotion and regulation. This activity will soon be organized under the Tourism Capability Assistance Programme for Local Government Units. In the near future, more activities of the Department of Tourism will be decentralized and implemented by the regional offices. Finally, the memoranda of agreement have been used to establish coordination mechanisms, define responsibilities and implement technical assistance projects. This enables all stakeholders to have a role in bringing about sustainable tourism in their communities.

H. Developing sustainable coastal tourist destinations in Indonesia¹⁴

Indonesia is the largest country archipelago and has the second longest coastline in the world. The land and sea of Indonesia is endowed with a rich and diverse natural environment, and this gives it strong potential for tourism development. However, Indonesian people have only recently become aware of the coasts and seas as national assets.

Regions in the eastern part that have just started developing and archipelagos in the western part of Indonesia could look to marine tourism to support further regional development. Beaches, coral reefs, cultural diversity, handicrafts and scenic beauty attract international tourists to come by air or by cruise ship. In fact, cruise ship tourism is a fast-growing niche market that emphasizes efforts to be environmentally aware. Cruise ship tourism is constantly seeking new destinations and Asia is considered to be its next major growth area. Indonesian islands and beachfronts that are suited for coastal and marine tourism could also open to cruise ship tourism.

However, government agencies have found that Indonesia's coastal environment is under threat from pollution, urbanization and the negative effects of tourism. Since the mid-1990s, the government has begun to take action to address the problems and needs for coastal areas. A Ministry of Maritime Affairs and Fisheries was recently established and given the mandate to restore the coastal eco-system. The focus would be on exploration and sustainable economic use of coastal areas and the seas. The priority programmes are (1) harmonization of exploration with the exploitation of the seas by initiating coordination among the many agencies responsible for the sea and coastal areas and (2) conservation of maritime resources and improving safety and security at sea.

There is a need for public awareness that the seas must be protected and for more detailed legislation to enforce protection of the coastal and sea environment. One possible solution relates to recent efforts to create more openness and empowerment through regional autonomy throughout Indonesia. Regional governments can now consider the development potential of tourism, both for economic prosperity and as a source of regional revenue. However,

¹⁴ Based on a presentation made by Wuryastuti Sunario, President and Director of Tourism and Business Strategic Communications, Ltd., at the National Seminar on Sustainable Tourism Development: Community-based tourism development and coastal tourism management in Indonesia, 27-28 June 2001, Jakarta, Indonesia.

recent experience has revealed that some regional governments see tourism as an immediate source of revenue by creating special taxes aimed at tourists. Charging taxes and increased prices just to raise revenue may undermine the sustainability of tourism in many regions.

Tourism development and marketing require continuous and consistent efforts over time. All stakeholders, especially the government, the private sector and the community, must work together in an integrated manner for tourism to succeed. When considered as an industry, tourism must also have the necessary infrastructure: accessibility, airports, seaports, roads, electricity, water supply, hotel and restaurant facilities and service personnel. A coast guard, the necessary safety measures, boating and other equipment should be in place if tourists are to be attracted to beaches and coasts.

When increasing numbers of tourists come to a destination, then decision-makers, planners and operators must ensure that carrying capacity is not exceeded. When the industry, local people and the government work together through integrated planning and management, then it is more likely that tourism would be beneficial to a destination.

Regions that seek to develop and promote coastal and marine destinations should have action-oriented programmes that include the following functions:

- Direct regulations
- Zoning to establish protected area status
- Use of concepts such as carrying capacity
- Application of economic instruments
- Have funding available for on-going marketing and promotion
- Have training programmes to raise the level of professionalism.

As regions are empowered to become more active, coordination of plans at the national level becomes more important. A national-level agency can ensure consistent, integrated national policy, rules and regulations. The industry should establish codes of ethics about use of coral reefs and other marine resources. The local people can ensure that tourists hold the proper respect for nature and the environment. Where coastal tourism helps alleviate poverty among fishing communities, then international funding agencies can join with loans, investment and other types of assistance. Overall, coastal and marine tourism can be an appropriate development strategy if it is economically viable, accepted and

supported by the local community to enhance society and culture and be environmentally sustainable.

I. A systemic approach to tourism development in island states¹⁵

Tourism has become more prominent in the Indian Ocean region, because it is viewed as a catalyst for economic growth and a means to alleviate poverty. As a form of development, tourism is relatively human resource intensive and can also address gender issues in employment and equity. However, island states face a situation where the economic benefits tend to be offset by social and environmental costs for host communities.

One of the main issues for islands states is the relationship between tourism development and the natural environment. This can be a conflict relationship because the natural environment is both a factor of production and a source of attraction for tourists. The relationship is also extractive since tourists require good supplies of fresh water, clean air and local produce as basic ingredients, which can be extracted only from the destination. The relationship is also aesthetic, since most types of tourism depend on the environment to give the tourist a pleasing amenity, such as the marine environment for diving, mountain vistas and other natural settings. This aesthetic relationship could be viewed as non-extractive as long as tourism does not degrade the environmental amenity provided to tourists.

The general interdependent relationship between tourism and the environment indicates the need for a systems approach to the management of economic and environmental resources when deciding development options for island states. By envisioning tourism as a system, it becomes clear that tourism is an open system that responds to changes in the social, economic and natural environment and is evolving towards greater complexity. Moreover, the tourism system is characterized more by personal interrelations as flows rather than material flows. Once this human element is introduced, there is a clear need for a multidisciplinary approach in order to understand the strength and direction of complex interrelationships.

¹⁵ Based on a presentation made by Graham C. Hornel, Group Chief Executive, The Questbay Group, City Beach, Australia, of a paper written by Jack Carlsen, School of Marketing, Tourism and Leisure, Edith Cowan University, Joondalup, Australia, at the National Seminar on Sustainable Tourism Development: Community-based tourism development and coastal tourism management in Indonesia, 27-28 June 2001, Jakarta, Indonesia.

Island states have been the focus of study using the systems approach to consider relationships involving tourism, the economy, the environment and development. The systems approach is also useful to understand the temporal processes of tourism development. That is, many impacts of tourism are cumulative, such as environmental degradation and over-crowding, and this makes it necessary to understand processes of change in tourism development over time. In addition, a systems approach can be used to understand fundamental interrelationships of tourism development, living standards, community attitudes and environmental conditions, all of which are not well understood for island states.

The issue of biodiversity in coastal and marine environments of island states is characterized by complex interrelationships that need to be understood with a systemic approach. Biodiversity is, in fact, a tourist attraction and any loss of biodiversity could result in reduced tourism. While natural and human forces can cause a decline in biodiversity, programmes to regenerate the environment could offset such declines. However, the positive relationship where greater biodiversity attracts more tourists is finite, which means that over-development could ultimately reduce both biodiversity and tourism. Policies and programmes about land use, waste generation and fishing will be crucial for making Asian and Pacific island destinations competitive and attractive to tourists.

There remains a general lack of understanding about how tourism development is interrelated with the broader economic, social and environmental context of island states. Without this understanding, island states will be less able to address the issues of human and environment resource management, equity in employment and income and poverty eradication. Where this understanding is missing, there will be uncontrolled tourism and it will create the seeds of its own destruction. For islands in the Indian Ocean region, the systemic approach can give tourism planners and managers a tool and a knowledge base for more complete understanding of how the demand for tourism must be matched by the ability of host communities and the natural environment to meet these needs. In this way, appropriate policies and programmes would help to facilitate tourism development for island states, particularly in the Indian Ocean region.

J. Public-private partnerships for community-based tourism ventures in Indonesia¹⁶

There are several basic characteristics of community-based tourism development that make public-private partnerships a possibility. First, communities may not have the skills and experience in tourism management. Second, community tourism ventures take time to set up and require a process of intensive capacity building. Third, community tourism ventures may not be profitable when they are initiated.

This gives scope for combining private sector capacities with capacities of government agencies in order that both achieve their goals more quickly and efficiently and at lower costs. It is important to keep in mind that public-private partnerships (PPP) can combine the public sector goal of development and the private sector goal of profitability. There are four criteria that will affect any decision to have a public-private partnership in tourism development. (1) Inputs have to be complementary and give advantages to both the public and private partners. (2) Project goals should be in line with development priorities, that is, poverty eradication, upgrading skills and providing livelihoods for local people. (3) The private company should make a substantial contribution. (4) Public inputs target areas (such as training) that would not otherwise get private sector support.

In addition to these general points, it is also important to consider how public-private partnerships can work for community-based tourism. One way to make such partnerships work for community-based tourism is by working with bilateral donor organizations that give priority to this approach. Two examples are the Tourism Challenge Fund (TCF) of the Department for International Development (DFID) of the government of the United Kingdom and the Public Private Partnership Office of the German Agency for Technical Cooperation (GTZ) of the government of Germany.

The central focus of DFID is to reduce by half the proportion of people living in extreme poverty by 2015. The largest share of DFID's assistance is to the poorest countries in Asia and sub-Saharan Africa. The TCF seeks to encourage the private sector to lead tourism initiatives that will benefit the poor. The funds

¹⁶ Based on a presentation made by Carsten Hutche, Principal/Managing Consultant, Environmental Professionals, Ltd., Singapore, at the National Seminar on Sustainable Tourism Development: Community-based tourism development and coastal tourism management in Indonesia, 27-28 June 2001, Jakarta, Indonesia.

are available to any private sector organization, but a partner from the commercial sector is required. The aim is to have tourism businesses link with small enterprises, provide training to poor people for improved employment opportunities, strengthen the positive social and cultural effects of tourism, reduce the negative environmental impact of tourism and create a policy and planning framework that encourages participation. There are some conditions placed on the financing from the TCF.

GTZ has expertise in project management and specializes in consulting for institutional development. Among the areas for partnership for the German PPP Office of GTZ are: training and education, energy and environmental management, work-place safety, certification, infrastructure and institutional development. GTZ sets conditions on the financing from PPP, including the requirement that the private sector partner should be any German company or its subsidiary, regardless of size or type of business.

One example of a PPP project support by GTZ is the Olango Coral Farm in Cebu, Philippines. In 1998, a community-based coral farm with an ecotourism component received seed funds from GTZ. Private sector contributions were given from resort operators to help rehabilitate the nearby reef. One result of the project was to create a new day-trip destination for resort tourists from Cebu-Mactan.

The two examples of bilateral funding agencies show that links between community-based tourism and public-private partnerships have been encouraged as part of donors' support for overall development strategies. Some conditions are attached to the financing component and the projects must have a time frame of three years or less. This type of donor support can serve as a catalyst for local initiatives that combine the goals of the public and private sector in order to overcome some of the development constraints encountered in local communities.

Chapter III.

Enhancing national capabilities for sustainable tourism development

A. Sustainable tourism development: Principles and practices¹⁷

When policy-makers, planners and investors decide to develop the tourism industry, they find that there are many different forms of tourism. The forms vary according to their location, the interests of the tourists and the tourism resources that are available. Regardless of form, however, there are certain positive impacts of tourism that are expected to contribute to development. For example, there is added support for the economy of a community, new employment is created, community stability can be maintained, amenities in the area are enhanced and the community can build a sense of pride and local identity. At the same time, planners and stakeholders have to take into account possible negative impacts from tourism.

Sustainable tourism is one approach to development of the tourism industry designed to provide a context that can guide choices, bring together stakeholders so they act in the common interest and help decision-makers see more clearly how to balance the positive and negative impacts at present and in the future. One definition of sustainable tourism states that it is tourism developed and maintained in an area (community, environment) in such a manner and at such a scale that it remains viable over an indefinite period and does not degrade or alter the environment (human or physical) in any way that might prohibit the successful development and well-being of other activities and processes. This definition includes a number of imperatives that should serve as guides for action: (1) make prudent use of the earth's resources, (2) alleviate poverty and reduce gender inequalities, (3) enhance the quality of life, (4) preserve biodiversity and life support systems for all natural habitats, (5) preserve indigenous knowledge and ways of life based on respect for different traditions, and (6) encourage bottom-up responsibility for participation and enhanced capabilities for local level decision-making.

¹⁷ Based on a presentation made by Walter Jamieson, Asian Institute of Technology, Bangkok, Thailand, at the National Seminar on Sustainable Tourism Development in Myanmar, 30-31 August 2000, Yangon, Myanmar.

From these premises it is possible to set forth a number of principles for sustainable tourism development. The main principles include the following:

- Residents must maintain control over tourism development and planning requires broad-based community input.
- Quality employment must be provided for the community along with education and training programmes.
- Distribution of the benefits must be broad-based and cooperation among local stakeholders is essential.
- Intergenerational equity must be provided and tourism businesses and other tourism agencies must adopt long-term planning horizons.
- Tourism strategies and plans must be linked to broader initiatives reflected in economic development plans of the community, region or nation and move away from the traditional growth-oriented model.
- Harmony is required between the needs of the visitor, the place and the community in order to promote appropriate uses and activities.
- The scale and type of tourism facilities must reflect limits of acceptable use, and this means guidelines are needed for tourism operations and impact assessments must be required.
- The community heritage and natural resources must be maintained and enhanced using internationally acceptable criteria and standards.
- Marketing for sustainable tourism must provide for a high quality tourist experience.

The practice of sustainable tourism development is based on management of capacities and sites. Simply put, carrying capacity measures the level of use that is sustainable. However, there are a number of issues to be addressed, which means that carrying capacity becomes quite complex in the management of tourism development. Every environment serves multiple purposes and sensitivity to different use levels depends on the values of all users. A range of valued products and services must come from the same environment and different types of use have different impacts.

Carrying capacity can be useful because it draws attention to limits and thresholds beyond which a site should not be developed. There are a number of ways to measure carrying capacity, including: (1) tangible resource limits, (2) tolerance by the host population, (3) visitor satisfaction, (4) rates of growth, and (5) other quantifiable indicators.

Site management involves managing visitors, educating visitors and having a visitor use plan. There are a variety of means that can be used to manage visitors by controlling or restricting access. Visitors can be educated through interpretation of local cultural values, by providing cultural guidelines, having discussions and briefings on arrival about appropriate behaviour and by using advertising and promotion campaigns. A visitor use plan can be prepared to indicate and control the physical access to sites.

While there are a set of principles and practices to help guide sustainable tourism development, stakeholders still face a number of challenges. Among the challenges are the following: Getting the public sector, including governments at all levels, actively involved in the process of conserving and developing cultural heritage sites; obtaining the funds needed to develop products and getting the government to serve as a joint venture partner where appropriate; ensuring that tourism strategies and plans are integrated and linked to broader development plans, especially at the community level; encouraging local businesses, tourism operators and other stakeholders to cooperate; requiring impact assessments, including monitoring and indicators, where tourism development involves heritage resources and communities; making interpretation an essential part of the development process; and finding creative financing appropriate to developing countries and areas of Asia and the Pacific where financial resources might be limited.

B. Expectations of tour operators for increasing tourist flows to Myanmar¹⁸

There are two key viewpoints involved when tour operators make decisions about selecting destinations for international tourists. First is the viewpoint of the tour operator who will be interested in: new destinations where there is less competition, good destinations that will be easy to promote and destinations that provide a high level of security for tourists. Second is the viewpoint of the client/potential tourist who will be influenced by lack of information on how secure the country is, bad images portrayed in the international mass media, the quality of infrastructure, the availability of international restaurants and whether shopping is unrestricted.

¹⁸ Based on a presentation made by Virendra Arora, Manager-Planning and Development, H.I.S. Tours Co., Ltd., Bangkok, Thailand, at the National Seminar on Sustainable Tourism Development in Myanmar, 30-31 August 2000, Yangon, Myanmar.

It can be said that Myanmar has certain strengths and weaknesses according to the analysis of tour operators. Myanmar's strength as a tourist destination is that it is unspoiled and not overdeveloped, especially in terms of the marine and beach environment and the unique and rich culture and its heritage. This makes the country a strong tourism product that is relatively easy to sell. At the same time, however, there are a number of points that detract from Myanmar's attractiveness as a tourist destination. For example, the transportation infrastructure is not convenient or easily accessible and the sense of personal security is not strong. Tourists are restricted to visiting only four places in the country and there is a compulsory charge in US dollars for all arriving international tourists.

Tour operators can offer several suggestions about measures and actions that would increase tourist flows to Myanmar. The government can play a direct role by (1) improving the domestic infrastructure, particularly land transportation; (2) provide more tourism promotional programmes; (3) open Mandalay Airport and provide for more international flights; (4) open land routes at key border crossings with China and Thailand (Tachilek-Mae Sai); and (5) provide better levels of security to help improve the international image. The national tourist organization needs more promotional programmes at the regional and international level and should actively organize its promotional programmes abroad. The tourism industry should work together with the national tourist organization to promote Myanmar as a destination.

Some specific recommendations from the view of a tour operator that could be considered cover the following points. First, flight connections need improvement in order to attract tourists. National air carriers can play a major role by connecting various international destinations to various domestic destinations. This is a prerequisite for making promotions successful. National carriers with flights to various domestic destinations should connect with regional carriers from Bangkok or Singapore, for example, either directly or via Yangon. Second, national carriers should undertake joint marketing and promotion to help increase tourism flows, either individually or in cooperation with international airlines. The national carriers, plus international carriers should have joint marketing and promotion in cooperation with the Ministry of Tourism. Such collaboration could start with product promotion workshops. Third, regular business contacts should be maintained. The Ministry of Tourism could assign the top domestic tour operators to give competitive rates and better services to travel agents and operators overseas. There should also be increased contacts

between Myanmar tour operators and international operators at trade fairs, travel marts, regional workshops, etc.

The main general point to keep in mind is that sustainable tourism development can be achieved only through teamwork and collaboration with a focus on the goal of prosperity for the whole country.

C. Public-private partnership in tourism development: Experiences of Thailand¹⁹

In the tourism industry, partnerships will require some give and take, but overall they involve win-win situations when both sides work together for the larger good. In fact public-private partnerships and cooperation were the main reasons for the success of the Amazing Thailand campaign of 1998-1999. It is possible to see a new paradigm of partnership emerging that goes beyond marketing and promotion and now focuses on developing the tourism industry in a sustainable way.

From 1982 to 1996, tourism was Thailand's top foreign exchange earner, and annual growth in visitor arrivals during 1998 and 1999 has been over 10 per cent. In provinces with high tourism potential, it was found that development of tourism infrastructure had raised the overall standard of living. Nationwide, tourism has contributed to increased appreciation of Thailand's natural and cultural resources and led to stronger calls for protection and preservation.

Among several factors contributing to Thailand's tourism growth, one is the effective use of the Amazing Thailand campaign by the Tourism Authority of Thailand (TAT) and Thai Airways International, the national airline; and the private sector. In effect, this has been more than a promotional campaign. It has made the whole industry focus on the shared goals of increasing tourism revenue by attracting more visitors to stay longer and spend more. In 2001, the marketing campaign keeps the slogan of Amazing Thailand and positions the country as offering "Treasures for Pleasure of the World".

At the same time, tourism policies seek to build stronger awareness about sustainable tourism among government agencies, especially at the grassroots level

¹⁹ Based on a presentation made by Santichai Euachongprasit, Deputy Governor, Tourism Authority of Thailand, Bangkok, Thailand, at the National Seminar on Sustainable Tourism Development in Myanmar, 30-31 August 2000, Yangon, Myanmar.

with related rural agencies. It is important to keep in mind that TAT is more like a state enterprise mostly engaged in marketing activities and it does not have ministerial status. This makes it more imperative to have partnerships with the private sector in order to save costs, generate innovative ideas, oversee the implementation process and ensure that needs of the taxpayers are met. Partnership with the private sector means that they participate in three major processes: (1) planning, (2) implementing and (3) auditing and policy-making.

As part of the planning process, the private sector is represented on TAT's Board of Directors, on the National Committee on Tourism Promotion and Development, as well as various committees and working groups of TAT. In addition, there are high-level industry think tanks that provide year-round, two-way information and help plan and synchronize public-private sector activities. The think tanks help TAT to plan future directions for the industry and help set plans for budget allocations.

TAT partnerships with the private sector have been very successful in the implementation process. This has included lobbying to liberalize the visa policy, providing matching promotional funds, promoting shopping and organizing shopping festivals, organizing joint tourism trade fairs and shows, and many other activities. Three examples of recent successful public-private sector partnerships were the light and sound presentation on the River of Kings (Chao Phraya River) to celebrate the King's sixth cycle birthday anniversary in 1999, the consortium of TAT and 77 domestic tour operators to promote the "Thais Tour Thailand" campaign and the ecotourism project, Kiriwong Tourism Development Project, in southern Thailand.

Since 1995, the Kiriwong Tourism Development Project has involved the private and public sector and the local community as an ecotourism project aimed at environmental conservation, improving a tourist destination and creating better understanding and awareness in the southern province of Nakhon Si Thammarat. In 1996, local people set up the Kiriwong Ecotourism Society to work with the local municipality, the Khao Luang National Park and TAT to conserve nature, preserve local traditions, increase local incomes and improve the quality of life. The project has made the area become a popular ecotourism attraction and has won several national awards.

Auditing and policy-making require collaboration among government agencies and partnership with the private sector. As a marketing agency, TAT

has to work with government agencies that have the legal authority concerning policies related to tourism and nature and cultural heritage conservation. There is a Tourist Business and Guide Act for licensing tour companies and guides. However, TAT has no power of enforcement and must work with the Tourist Police. The private sector is also encouraged to take approaches that are self-enforcing for standards and membership. TAT encourages local officials, such as district and provincial authorities, to become more pro-active in sustainable tourism development. Local officials and communities can work together to make policies and plans based on their views about how tourism fits in with their environment and way of life.

Public-private partnership is a crucial element in sustaining tourism development, especially when governments face resource constraints. The exact nature of the balance between public and private responsibilities needs to be carefully worked out. In Thailand, the tourism industry has met the challenge of marketing, and now it has to address the challenge of managing sustainable tourism development.

D. Human resources development in the tourism sector²⁰

The rapid rates of growth of tourism in Asia and the Pacific have given cause for concern in the area of human resources development. It is important to recall that tourism is a labour-intensive industry and a major source of employment. The World Travel and Tourism Council recently estimated that tourism in Asia and the Pacific directly employed about 55 million people, and this makes issues of human resources development very significant at the regional level.

In most countries of the region there is not a shortage of manpower, but there is an acute shortage of trained manpower in the tourism sector. This has been found to be the case at all levels of the tourism industry. Most countries in the region have identified the main problems as a shortage of trained labour, lack of trainers, inadequate training materials and lack of tourism education strategies as part of the national tourism planning overall. Other issues concerning human resources development in the tourism industry include: working conditions,

²⁰ Based on a presentation made by Sarath Seneviratne, Principal of the Ceylon Hotel School and School of Tourism, and Deputy Director General of the Ceylon Tourist Board, at the National Seminar on Sustainable Tourism Development in Myanmar, 30-31 August 2000, Yangon, Myanmar.

availability of education and training, policy issues, information and technology and cultural issues particular to a country or a region.

It is important to see tourism needs in the broader framework of national human resources development objectives. There are certain standard objectives, but there can be differences in emphasis depending on a country's level of development. More importantly, the objectives have to be linked to human resources development strategies that form part of an integrated plan. For tourism human resources, the strategies for education and training should also be part of an integrated plan covering tourism development overall. However, most countries in the region have not included human resources development strategies in their broad plans.

Developing human resources in the tourism industry faces unique challenges, because customer preferences, travel patterns, information technology and conditions at destinations are changing rapidly. As a result, strong and flexible human resources development strategies are needed. The strategy should mirror human resources needs and the corresponding recruitment, employment and training requirements.

Usually, there are three separate government ministries involved in matters related to tourism education and training: education, labour and tourism. Coordination among these different agencies is important, as well as including other government organizations that might be involved. One way to achieve meaningful coordination that could be proposed by the national tourism organization in any country is to establish a national committee or council for tourism education and training. Such a committee or council could be advisory and consultative and should bring the following together: ministries responsible for tourism, labour and education; workers organizations (unions); professional and trade associations (employers); the national association of hotel and tourism schools; and all other parts of the tourism sector.

Such a national committee/council should set standards and review policies, set objectives and identify results. The committee/council would be required to:

- Monitor labour market conditions and related trends
- Review existing and future needs for tourism personnel in management, supervisory positions, skilled and unskilled staff

- Review programmes of existing education and training institutions to evaluate the relevance to identified needs
- Liaise with the university system to promote development of appropriate programmes and activities
- Encourage the private sector to take initiatives to provide training programmes and facilities (perhaps recommending incentives)
- Advise and encourage in-service training programmes, establish guidelines and organize workshops
- Set guidelines for career development of vocational educators and trainers involved with tourism
- Encourage seminars and workshops about management and supervisory techniques, and teaching and training techniques for trainers
- Liaise with authorities involved in the development of occupational skill standards, testing and certification for designated occupations
- Enhance the image of tourism as an employer and improve recruitment

Strategies for human resources development in the tourism sector should highlight the role of the private sector, with the government acting as a catalyst to create conditions and guidelines. Most tourism employment is in the private sector, and it is thus crucial that the private sector participates, provides support and resources and gives consultation. The private sector also has to see that it will benefit from national objectives, strategies and policies for human resources development in the tourism industry. In fact, studies have shown that profits increase due to improved quality service and costs are reduced significantly when companies invest in training. Trade associations can play an important role to encourage the private sector's direct contribution to tourism human resources development.

There are a number of international and regional organizations that provide support in the area of human resources development in the tourism industry. For example, WTO's THEMIS Foundation offers standardized programmes and provides access to resources and has developed TEDQUAL and GTAT as tools for designing, defining and managing quality standards for tourism education and training. ESCAP has assisted member countries and areas to set up APETIT as a regional network for tourism training and education institutes to pool and share their resources and cooperate in human resources development in the tourism industry. While tourism policy-makers and practitioners face a number of issues concerning human resources development, coordinated actions at the national

level and cooperation at the regional and international levels can help in the search for solutions.

E. Facilitation of travel: Experiences of Thailand²¹

The tourism paradigm that focuses on tourists' needs and wants has undergone a major change that gives attention to security, sanitation and satisfaction. This has had a strong effect on many countries' tourism policies, in addition to the effects of greater global interdependence and regional integration, which have created a rapidly changing global tourism market. For Thailand, facilitation of travel involves attention to any impediments and obstacles that affect the flow of international tourists and the growth of tourism, which can be influenced by government policies.

Thailand has taken initiatives in seven main areas to decrease obstacles and thus facilitate travel and tourism. The first area is accessibility, and this includes access by air, land and sea. There are five international airports in Thailand, and the geographic location has made Thailand a hub for the region and subregion. About 80 per cent of all tourists arrive by air. Aviation policy regarding traffic rights remains an obstacle, but the Thai government has adopted an open skies policy by gradually liberalizing its bilateral air service agreements. Thailand has opened 26 permanent immigration checkpoints to facilitate land access at borders with Myanmar, Lao People's Democratic Republic, Cambodia and Malaysia. At some points, there are still obstacles due to inadequate infrastructure. Access by sea has received less attention, although it is a growing segment of Thai tourist arrivals. International cruises that connect to Thailand do not operate regularly, and there is only one major connecting point at Phuket. Obstacles to the development of sea tourism and the sea cruise market are lack of infrastructure and low demand.

The second area is visa facilitation, and removing many obstacles in this area has helped Thailand's tourism growth. Visa exemptions are given to tourists from 59 countries and visa on arrival is allowed for tourists from 97 countries. Some changes have also been made to reduce time-consuming processes at immigration and customs checkpoints.

²¹ Based on a presentation made by Suwat Jutakorn, Director of the Research and Statistics Division, Tourism Authority of Thailand, at the National Seminar on Sustainable Tourism Development in Myanmar, 30-31 August 2000, Yangon, Myanmar.

The third area contributing to facilitation of travel is infrastructure development. This includes building a new international airport, expansion of Bangkok International Airport and highway expansions leading to border checkpoints. Other infrastructure projects have focused on port improvements and development in southern Thailand and mass transit systems for Bangkok. The telecommunications infrastructure has been upgraded and expanded. The public health system gives nationwide coverage and the Tourist Police and Tourist Assistance Centres support the local police with security services for tourists.

Deregulation and duty exemptions comprise a fourth area that helps facilitate tourism. The exit/departure tax was deregulated and the few currency restrictions pose no problems for tourists. Special regulations and conditions are intended to encourage imports of non-commercial goods for international conferences and exhibitions. Tourists can get refunds on the value-added tax as part of efforts to promote Thailand as a shopping destination.

Sustainable tourism development is a fifth area that contributes to facilitation of travel. The concept of sustainable tourism development has made both the private and public sector more aware about cultural and environmental conservation, ecotourism and agro-tourism. Many other government agencies have joined in efforts to upgrade destinations that reflect Thailand's natural diversity and cultural heritage.

The sixth area contributing to facilitation is information technology development. Promotional activities of TAT are being designed to make use of new information technology that gives tourists more channels of tourism information about Thailand.

The seventh area for facilitating travel and tourism is privatization. The government is considering a number of steps to privatize certain parts of Thailand's aviation and airline industry. This should help improve efficiency of services and contribute to effective marketing activities for tourism in Thailand.

It is clear that facilitation can produce both positive and negative effects for tourism in any country, including Thailand. Tourism arrivals and revenues have increased over the last 20 years, and new business and employment opportunities have been created in the tourism industry. Tourism-related infrastructure in various parts of the country has improved the quality of life for local people and helped promote local arts and crafts. Tourism has contributed

to increased awareness about conservation of the environment and the cultural heritage.

However, the carrying capacity has been exceeded at some popular tourist destinations, resulting in pollution, environmental degradation and rising living costs. There is a national plan for ecotourism, but it has not yet been implemented to take a practical reality. As a result, growth of tourism lacks a proper direction. Greater facilitation of travel might also create a negative image as some travelers might engage in various criminal activities in Thailand.

The total picture of tourism development in Thailand or any destination goes beyond facilitation of travel and must include coordination among government agencies and between the public and private sector. In addition, there are opportunities for regional and subregional cooperation that can contribute to tourism development. The use of modern information technology will become increasingly important for the tourism industry during the era of globalization as a part of remaining competitive and as part of reaching target markets. Most importantly, tourists will be attracted to destinations that make sustainable tourism development an achievable, realistic goal that produces results.

F. Tourism development along the Asian Highway: Opportunities for Myanmar²²

Myanmar has a large number and wide variety of tourism resources that should give it a strong potential for tourism development. In addition, there are advantages of geographical location and large areas of environment attractive for ecotourism. These conditions make it worthwhile to consider road linkages with neighbouring countries as one way to attract greater numbers of tourists, especially by means of the Asian Highway as a part of regional and worldwide networking.

The Asian Highway project has been a part of ESCAP work for a number of years. In 1996, the Intergovernmental Meeting on Tourism Development in Bangkok and made a strong request for ESCAP to strengthen its activities for promotion of tourism along the Asian Highway. Tourism development along

²² Based on a presentation made by Yoshio Yamamoto, Tourism Expert, Tourism Unit, Transport, Communications, Tourism and Infrastructure Development Division, ESCAP, at the National Seminar on Sustainable Tourism Development in Myanmar, 30-31 August 2000, Yangon, Myanmar.

the Asian Highway involves utilizing the highway itself and linked roads to expand tourism flows by focusing on road transportation and related infrastructure.

According to ESCAP studies in 1999, the Asian Highway network covered about 90,000 km and included 25 countries. Three out of five of the main Asian Highway routes pass through Myanmar. One section is between Yangon and Mandalay and has links with two national routes. Another section is between Payagi and Myawadi and links with two other national routes. The Asian Highway also has links from Tamu to Mandalay. Another route needs to be upgraded or newly constructed.

At its fifty-second session in 1997, the Commission suggested that ESCAP should initiate activities to promote tourism along the Asian Highway. The secretariat sent a questionnaire to identify major tourism attractions along the Asian Highway, and the Government of Myanmar was one of member countries that responded. Five attractions in Myanmar were selected as accessible or having the potential for access by the Asian Highway: (1) Shwedagon Pagoda in Yangon, (2) Bagan, (3) Mandalay, (4) Kyaikhtiyo Pagoda and (5) Inle Lake. All five are the most well known destinations in Myanmar, and four are along the route of the Asian Highway, with Bagan accessible by feeder routes linked to the Asian Highway.

While both Yangon and Mandalay are large cities characterized as urban destinations, they also have major attractions that show the cultural heritage as well as lakes and rivers that provide a unique natural environment. Kyaikhtiyo Pagoda is a major cultural attraction as a first destination for tourists traveling by road from Mae Sot, Thailand to Myawadi. Inle Lake and neighbouring destinations could be considered as resort rest areas for enjoying the landscape and natural environment. Bagan and surrounding towns may be the most widely known unique cultural heritage sites in Myanmar, which also have a variety of natural attractions nearby. Road conditions may have to be upgraded, but the level of services for tourists using road transportation may be considered satisfactory. The other areas along the Asian Highway may be developed as ecotourism or resort sites for tourists in view of the mountains and hills as natural attractions.

Other areas that have potential for tourism development based on road transportation. One area is the mountain and hill area in the North and North-East near the border with China. This area has high potential for ecotourism

and cultural tourism if some roads are upgraded and opened for general travel. A second area is the coastal area along the Bay of Bengal where there are several beaches opened as coastal resorts. There are also sites that show the cultural heritage of this coastal region of Myanmar. Some feeder roads linking to the Asian Highway would have to be upgraded to attract more tourists.

In addition to the physical aspect of road transport involving the Asian Highway in Myanmar, the government might also want to address several related issues as well. There is a need to provide more information and public relation services in the major home countries of tourists interested in Myanmar. Increased facilitation is another issue to be considered, such as issuing visas on arrival at all entry checkpoints, by air and road, in particular. Facilitation could also include greater access by allowing entry at one checkpoint and exit at another checkpoint. Services along the land routes, including the Asian Highway routes, should include road signs in English and facilities for travelers, such as restaurants, gas stations and tourist information centers.

Overall tourism development along the Asian Highway requires three types of actions: (1) construction and upgrading of road facilities, (2) planning and development of tourism infrastructure at tourist destinations and (3) improved services for tourists. In most situations, the government is usually expected to implement projects involving infrastructure. However, resources may be limited and the scale of the projects may have to be large and integrated with each other for efficient implementation. It might be possible to consider public-private sector partnerships for such projects, but the government must make careful plans, set priorities and draw up a budget that includes some self-financing components. It is important to keep in mind that tourism infrastructure development is part of national infrastructure development, which can be expected to contribute to the overall social and economic well-being of everyone in the country.

Chapter IV.

Conclusion

A. Overview of challenges and opportunities for sustainable tourism development

The most important challenge for sustainable tourism development concerns the perspective and expectations that all stakeholders, particularly government policy-makers, have about tourism's contribution at the local, regional and national levels. Many developing countries view tourism as a vehicle for economic development, given its potential to earn foreign exchange, create employment, reduce income and employment disparities, strengthen linkages among economic sectors and help to alleviate poverty.

The challenge facing policy-makers is to have a broader perspective and better understanding that there can be both positive and negative effects from tourism development. Moreover, a broader perspective challenges all stakeholders involved with tourism from the community level to the national level to find the means to work together in more proactive ways that will increase the positive effects and minimize the possible negative effects of tourism development.

Sustainable tourism development provides the opportunity to take proactive approaches based on broad participation by stakeholders, which would contribute to more effective policies and plans. This would increase the opportunities to realize the full social and economic potential of the tourism industry. Sustainable tourism development creates the opportunity for governments and all stakeholders in the tourism sector to aim at ensuring long-term prosperity and quality of life for future generations. Sustainable tourism development also creates opportunities to preserve natural and cultural heritages for tourists and local people in ways that address development problems and reduce risks to the environment and ways of life.

In the Asian and Pacific region, the opportunities to sustain tourism development have been recognized by the member countries and areas of ESCAP upon the adoption of PASTA. At the national and regional levels, PASTA provides a comprehensive guideline for addressing governmental policy making, planning and managing sustainable tourism development. The focus is on providing a clear mandate for governments of ESCAP member countries and identifying areas

of work where various stakeholders can collaborate to develop tourism in an integrated way from the national level to the community level.

PASTA sets forth the general requirements for sustainable tourism development along with actions that can be taken in six theme areas. PASTA provides opportunities to address the challenges and seek solutions at the national level with supporting action at the regional level. One important form of supporting action is the organization of national seminars and workshops when ESCAP member countries and areas make requests. National seminars and workshops can help countries strengthen capacities to address various issues in a comprehensive, systematic way.

As part of its mandate under PASTA, ESCAP has collaborated with other international and regional organizations during 2000 and 2001 to organize national workshops held in China, Indonesia and Myanmar. By means of workshops and seminars it is possible to promote better understanding of the issues related to sustainable tourism development, including ecotourism, the role of public-private sector partnerships, human resources development, community-based tourism and integrated planning for coastal and marine tourism.

B. Major issues at the national level

According to PASTA, issues of policy-making, planning, management and the participation of the private sector and other stakeholders must be addressed in terms of opportunities for action and possible constraints that need to be overcome by concerted efforts. It is important to keep in mind that these issues cut across the six theme areas of PASTA as well as show the linkages among the themes.

For example, finding ways and means to balance sustainable tourism development with environmental protection raises issues about environmental management in relation to infrastructure development and investment. Related issues concern how to make proper use of local resources, how to develop human resources for community-based tourism and management of cultural and heritage sites and where to find the financial resources to support environmental protection and promote community-based tourism in more remote areas that are less developed.

Another issue relates to what countries need in order develop tourism that would be economically viable, socio-culturally acceptable and environmentally

sustainable. This involves issues of enhancing national capabilities in order to take actions leading to responsible tourism that would bring benefits to wide segments of society. A related issue is defining the nature of private-public partnerships within diverse national socio-economic contexts and finding ways to ensure that benefits are shared equitably among various stakeholders.

C. Recommended strategies for enhancing national capabilities

Broad participation of all relevant stakeholders from the national to the community level in the process of tourism development planning and implementation is a major recommendation for addressing many issues related to sustainable tourism development. Integrated tourism planning or use of a tourism master plan that incorporate principles of environmental management, enhancing participation capabilities at local levels and community-based tourism are all part of a general strategy that values the contribution and collaboration of all stakeholders in order to arrive at efficient and effective solutions, plans and projects that are sustainable.

Recommended strategies for mobilizing resources to support implementation and sustainability should focus on those resources that already exist at national levels and in the region. Where countries place emphasis on human resources development, it is recommended that their tourism training and education institutes network actively within APETIT. Increased access to financial resources could involve efforts to encourage greater contributions from the private sector, especially in the form of public-private partnerships. Governments might also evaluate investment policies and regulations to encourage a wide variety of arrangements that could enhance private sector participation in sustainable tourism development.

In countries where authority is being decentralized and greater public participation is being encouraged, integrated tourism planning and local participation to organize and implement community-based tourism can broaden social participation and encourage good practices. Public-private sector partnerships should also be encouraged at local and community levels.

Facilitation of travel should be considered as a key area for action in order to sustain tourism development. This will involve careful decision-making and planning to balance accessibility with carrying capacity at all levels, especially in communities, fragile environments and designated tourist sites. Sustainable

tourism development should also be responsive to rapid changes and new demands in the international tourist market. Facilitation of travel in countries of Asia and the Pacific should include addressing issues raised by barrier-free tourism and accessibility for persons with disabilities. There have already been some noteworthy regional initiatives to look at the tourism industry in terms of accessibility that is barrier free and that respects the human rights of people with disabilities. Follow-up action at the national and regional level should be encouraged so that barrier-free tourism and greater accessibility for people with disabilities and older persons is a key component of travel facilitation.

PASTA could be used to enhance national capabilities more effectively, given its framework for viewing the tourism industry as an integrated whole. National reports about progress made and obstacles encountered while taking actions to implement PASTA in the six theme areas should be strongly encouraged. National reports would provide a useful source of information to guide the regional supporting actions by ESCAP and other international and regional organizations. Regional activities such as organizing workshops and seminars at the national, regional and subregional level could serve as significant catalysts for strengthening national commitments and capabilities for sustainable tourism development.