Revisiting Boracay Island, the Philippines: An Integrated Coastal Zone Management Perspective

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A thesis
submitted in partial fulfilment
of the requirements for the Degree of
Master of Applied Science

at
Lincoln University
by
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Lincoln University
2011

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requirements for the Degree of Master of Applied Science.

Abstract

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Tourism is one of the important industries in the world. Tourism can bring positive and negative economic, socio-cultural and environmental consequences at the destination level. Small island tourism destinations are often more susceptible to these various insular impacts due to its geographical scale and environmental fragility. In some destinations, impacts associated with tourism development were able to control by formal plans. There has been a move from sector-specific planning for tourism into an Integrated Coastal Zone Management (ICZM) for island tourism. However, other researchers argued that planning is not an effective measure to control tourism development. Hence, this research examines the effectiveness of a formal plan and ICZM in guiding development in a small island coastal zone area that is experiencing high tourism demand.

This research explores whether or not the Boracay Island Master Development Plan (BIMDP), the first formal master plan for Boracay Island in the Philippines, manifests the components of ICZM. The research also aimed to find out if BIMDP was able to control the developments in the Island. The research results revealed that BIMDP did not manifest the components of ICZM. It also suggested that formal plans were not fully able to control tourism development in Boracay. This research discussed the different factors influencing the implementation of BIMDP and the reasons why ICZM failed to guide the development in the Island.

Keywords: Integrated Coastal Zone Management (ICZM), Coastal Resource Management (CRM), Tourism, Coastal Tourism, Island Tourism, Philippines, Boracay Island

Acknowledgements

The researcher wish to the following people for their help and contribution for developing this thesis:

- Professor Hamish Rennie and Professor Emma Stewart for their supervision and review;
- The New Zealand Agency for International Development (NZAID) for the scholarship;
- The research respondents who gave time and valuable information for this research;
- The researcher's family and friends for the motivation; and
- to God almighty for the spiritual strength and guidance.

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Chapter 1
Introduction

1.1. Overview of the Study

One of the fastest growing tourist regions in the world is in South East Asia which possesses the essentials of tourism – beaches, coral reefs, thousands of islands, and rich cultural developments (Wong, 1998, p.90). Despite rich values and the expansion of tourism since after World War II, sustainable development of tourism remains in doubt due to the negative impacts of many forms of tourism, either directly or indirectly, have on the environment and local economy and society (Hall, 2000, p.2). In coastal areas, the unfavourable outcomes of tourism may be summarised as environmental degradation and modification of natural coastal processes (James, 2000, p.163; Orams, 1999, p.57), and socio-cultural degradation and economic inequity among local dwellers (Orams, 1999, p.66-67). These impacts continue to grow due to increasing tourist numbers visiting the area and further developments to cater to tourists' needs (Orams, 1999, p. 59; Smith, 1991, p.201-203).

In response to the challenges of tourism management, many scholars formulated tourism development models and theories to help tourism developers and managers anticipate impacts of changes, and help them prepare mitigating actions for sustainable tourism (e.g. Orams' (1999) Marine Opportunity Spectrum; Jafari's (1987) Spingboard Metaphor Model; Seddighi and Theocharous' (2002) Model of Tourist Behaviour and Destination Choice; Divisekera's (2003) Tourism Demand Model; and Oppermann's (1993) Tourism Space Model for developing countries). Researchers asked for integrated management for tourism, incorporating and directed by, a comprehensive plan without neglecting the importance of sound environmental health (Wong, 1998; Courtney and White, 2000). As Wong (1998) argued, "The use of a master plan ensures controlled development with effective use of resources while maximizing benefits for all" (p.94). However, there are also authors that disagree as to the effectiveness of a master development plan as a tool in controlling development of tourism area (e.g. Hunter, 1997; Smith, 1991; Getz, 1983). These opposing findings of scholars lead to questioning the applicability of a formal plan to make tourist areas sustainable and mitigate resource degradation. This is the focus of my research.

In island tourism, there has been a move to plan tourism areas in an integrated manner that promotes integrated coastal zone management (ICZM) through formal planning. The goal of ICZM is to enable the use and development of coastal and marine areas while promoting the protection of coastal/ marine areas and resources in respect to the sustainability of the

environment for present and future generations (Cicin-Sian, 1993, p.29). It also aims to improve the quality of life of people who depend on coastal resources, thereby promoting social and economic equity while maintaining the biological diversity and productivity of coastal ecosystems (Burbridge, 1997). Further, it aims to slow and hopefully reverse the negative impacts of unlawful exploitation of coastal resources (DENR et al., 2001). ICZM principles and theories play a key part in this study by providing an analytical framework for evaluating the plans and the processes of planning and plan implementation in the research setting.

This research employs a qualitative research method using a single setting case study – Boracay Island, Malay, Aklan in the Philippines. This approach was chosen because it provides for depth and richness of the analysis. The case was chosen because Boracay was the prime tourist destination of the country and the community who live in the Island are highly dependent in tourism. Also, there were different plans formulated to control tourism development in the Island to promote sustainable coastal resource use - one of which (Boracay Island Master Development Plan (BIMDP)) intends to be an exemplar of ICZM (BIMDP, 1990, p.15). Despite these plans, however, the present condition in the Island shows inappropriate development and consequent coastal resource degradation.

In such places where there is high tourism demand, the case of Boracay Island is a good example to explore the challenges in planning and the consequent effect of the planning process to plan implementation. The specific questions that this research aimed to shed light are detailed in the next section.

1.2. Research Questions

Despite the presence of Boracay Island Master Development Plan (BIMDP) in 1990, a primary tool to implement coastal tourism management and a guide to the Island's development, Boracay still shows indications of unfavourable coastal tourism development and coastal resource use. Sporadic development is observable; coastal resources are still being degraded, and strongly negative social impacts brought about by tourism have been reported (Carter, 2004). These impacts have also been observed in other coastal or marine tourism sites in Southeast Asian developing countries (see Harris, 2000; James, 2000; Leech, 2000; Hill, 2000; Smith, 1991; and Wong, 1998) with unplanned development. These Southeast Asian countries eventually reached stagnation phase and plans for rejuvenation were made and operationalised. Boracay, on the other hand, already had an integrated master development plan (BIMDP), a formal management approach, before it reached stagnation point, believed to

have been reached in 1997 when a dramatic decline of 70% from tourist arrivals was observed (Carter, 2004, p.385-386). It can be argued that given the length of time in which planning for coastal zone management in Boracay had been in place, Boracay should be an exemplar of robust integrated coastal zone management practice. That it did not call into question the effectiveness of such plans. Of course, seven years may not have been a sufficient time for the BIMPD to have been able to avert the impacts of inappropriate development and consequently, confirming whether the BIMPD has been effective will be a valuable contribution to the field. However, if it has not, then the reasons "why it has not" may lead to questioning the whole concept of the ICZM approach. Based on preliminary research conducted, the latter appeared most likely. However, regardless of whether development on Boracay is sustainable or not, the key question is whether the master plan has played a significant role in the outcome. Whether the outcome is an exemplar of sustainable development or a failure, it is irrelevant if the BIMPD had no role in the outcome. To summarise, the driving question for this research was:

"How effectively has the formal master plan been in guiding the development of touristic coastal zone areas on Boracay Island?"

In order to address this question, the following sub-questions must be answered first:

1. Does the BIMPD manifest the components that one would expect in an ICZM plan? If yes, what is the extent of the application of ICZM components in BIMDP?

2. Does Boracay continue to exhibit uncontrolled development? If so, what are the contributing factors that have led to continued uncontrolled development?

3. Is the development pattern in Boracay due to the application of ICZM? If yes, to what extent has ICM been applied and what are the factors that help facilitate its application? If not, what are the factors that impede its application?

1.3. Justification of the Study

As noted above, BIMDP and, as will become apparent, other related formal plans will be the basis for evaluating the usefulness of a formal plan to validate the applicability of the ICZM concept in countries with high tourism pressures. Therefore, in conducting this research the result will shed light on the usefulness of formal approaches for ICZM in developing countries with high tourism demand; and will help fill the research gaps regarding the implementation of an integrated master plan as a primary tool for ICZM in cases where it fails to ensure controlled development.

In terms of the research significance to the Philippines, the research can elucidate possible approaches to other developing tourist islands in the Philippines to mitigate or avoid negative situations that Boracay is currently experiencing. Moreover, by focusing on the ICM planning and implementation strategy, this research can aid the coastal resource management process in Boracay Island to ensure sustainable tourism and coastal resources.

1.4. Researcher's Interest

The study triggered the interest of the researcher with regards to ICZM primarily because of the implementation of Executive Order Number 533, series of June 2006 (E.O. No. 533, series of June 2006), "Adopting Integrated Coastal Management as a national strategy to ensure the sustainable development of the country's coastal and marine environment and resources and establishing supporting mechanisms for its implementation." The implementation of E.O. No. 533, series of June 2006 prompted the researcher's inquiry on its probable successful implementation since previously the Philippines did not have a national ICZM policy to guide the coastal management of the country. Secondly, the setting for the case study is a personal favourite vacation place of the researcher. In conducting this research, the researcher hoped that the result would help improve the planning and plan implementation techniques in the Island in order to have sustainable coastal resources. Lastly, her background in marine fisheries and personal interest in coastal management provided further impetus to pursue the research.

1.5. Thesis Structure

The thesis is organised in the following way:

Chapter 2 outlines the background of the setting. The chapter presents the social, physical, institutional, and economic setting of Boracay Island.

Chapter 3 presents relevant theories as bases for this research. Specifically, tourism theories, modelling and planning are discussed. Also, the impacts of tourism on society, economy, ecology and physical settings of tourism destination are set out in this chapter. The discussions regarding principles and theories of ICZM are also noted following the topic about tourism where links between tourism and coastal management are established. Tourism and ICZM theories are used in formulating the evaluative framework for this research.

Chapter 4 provides the methodology used for this research. The research approach and processes of data collection and data analysis are presented in this chapter. It also includes the

challenges in data collection and the approaches used by the researcher to overcome these challenges. The evaluative framework for this research is stated also in this chapter.

Chapter 5 presents the results of the field research. The first section lays out what transpired in the planning and plan implementation of BIMDP while the second part provides information on the planning and plan implementation processes consequent to the implementation of BIMDP.

Chapter 6 presents the research discussion. The first three sections, following the chapter's introduction, discuss the planning processes in Boracay. These are followed by discussion about plan implementation, which is divided into two sections: plan implementation during and after BIMDP. BIMDP is given emphasis in this research because this is the first approved formal plan formulated specifically to control the development in Boracay.

Chapter 7 draws information from the previous two chapters into concluding arguments. The focus of this chapter is to address the main research question based on the research results and discussion. This chapter also provides insights into further possible research that can be conducted to enhance planning and plan implementation processes for effective formal plans in coastal zone areas with high tourism demand.

Chapter 2
Background of the Research Setting

2.1. Introduction

This chapter discusses the background of Boracay Island and introduces the physical, social, economic settings as well as the institutional frameworks for planning and development. This will provide the context of Boracay and how developmental plans were formulated and are being managed.

2.2. Origin of the name "Boracay"

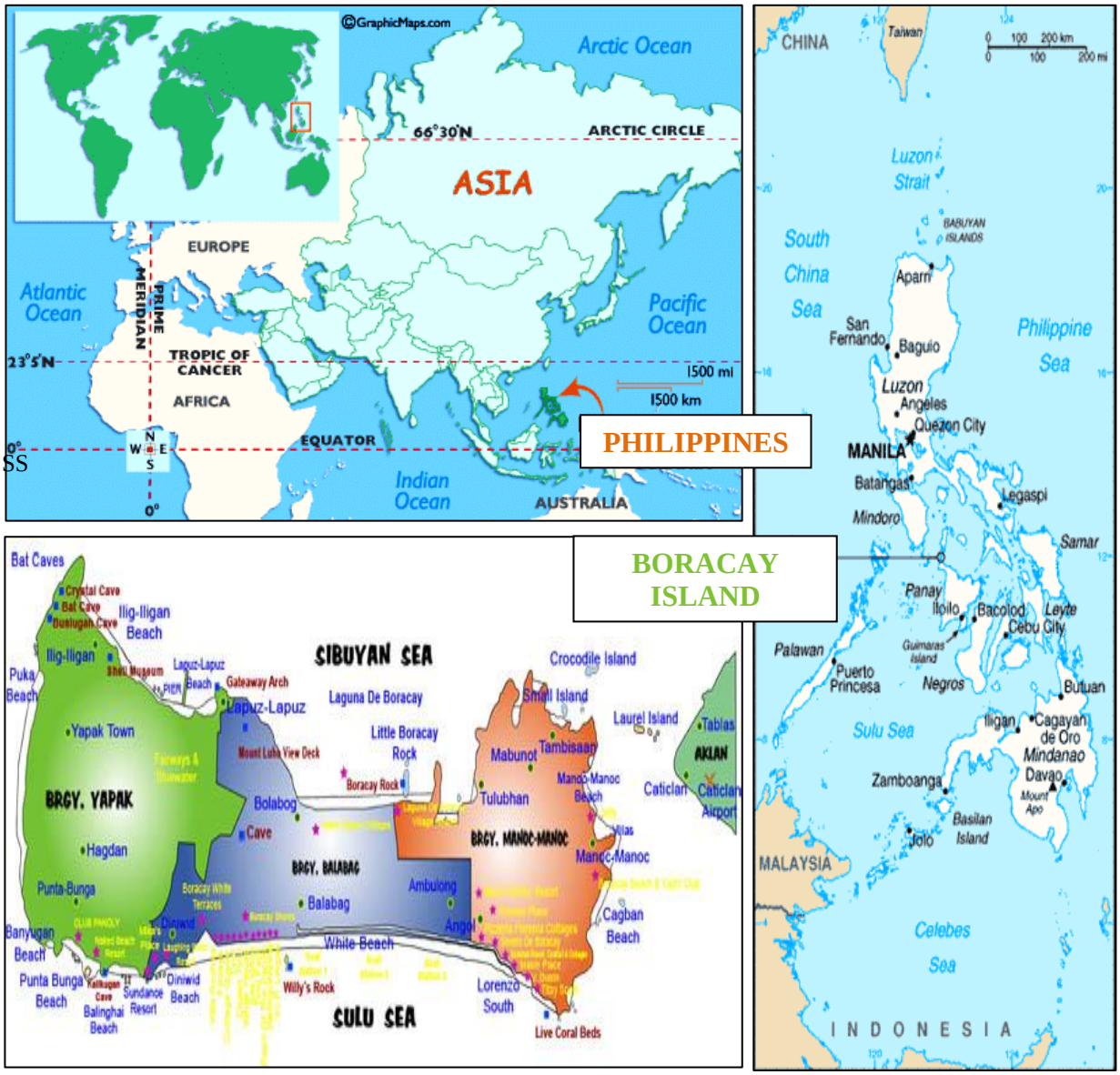
Because of the fine white sand of Boracay Island, it is said that the Island's name originated from the word "borac" which means cotton; from Japanese words "borak" which is a white rice paste mixture used for make-up and "hai" which means "yes" (BIMDP, 1990, p. E1) and "bora" which is an Aeta (indigenous people of Panay) term for sand (CLUP, 2008, p. 1). There is no formal written literature about the origin and history of the Island, but according to local people, was a home of the Aeta tribe (CLUP, 2008, p.1) until tourism development accelerated in the Island in 1970's.

2.3. Location of Boracay Island

Boracay Island can be found between latitudes and longitudes N11^{o}56'- 12^{o}00 and E121^{o}54 – 121^{o}57' respectively (CLUP, 2008, p. 1). It is a small island, which can be seen in the Northwest tip of Panay Island (CLUP, 2008, p.1; Carter, 2004, p.385), west of central Philippines (Map 1). It is about 315 Km south of Manila and 65 Km from Kalibo, the capital town of the Province of Aklan. Boracay jurisdictionally belongs to the Municipality of Malay which can be found in the Province of Aklan. It has a total area of 1 006.64 hectares. Boracay Island is composed of three barangays, (Bulabog, 274 ha.; Manoc-manoc, 416 ha.; and Yapak, 316 ha.) out of seventeen barangays of the Municipality. Barangay is the smallest unit of governance in the Philippines.

At present, the Island can be reached through Caticlan by airplane from Manila to Kalibo or through flights from neighbouring provinces (Iloilo City and Roxas City) where buses and vans going to Kalibo or directly to Caticlan can provide transportation services. Boracay can also be reached through Roll on –Roll off (RoRo) ships, MBRS Shipping Lines, and Negros Navigation and Super Ferry shipping lines which docks in Caticlan Jetty Port. From Caticlan (which is in the mainland of Malay, Aklan), out- rig boats and fast craft carry passengers from

Caticlan Jetty Port to Boracay. The travel time from the jetty port to the Island is about 20 minutes.



Map 1. Location of Boracay Island, Malay, Aklan, Philippines
Map of Asia (World Atlas, 2010)
Map of the Philippines (Wikipedia, 2010); and
Map of Boracay (Hotels Philippines, 2010)

2.4. Population

Trousdale (1999, p. 853) reported that there had been a 200% increase in population over the 15 years since tourism began rapid developments in Boracay. This increase in population has been linked to resource degradation in the Island (Trousdale, 1999; Carter, 2004). Based on a 2007 NSO survey, the population in Boracay is 16,534 which is about 49% of the total population of the Municipality of Malay. Twenty four percent of the Island's population are immigrants who are mostly staff of resorts, hotels, and other tourism-related establishments

(CLUP, 2008, p.78) The average growth rate in Boracay is 16.13 percent. The population increase was attributed to natural growth of local inhabitants and the influx of migrants (along with their families) who are seeking employment or are already employed in establishments in the Island. Immigrants can apply for permanent residency after six months of stay in Boracay. Barangay Nutrition Scholar (BNS) Record of each Barangay showed that the population growth rate was expected to increase as the majority of the residents are in their peak reproductive years (52% of the population is at the prime of productive and reproductive years while 1.97% of the population are past the age of prime reproduction). Mortality rate (3%) in Boracay, on the other hand, is low in comparison with the birth rate (31.87%). Leading causes of morbidity in the Island were associated with air and water quality (CLUP, 2008, p.84).

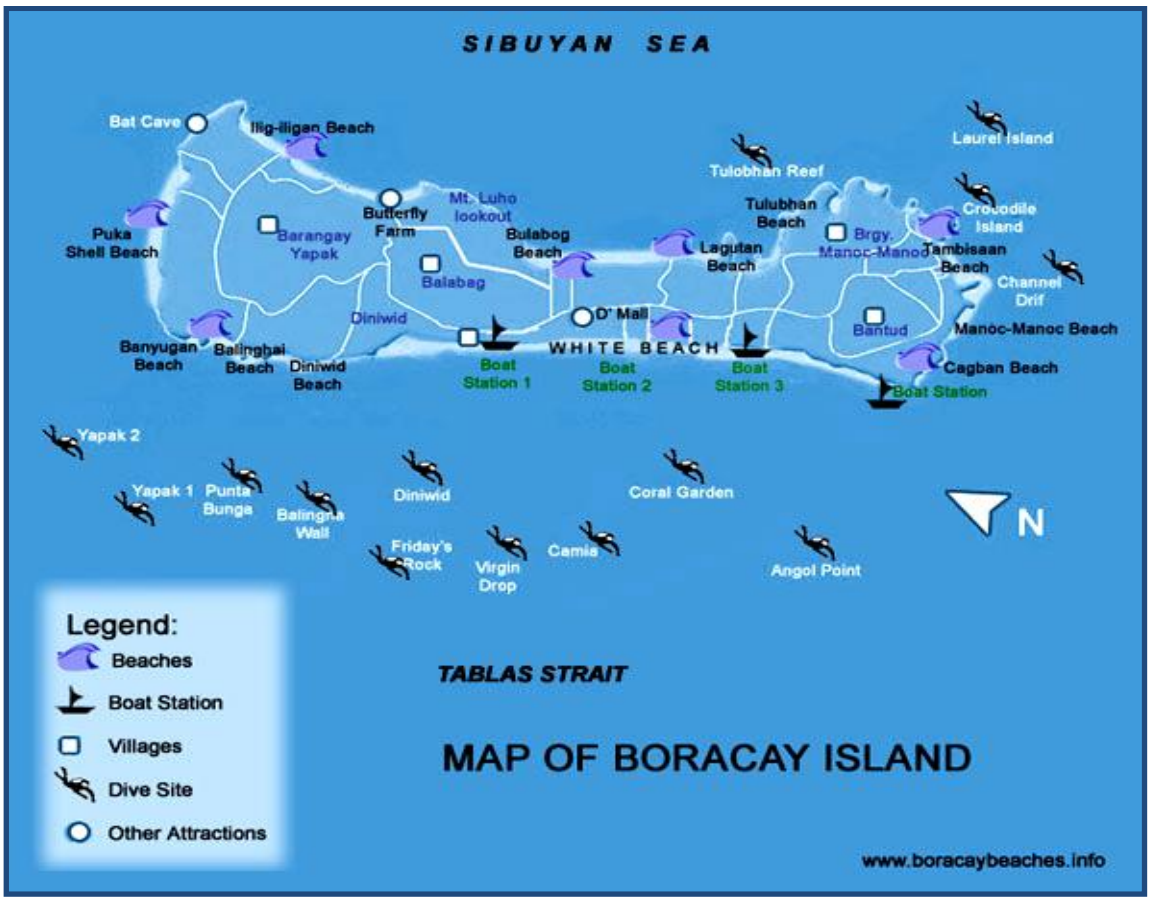
Aside from the Boracaynons (local term referring to Boracay's local people) and immigrants in the Island, an Aeta tribe is re-settling in Barangay Balabag in a shelter (called Ati Village; ati is a local term for Aeta) sponsored by nuns of the Holy Rosary Parish Ati Mission (HRPAM). Some of them are working in tourism (most are part-time workers in resorts) and engaging in traditional coastal fishing. There was no official count of the tribe's population since the Aeta are nomadic. Their population was negligible compared to the total population in Boracay.

2.5. Physical Character

Boracay was estimated to have formed about 500 000 years ago when two neighbouring islets of Sibuyan Sea came together due to strong wind action and net accumulation of beach deposits between the islets (Punongbayan, 1990, D1). Based on Malay Local Government Unit (n/d) data, about two-thirds of the total land area of Boracay fell between 8 – 16 percent slopes. Lowland and gently sloping areas are found near the shoreline. The Northern and Southern ends of the Island are hilly and wider than the central part. The Island is composed of two lime stone headlands which are connected by a sandy strip (the low land) about 600 – 700 m wide and 4 Km long (Punongbayan, 1990, D1). Northern Boracay is made of massive limestone, which makes it more resistant to weathering and erosion. The southern part is made of sandy and rubbly limestone, which makes it susceptible to the aforementioned conditions (Punongbayan, 1990, D1).

The sandy strip, on the other hand, is made up of coralline material that had been eroded from the coral reefs and now forms the main asset of the Island. There are 12 beaches in the Island (Map 2). Amongst them, the white beach is where the main tourism events occur because of

the quality of sand. This area is popular for beach combing, swimming and strolling. The white beach is 4 km long and has three stations. Coastal erosion can be observed in the western side of the Island particularly at Diniwind Beach area in Station 1 of the White Beach. Erosion has been catalysed by illegal and inappropriate seawalls put-up by resorts to protect their properties from erosion. A shallow coastal lagoon, on the other hand, can be found at the eastern side of the sandy strip that serves as a barrier for strong wave action during the Northeast monsoon. Bulabog beach, on the other side of the White Beach, is patronised for wind surfing and kite sailing during the Northeast monsoon season.



Map 2. The beaches and dive sites of Boracay Island (DOT, n/d).

There are two parallel active faults that influence the movements of the Island. One fault transverses North-western Panay is Tablas Fault and found to transect Boracay Island through Lapus-Lapus and exits through Sitio Balabag. The other fault is 20 Km away from the Island (Punongbayan, 1990, D2). The Island is also affected by other earthquake epicentres and tsunamis from nearby islands of Panay and Mindoro.

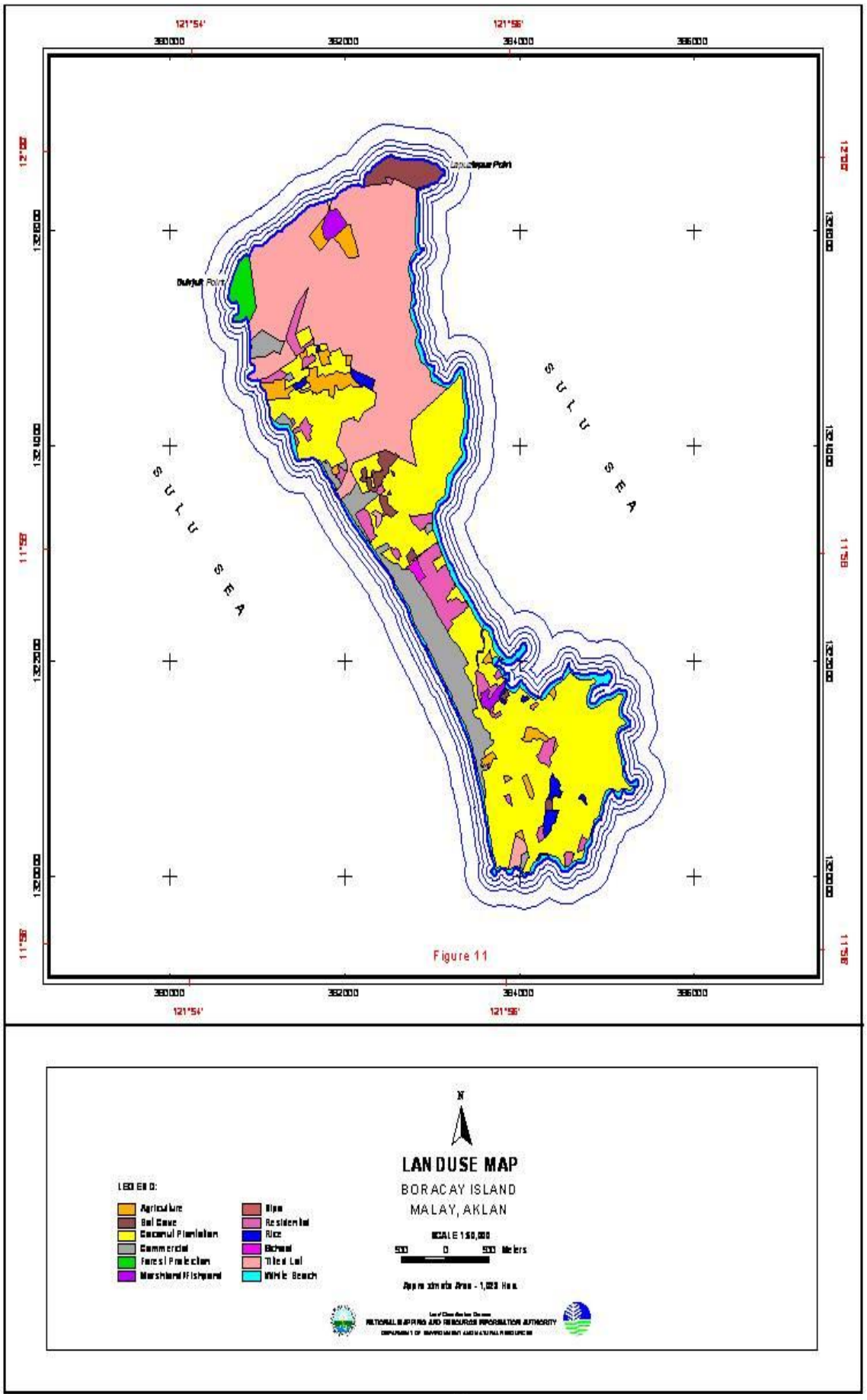
Based on Annex 8 of BIMDP (1990, pp. H-1 to H-3) Boracay's physical character is influenced by two monsoons – Southwest monsoon and Northeast monsoon - that prevail in the months of June to August or September, and November to May respectively. Southwest

monsoon coincides with the wet season in the Island before it battled with strong wind and waves from the Southwest monsoon (dry season). However during the transition period of wind directions, the Island experiences Southeast winds and calm seas for a month. This month is associated with high algal blooms, signalling high nutrient concentrations in the waters of Boracay.

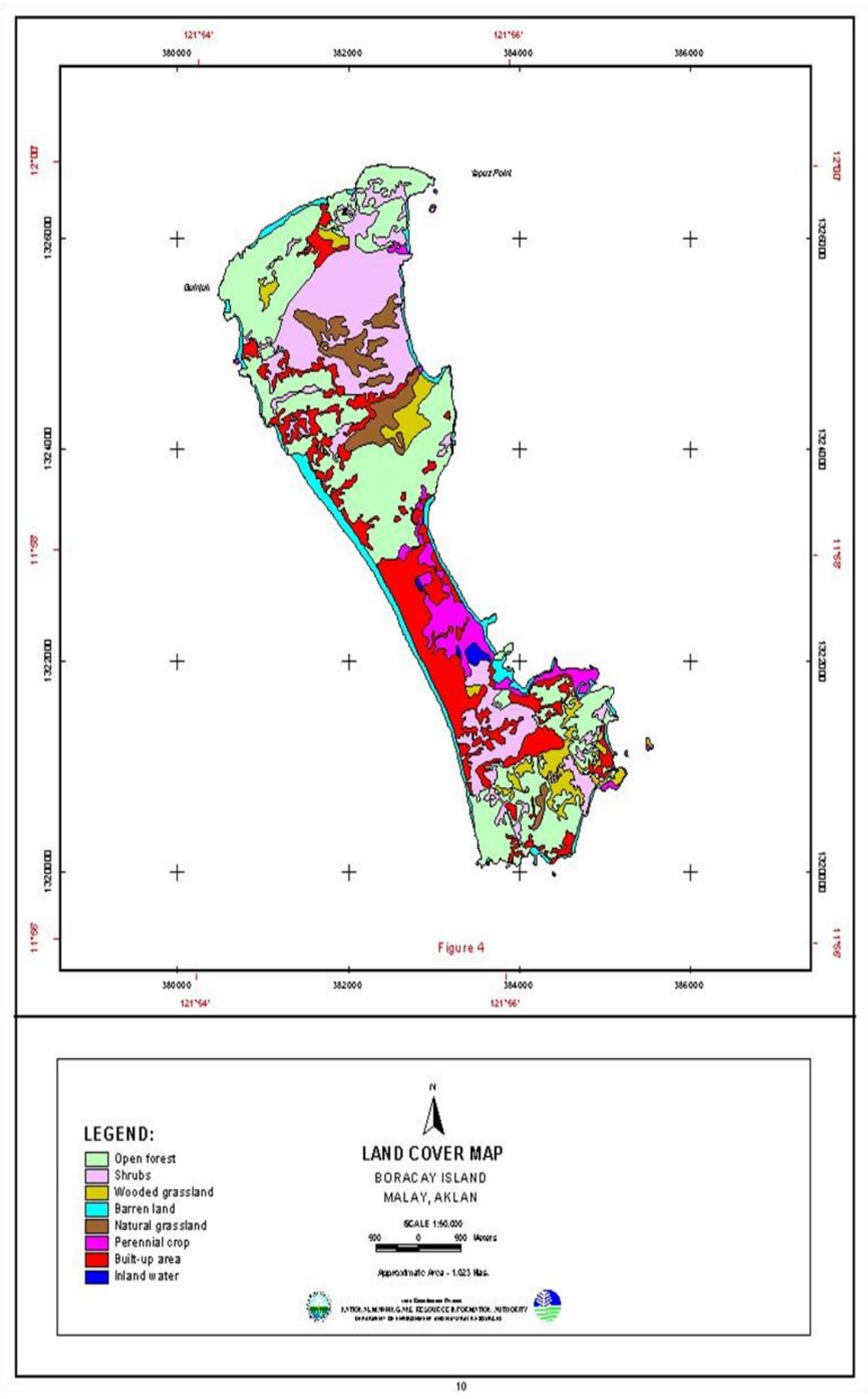
The Island, in general, is categorised with urban development because the main employment of the residents is non- agriculture-related (CLUP, 2008, p.92). Balabag is characterised by urban development rather than island and rural type areas (CLUP, 2008, p.70) (Map 2). This Barangay occupies the narrowest portion of the Island and has the longest beach; hence, more tourism activities and high density of development exist. Manoc-manoc can be described as urbanising with both formal and informal jetty ports as the primary use of coastal resources. The operation of jetty ports shifts from one location to another depending on the weather. The lifestyle in Manoc-manoc is influenced by the mainland as it is closest to Caticlan (CLUP, 2008, p.71). Yapak, on the other hand, can be described as rural. Most forested land can be found in this Barangay and beaches are more isolated with steeper slopes (CLUP, 2008, p. 70). Yapak is allocated for more expansive development, but this is also a threat to forest areas. The expansive hotel development promotes the occurrence of temporary housing of employees without any control. Barangay Yapak also has massive construction barracks where they carved the remaining forest cover of the Barangay for housing space. The development in Boracay is uneven where most developments (more in commercial use than residential) occur in between the White Beach and Bulabog Beach (both in Barangay Balabag), while Barangay Manoc-manoc and Yapak have pockets of development with some displaying more recent architectural residences.

2.6. Natural Resources

Land in Boracay is classified into Forestland (377.68 ha.) and Alienable and Disposable (A & D) land (628.96 ha.) as declared in Presidential Proclamation No. 1064, series of May 22, 2006. Forested land is protected by the government while A & D is agricultural land, titled land, and commercial land. Aside from forested land, protected areas also include vegetation in sandy beach and dune, beach woodland, dry forest type in the karst hills, freshwater swampland, brackish water swampland and mangroves, and sea grass beds (Map 3 and Map 4). It also includes the coral reefs, buffer zone facing the ocean and coastal water itself, and surface and ground water in the Island.



Map 3. The Land Use Map of Boracay Island, Malay, Aklan, Philippines (DENR, 2008).



Map 4. Land Cover Map of Boracay Island, Malay, Aklan (DENR, 2008).

However, the BIMDP, the most recent Comprehensive Land Use Plan (CLUP) proposal in 2008 and the Boracay Environmental Management Plan (BEMP) in 2010 reported that Boracay's natural resources were threatened. Most of these resources are disappearing due to tourism related activities. Vegetation had been cleared for resort developments. For instance, the largest mangrove forest (about 8 ha.) in Boracay only shows patches of mangroves and is now ironically called the "Dead Forest" while the smallest mangrove forest (about 5.6 ha.) is within King Fisher's Farm.

Coral reef degradation in Boracay was associated with mooring of boats and illegal fishing in the early years of tourism development to provide transportation and to cater to high demand of sea foods for tourist. Gomez (1990), prior to the BIMDP formulation, reported that most of the branching corrals in the coral reefs of the Island were dead and specifically in Puka Beach where they were overgrown with algae. Only massive corals were alive in most areas. In 1998, high temperature was found to contribute on the death of corals in the western side of Boracay and in areas which were affected by sewage, very little or no recovery in coral growth was observed (Goreau, 2007). Actions for coral reef restoration were conducted by NGOs in coordination with LGU-Malay. Also, LGU-Malay established seven coral reefs sanctuary via Municipal Ordinance No. 301, s. 2001, three of which were used as snorkelling/diving areas. The most recent study on the coral reef was conducted by DENR as support for BEMP formulation in 2009 and found that coral cover ranges from poor to good.

Coastal water, and surface and ground water in the Island were reported to deteriorate in quality in 1997 due to bacterial contamination and were identified to cause morbidity in the Island (CLUP, 2008). Also, saltwater intrusion to the ground and surface water was found. Water resource degradation in the Island was found to be an outcome of tourism and high population (Trousdale, 1999; Goreau, 2007). Consequent to overpopulation were the construction of 'slum' housing behind the prestigious beach front establishments and a 'plague' of vendors that turned this 'once paradise' into an area with serious sewage problems and environmental degradation (Trousdale, 1999; Goreau, 2007). These findings led to the installation of a sewage treatment plant (STP) and the Boracay Tubi System (BTS) (potable water system) in the Island under the management of the Philippine Tourism Agency (PTA). However, these sanitary systems are not enough to cater to the needs of the society given that there is an influx of population in the Island up to the present. There are residences in remote areas in the Island and residences that are not able to pay for the sanitary services. In effect, there were illegal discharge of sewage in storm water and consequent water contamination. Sewerage disposed in coastal water can elicit high oxygen content in the water and

consequent algal blooms. In 2007, however, DENR reported that coliform occurrence in the coastal water of Boracay while high, was compliant with the Class SB (recreational water class I: safe for recreational use) standard for water usage.

There have been efforts to repair resource degradation in Boracay. The government has released environmental ordinances (Appendix 1), erected sewage and solid waste disposal facilities and re-evaluated land classification based on its use. They also worked with NGOs for mangrove rehabilitation and coral reef restoration. The challenges faced by these efforts are insufficient capacity of sewerage system to accommodate all establishments and houses, insufficient labourers to monitor solid waste disposal after office hours, residents not having enough access to potable water, many yet-to-be resolved land classification re-evaluations before the courts, and NGOs making most initiatives to restore and preserve the natural ecosystems (H1, personal communication, July 06, 2010; S1,personal communication, June 15, 2010).

2.7. Economic Setting

In the 1940s and 1950s, Boracay's main products were from fisheries and coconut plantation. However, since the discovery and proclamation of Boracay as a tourist destination in 1972, this has changed the context of economic sources and values in the Island into dominantly tourism. Local people considered tourism as the best economic option as Boracay gained international popularity in 1980s when the influx of tourists had spurred economic interests. Tourism development has greatly impacted on Boracay's facilities' development, which are even more advanced than those of the mainland, to cater to the needs of tourism. At present, the tourism industry in Boracay Island is the principal source of revenue of the Municipality of Malay. The Municipality became a first class municipality because of the local income (Municipal Annual Report, 2009). Based on Department of Finance Department Order No.23-08 Effective July 29, 2008, the municipality is classified as first class if it has an average annual income of fifty five million pesos or more (National Statistical Coordination Board, n/d). The most recent published tourism receipt (January to September 2010) was more than eleven billion pesos (approximately 301,588,709.77 NZD at 1:0.027 Philippine peso to NZD exchange rate) and had increased tourist arrivals compared with the same period of the previous year (Province of Aklan, n/d). Tourism development could be physically traced (Figure 1) from the development of small native houses offered as second homes to tourists to high-end resort hotels, restaurants, and diverse tourism activities which offer almost 4000 people employment in the Island (Municipality of Malay, n/d).

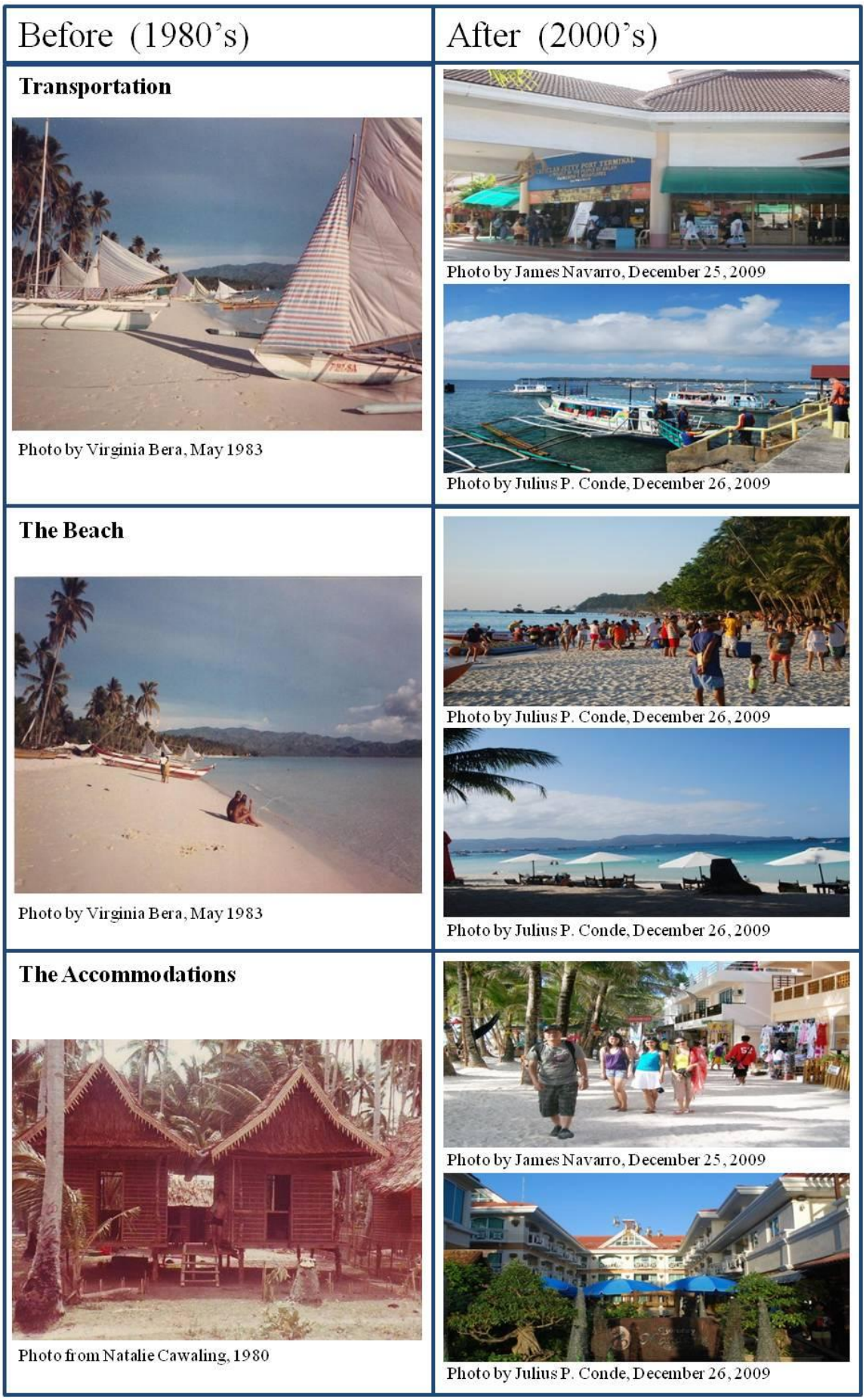


Figure 1. Illustration of the changes in physical setting in Boracay Island, the Philippines.

Agricultural activities are still present in Boracay although its contribution to the Island's economy is minute. A total of 1 157 metric tons of vegetables, cereals, and root crops were produced in 2006, and 3 272 heads of poultry and 846 heads of swine were raised (CLUP, 2008, p. 102). Plant products were considered miniscule in comparison to the production of the Province, and the animal production was even less than the commercial standard for commercial farming. Most of the Island's agricultural products for commercial uses were imported from all over the Philippines (CLUP, 2008, p.102).

The economy of the Island is challenged by several factors. First is the seasonality in tourist arrivals that greatly affects those who were hired under contractual arrangements who become unemployed or underemployed during lean seasons, and the income of other tourism-related activities. Adding to this situation is that local people need to compete with immigrant workers for job opportunities since immigrant workers come to Boracay equipped with knowledge and experience in tourism (that most local people do not have) as their prime purpose in coming to the Island is for employment (CLUP, 2008). Since immigrant employees are not local people, they send parts of their income to their families outside the Island, and this leads to leakage in Boracay's local economy. In addition to economic leakage, most big establishments in the Island have large financial stock holdings from foreign or non-local investors which imply repatriated revenue in the form of dividends (CLUP, 2008). Leakage was also observed in goods sold and used in Boracay as most of these are from non-local suppliers. Lastly, in terms of Boracay's competitiveness in the national market, there are many developing coastal tourism sites in the country (like Bohol and Palawan) that offer reportedly unexplored and cleaner coastal environments than Boracay.

2.8. Institutional and Planning Development

The institutional framework for planning and development in Boracay was influenced by two eras – before and after the devolution of governance to Local Government Unit (LGU). These will be discussed below.

2.8.1. The Era of National Agencies

The period before the LGU devolution started in 1978 when Presidential Decree Number (PD No.) 1801 was released stating that selected marine resources (which includes Boracay Island) were declared as marine reserves and tourist zones. The implementing agency for this decree was the Philippine Tourism Authority (PTA), an implementing arm of the Department of Tourism (DOT) for policy and program implementation on project development. In the case of Boracay, PTA reigned as manager of tourism development in the Island from 1978 to

1990. At the same period, in terms of natural resource utilisation such as forestry and fisheries, National Agencies such as Bureau of Forestry (BoF) and Bureau of Fisheries and Aquatic Resources (BFAR) respectively took control and had autonomy from PTA. The Municipal Government had little or no involvement in managing the resources in the Island. LGU – Malay's function was limited to social needs such as social welfare, health and security. In this sense, planning and management of Boracay Island was top-down where policies and plans were made by National Agencies. The first master plan, the Boracay Island Master Development Plan (BIMDP), was formulated by DOT together with DOT-contracted scientific researchers from the University of the Philippines -Marine Science Institute (UP-MSI). There were two organised business groups during this period – Boracay Island Tourist Zone Association (BITZA) and United Boracay Island Business Association (UBIBA) that actively participated in the consultation process for the implementation of BIMDP.

BIMDP was approved for implementation in 1990 to be enforced by DOT. Unfortunately, the enforcement was turned over to the Municipal Local Government Unit during the devolution of governance from the enactment of LGU Code in 1991. The devolution marked the end of top-down management of Boracay Island and resulted in the total revision of the institutional framework for Boracay's management and enforcement of BIMDP.

2.8.2. The Local Government Unit

Devolution of governance to LGU was made possible through Republic Act Number 7160 (also known as the LGU Code of 1991) in October 1991 and was expected to commence implementation in January 1992. The code was an operative act of decentralisation in accelerating economic development and to upgrade the quality of life of the community (LGU Code, 1991, section 5.c.). This gave autonomy to the LGU to manage their resources in accordance with the code's objectives. It means more power, functions, responsibilities and resources allocated to LGU to meet the priority needs and service requirements of the community. There are four levels of Local Government Units in the Philippines – Barangay, Municipality, City or Province, and Region (Appendix 6). These have made significant contributions to the formation of the institutional framework of Boracay Island.

- **The Barangay Local Government Unit**

Barangay, the smallest political unit, served as the primary planning and implementing unit of government policies, plans, programs, projects, and activities in the community. Barangay plan is prepared for each term (three-year plan) of the Barangay officials with associated annual plan. The preparation of this plan was made by Barangay Development Council

(BDC) through both formal (official meeting) and informal (without written report, only minutes of the meeting) reporting from the Barangay Police and members of the Barangay Council, and consultation with the public. Members of BDC are the Barangay Captain, Barangay Councillors, a representative of the Congressman and representatives of NGOs.

- **The Municipal Local Government Unit**

Although Barangay-LGU is the most in-touch with the implementation of developmental plans, the most influential in terms of planning and management for Boracay is the Municipal Local Government Unit (or the Municipal Government). The Chief Executive, also known as the Mayor of the Municipality, has the authority to approve plans prepared by each Barangay Development Council (BDC) which are consolidated by the Municipal Planning and Development Coordinator (MPDC). The MPDC integrates and coordinate all sectoral plans and research as well as accomplishment reports done by functional municipal agencies (LGU Code, Sec. 476. b.) MPDC presents the consolidated plans including BDC plans to the Municipal Development Council (MDC) that endorse the plan to the Municipal Councillors (also known as Sangguniang Bayan or SB) for evaluation and approval (Figure 2). At present, the MPDC had a dual function as Municipal Zoning Officer (MZO).

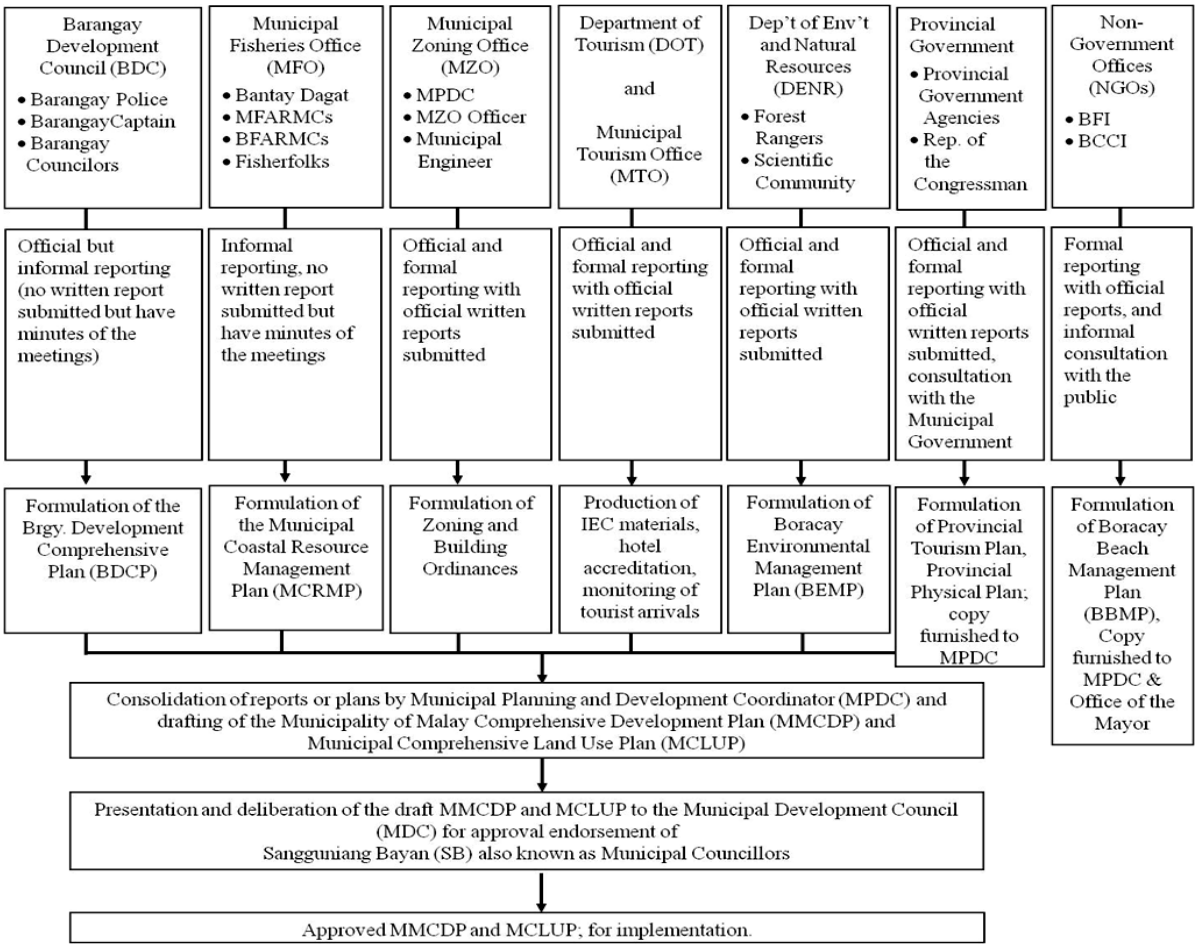


Figure 2. Formal planning process in the Municipal Local Government.

MDC is headed by the Mayor and composed of Barangay Captains, Chairman of the Committee on Appropriations of SB, the Congressman or his representative, and the representatives of NGOs. The role of MDC is to formulate long-term, medium-term, and annual socio-economic plans and policies as well as monitoring and evaluation of the enforcement of these plans and policies and the plans' consequent projects (LGU Code, section 109). MDC had released the Comprehensive Land Use Plan of Boracay Island (also referred as the CLUP) and Zoning Ordinance. MDC also released the Municipality of Malay Comprehensive Development Plan (MMCDP) which includes the Boracay Island Comprehensive Development Plan (BICDP) (Appendix 3).

In terms of environmental considerations, one key sector of the Municipality for this concern is the Municipal Agriculture Office (MAO) which has both agriculture and fisheries sector under its administration. The fisheries subsector (Municipal Fisheries Office or MFO) has a function of managing the municipal water and its resources. The role of MFO is strengthened by the Fisheries Code of the Philippines (RA 8550) that mandated the need of fisheries section in the Municipal Government agencies. The MFO has the authority to implement RA 8550 together with the help of Municipal Fisheries and Aquatic Resources Management Council (MFARMC) composed of Barangay Fisheries and Aquatic Resources Management Council (BFARMC) and Bantay Dagat. MFARMC was composed of fishermen and were responsible for regulating snorkelling area in Boracay. MFARMC, BFARMC, and Bantay Dagat have no participation in the formal planning in Boracay. They only give information on the progress and impacts of de facto policy implementation during meetings with MFO Officers who will represent them in the formal municipal planning process. They do not receive financial compensation under the Municipal Government but from the 10% of the snorkelling fee. This money was also used for their operational expenses. Bantay Dagat, on the other hand, consists of fishing community members who were trained and deputised as fish wardens, and they cooperated with government law enforcement agencies in the local enforcement of fishery laws (Deutsche Gesellschaft fürTechnische Zusammenarbeit, 2003). MFO also has the responsibility to formulate Municipal Coastal Resource Management Plan (MCRMP) (Appendix 2).

The Municipality also had a position for Municipal Environmental Officer, but this has not been made operational and the Municipal Recovery Facility Officer had resigned from his position for a reason that he had nothing to do in that Office (S2, personal communication, July 25, 2010).

- **The Provincial Government's Participation**

Because Boracay Island is the 'crown jewel' of the Province, the Provincial Local Government Unit also has participation in its management. Since the coliform scare in Boracay in 1997, the Provincial Government had organised the Boracay Task Force Executive Council (Members were representatives from DENR-Kalibo, DOT-Aklan, DILG-Aklan, Mayor of Malay, and Boracay Foundation Inc. as representative of NGO) to monitor water quality and inspect relevant facilities that contribute to water quality in the Island. At present, DENR is tasked to monitor water quality in the Island. With the change of Government officials in 1998, another task force was organised by the Province – the Aklan Province Tourism Special Development Task Force (EO No. 6, s. 1998). This task force was supposed to update and refine the Boracay Tourism Master Plan in accordance with the Regional Development Plan, Aklan Province Master Plan, and Local Development Plan of Municipal LGU. However, at present, Boracay Tourism Plan has not been materialised. Also, in 2007, Task Force Bantay Boracay was organised (EO 05-A, s. 2007) to coordinate the actions of the Provincial Government and National Government to unify implementation of laws and local ordinances in Boracay. The compositions of members of these task forces were similar to each other. However, the Municipal LGU remains to have the final command with regards to the implementation of laws and ordinances in the Municipality. Further, Boracay was also included in the Aklan Tourism Master Development Plan (2000-2010) and Provincial Physical Framework Plan (2000-2010 and 2010-2013). These plans led to the implementation of One-entry, One-exit Policy (Provincial Ordinance 2005 – 32) by creating one port for entrance and exit of the Island which resolves the long-standing problem of pump boats moored at the White Beach and promotes safety of swimmers. One-entry, One-exit Policy also mitigates water pollution from the sea crafts, and provides security of tourists as all goods that go in and out in the Island are inspected at the port. The significance of the Provincial Government to the management of Boracay is to provide assistance for the linkage and harmonisation of provincial plans and municipal plans for synchronised and non-redundant projects in the province.

- **The National Government**

Although LGU was given autonomy to manage its resources, the National Government still partakes in the management of Boracay Island. Specifically, the National Government should ensure that decentralisation contributes to the performance of LGU and the quality of life of the community (LGU Code, Section 3. (m)). National Agencies in particular were mandated to provide technical assistance to the LGU when needed. There are three National Agencies in

Boracay Island that significantly influence the development in the Island. These are DOT, DENR, and Eminent Persons Group (EPG).

a. DOT was no longer involved in management of the Island but was involved in Information, Education Campaign (IEC) on environmental conservation, and marketing and promotion of the Island as a tourist destination. In addition, PTA was still involved in infrastructure development, and sewerage and water treatment plants which budget is from the National Government.

b. In October 2004, EPG was organised via E.O. No. 377 to oversee the sustainable development in Boracay by formulating sustainable development plans for tourism and ensuring the preservation of natural and cultural heritage of the Island, and recommend to PTA rules and regulations necessary to ensure sustainability of the Island. EPG was further strengthened by Memorandum Order Number (M.O. No.) 214, dated April 18, 2008 mandating PTA to exercise administration and control over Boracay. The activities of EPG cannot be determined during the phase of data collection because they report directly to the Office of the President of the country. Furthermore, the community and the Municipal and Barangay Local Government Units were not aware of EPG's activities and contributions in Boracay Island management.

c. DENR plays an important role in environmental planning and management. The office of this agency in Boracay commenced operation only in 2009. Prior to 2009, the Office of DENR was in Kalibo, Aklan and representative from this agency come to visit Boracay as the need arises. This agency enforced the reclassification of land in Boracay which elicits land disputes and court hearings from affected parties (most were owners of establishments in Boracay). It also formulated Boracay Island Environmental Management Plan (BEMP) in 2007. BEMP aims to control the impacts of developments in the Island to the ecosystem. BEMP was presented to National Economic Development Agencies (NEDA), DENR and private sectors in 2008, and is now in implementation (S14, personal communication, July 25, 2010). The plan was not approved by the Municipality but was implemented, and its activities were recognised to have connections with the Municipality of Malay Comprehensive Development Plan (MMCDP). DENR also encouraged enforcement of E.O. No. 533 series of June 2006.

- **Non-Government Organisation**

Non-Government Organisations (NGOs) were recognised in LGU Code, section 34 as active partners in the pursuit of local autonomy. NGOs in Boracay Island actively participated in

planning and development of the Island. There are many listed local NGOs in Boracay, but the most active in planning for Boracay is the Boracay Foundation Incorporated (BFI) and the Boracay Chamber of Commerce and Industry (BCCI) (both are business organisations). These organisations were formed from the evolution of BITZA and UBIBA. BFI a bigger group than BCCI and had members who are also members of BCCI. The mission of both organisations is to protect the interest of the tourism industry by preserving and restoring the beauty of Boracay, to market the Island as the premier tourist destination and to uplift the quality of life of the community (H13, personal communication, June 30, 2010). Most environmental projects in the Island were initiated by these organisations.

The recent Boracay Beach Management Plan (BBMP) created in 2010, was initiated by BFI in coordination with Petron Corporation (the largest oil refining and marketing company in the Philippines as a funding agency), DENR, MPDC, MFO, and BDC for human resources, and UP-MSI for scientific and technical support. Although, the plan is not an approved plan of the Municipality, its projects and activities were recognised by the Municipal Government. Petron funded the activities of BBMP as part of their social and environmental responsibility and perceived as counter-balance from public opposition for having a petrol station in the Island (H1, personal communication, July 30, 2010).

The Boracay Young Professionals Inc., also known as Boracay Yuppies, is another NGO active in participating in environmental activities as well as participating in the activities of BFI. This organisation was composed of young professionals who used to be scholars of a British national, who resides in the Island. Boracay Yuppies does not participate in formal planning but contributes to environmental awareness in the Island by conducting gestures of goodwill towards social and environmental concerns in Boracay. For instance, the organisation adopted a community in Lapus-Lapus, Boracay as the recipient of their outreach programs; conducts information and educational campaign (IEC) to youth in schools on how to address climate change; and have Saturday beach clean-up activity.

Other NGOs, like the Muslim group of sellers, and vendors association were no longer active and had no participation in formal planning and management in Boracay.

Monitoring of NGO projects and other issues in Boracay is sponsored by BFI through "Kapehan sa Boracay" – a radio program where the community is free to cite their interests, complaints, and praise towards Boracay's development and activities.

- **The Local Community**

The local community in Boracay is a diverse group of people ranging from the natives of the Island, business investors, and migrant workers. In terms of development planning in the Island, the native people are represented by the Barangay Council while business investors and migrant workers are usually represented by BFI and BCCI.

2.9. Summary

Boracay is a small island with unique characteristics. It is blessed with natural resources which the government and community use for coastal tourism and economic gain. Planning and management in the Island is influenced by two management periods – the reign of National Governments and the devolution of governance to LGU. In both periods, plans for Boracay's management to control development were formulated and implemented. Environmental plans since the devolution were mostly initiated and sponsored by NGOs, except the BDCP, MMCDP, MCRMP and BEMP which are statutory plans made by LGU and relevant government agencies. Although some of these plans were not approved by the Municipal Government, implementation of projects and activities of these plans commenced and continue up to the present. Plans were interconnected in their purpose but were made and implemented separately. Even though the management of Boracay was transferred to Municipal LGU, National Government and Provincial Government still partakes in the management of the Island in a way that overlaps with the functions of Municipal LGU. With the developments in Boracay, both environmental condition and institutional arrangement remains problematic. The role of the plans in guiding integration, therefore, remains significant despite the transfer to the LGU.

It is evident that Boracay Island is dominated by tourism activities, and these activities affected the environment of the Island. Plans that aim to guide the tourism development in the Island are made available for Boracay. However, this chapter does not present pertinent studies and theories in tourism and coastal management planning for small island tourism destination. The next chapter reviews the relevant tourism and planning theories, as well as the principles of integrated coastal management as a guiding information in understanding tourism, tourism planning, integrated coastal zone management especially for small island tourism destination and in formulating the evaluative framework for this research.

Chapter 3
Review of Related Literature

3.1. Introduction

The focus of this research is to evaluate the extent of ICZM application and effectiveness of a formal coastal plan in area with high tourism demand. Therefore, it is relevant to review theories in tourism and Integrated Coastal Zone Management (ICZM) practices in this chapter.

Tourism is defined in the first section, followed by a discussion of the possible impacts arising from tourism development with regard to the society, economy and environment within which the tourism system operates. . In section 3.5, predicative tourism models are presented to aid in tourism planning, hence, in section 3.6., the planning theories are presented. Since tourism development is a result of collaborative efforts from stakeholders section 3.7 explains why there is a need for stakeholders to collaborate and why plans, projects and programs should ideally be integrated.

Since the coast is one of the most patronized tourism locales, the concept of ICZM in coastal zones with high tourism demand is reviewed in section 3.8, the need to understand the coastal system in section 3.9., and the potential barriers in ICZM are reviewed in section 3.10. The extent of ICZM application in coastal tourism is also presented.

3.2. Defining Tourism

Tourism can be defined in many ways. A dictionary defined tourism as a layman term for travelling as a recreation for people who makes a tour or pleasure trip (The New International Webster's Comprehensive Dictionary of the English Language, 1998, p. 1327). Other authors, on the other hand, define tourism beyond just travel, leisure and relaxation. For instance, Mathieson and Wall (1982) defined tourism also as temporary movement to destinations outside an individual's normal places of work and residence. However, their definition extends to consider the activities undertaken during their stay in those destination and the facilities created to cater to their needs. Also they give emphasis to the economic status and behavioural characteristics of the tourist and the environmental (society, politics, and ecosystem) characteristics of the tourism area as motivating factors for tourism demand.

Leiper (1989) considered tourism as a set of ideas, theories and ideologies which is a behavioural outcome of being a tourist. A tourist in Leiper's definition is a person travelling

away from their normal region for a temporary period, staying away for at least one night but not permanently, to the extent that their behaviour involves a search for leisure experiences from interaction with features or environmental characteristics of the place they choose to visit.

Besides these definitions, World Tourism Organization (WTO) also defined tourism by considering the length of stay and the distance travelled of an individual to a specific location (WTO, 2004). Also, the WTO defines tourism in a sustainable development perspective, "Sustainable tourism development guidelines and management practices are applicable to all forms of tourism in all types of destinations, including mass tourism and the various niche tourism segments." (UNEP, n/d). Sustainability principles refer to the environmental, economic and socio-cultural aspects of tourism development, and a suitable balance must be established between these three dimensions to guarantee long-term sustainability of tourism destinations.

The use of the word tourism become associated with movement of people, a sector of economy, an identifiable industry and services which need to be provided for travellers (Gilbert, 1990, p. 46). There is no complete agreement on the definition of tourism; however, it is important to understand its key features of the tourism destinations for different tourism uses (Mason, 2008, p. 7.) It is also acceptable to incorporate different definitions in tourism as long as clear statement is given relating to the use and application of that definition (Gilbert, 1990, p.67).

3.3. Tourism Impacts

Since tourism involves movement of people to places for leisure and relaxation, it is inevitable that some natural features of the tourism area will be altered to cater to the demands of tourists. Tourism has both positive and negative impacts on the environment, society and economy of the host destination. Tourism development impacts to be considered in this section are geared towards developing countries because the setting of this research is in a developing country.

3.3.1. Socio-economic Impacts of Tourism

The emphasis in developing tourism is placed on the economic aspect of the tourism destination. Many developing countries believe that tourism is instrumental to their plans to economic development based on the steady growth rate, economic magnitude, and assumed strategic dimensions of tourism operations (Jafari, 2007, p. 527).

Although only small portion of developing countries are heavily dependent on tourism, those which are dependent usually have a small sized domestic market (Sadler and Archer, 1975). Developing countries that are dependent to tourism are characterized by low levels of domestic income, an uneven distribution of income and wealth, high levels of unemployment or underemployment, a heavy dependence upon the export of a small range of cash crops and products, heavy dependence on agriculture for export earnings and high levels of foreign ownership of manufacturing and service industries and partly in consequence, a general shortage in foreign exchange (Mathieson and Wall, 1982; Sadler and Archer, 1975). In this case, many authors express optimism with regard to developing tourism in less developed countries, while others indicate that some governments are beginning to reassess the role of tourism in their economic development because it has become clear that tourism is not a panacea for economic development (Mathieson and Wall, 1982, p. 37).

Tourism development has both positive and negative impacts to the socio-economic condition of the host destination. These include effects of foreign exchange earnings, employment, infrastructural change, effects on domestic commodities, high level of economic dependence in tourism, environmental and ecological effects, and social impacts to the local community (Mathieson and Wall, 1982; Morrison, 2008; Nankervis, 2000; Nimmonratana, 2000; Sadler and Archer, 1975;).

3.3.1.1. The effects of Foreign Exchange Earnings

Developing countries need to earn foreign currency for their economic development, and since tourism is reported as an easy export to develop scarce foreign exchange earnings, many countries are eager to engage in the international tourism industry and expand their markets as fast as possible (Jafari, 2007, p. 527). Foreign exchange is required by developing countries to purchase the capital goods and other imports essential for development (Sadler and Archer, 1975). To provide substantial foreign exchange is one of the major reasons for developing countries to engage in tourism exports (Jafari, 2007; Middleton and Hawkins, 1998). The most common source of foreign exchange is tourist receipts (Sadler and Archer, 1975). However, the cost of tourism development (development, expansion, and promotional marketing) is frequently neglected from foreign exchange earnings calculations (Jafari, 2007). The tourism industry is profitable from a foreign exchange point of view if the import content of tourism spending is low (Jafari, 2007). However, the volume of import is usually high in poor countries especially those countries which are geared toward western tourism, where the country imports materials to cater for the needs of the target tourist (Jafari, 2007, p. 529;

Sadler and Archer, 1975, p. 181). Also, foreign currency is lost from expatriate labour that sends out some of its earnings overseas (Sadler and Archer, p. 181).

3.3.1.2. Employment

In simplistic terms, providing employment is often the first task of economic development. In comparison to other industries, tourism requires employees with relatively low levels of specialization (Mathieson and Wall, 1982, p. 43). It is common knowledge that development of tourism projects is expected to bring employment to the people of the host destination. Tourism provides large numbers of semi-skilled and unskilled jobs for the local people (e.g., Bali, Indonesia (Masson, 2008, p. 47)). In developing countries, tourism can encourage greater social mobility through changes in employment from agriculture to service industries and may result to higher ages and better job prospects (Mason, 2008, p. 58). This is regardless of whether it is direct, indirect or induced employment as suggested by Mathieson and Wall (1982, p. 77). However, in this respect, tourism is criticized on the basis of expatriate labour and the multiplier effect of employment to the economy, and the seasonality of employment.

Expatriate labour is the result of the inability of the host community to provide needed labor for the industry and consequently non-domestic people are hired for the job (Mathieson and Wall, 1982, p. 61). Although the portion of expatiate earnings which is remitted to the country is unknown, it has to be considered in planning for tourism development because the higher the expatriate earnings, the larger the volume of leakage in the economy.

Direct, indirect and induced employments in tourism industry encourage multiplier effects (Mathieson and Wall, 1982, p. 77; Mason, 2008, p. 47; Khan, Phang and Toh, 1995, p. 65). In this sense, tourism gives a positive outlook for more possible employment for the local people, the revitalization of poor or non-industrialized regions, and the birth of local arts and crafts. In Bali, even local people who lack education were given an opportunity to earn a living from tourism as vendors, craft makers, cultural performers, and home-stay operators (Mason, 2008, p. 47). However, this effect makes it difficult to calculate the actual receipts from tourism because spending and re-spending money to indirect tourism market result in to economic leakage from the tourism sector (Mathieson and Wall, 1982, p. 64; Mason, 2008, p. 53).

Tourism is also highly seasonal depending on the climate of the tourism destination. This results in volume of tourism fluctuations resulting in some establishments closing and laying-off employees during the lean season, but being fully operational and needing more working

staff during the peak season. This phenomenon will result in low productivity indexes for the investment made in tourism, and the consequent economic loss to the investors and to the economy for not investing their scarce resources in more steadily productive activities (Jafari, 2007, p. 530; Jolliffe and Farnsworth, 2003).

3.3.1.3. Infrastructural Changes

At times, tourism growth and development is needed for an improved infrastructure in developing economies. Many of these services are made available for tourists and at the same time for the local people (Sadler and Archer, 1975; Briassoulis, 2002, p. 1072). Improvement in infrastructure (like improvement of roads, installing water system, sewerage system) will encourage tourists to consider visiting the touristic destination and will open economies of remote regions (Sadler and Archer, 1975, p. 183) and will make the basic infrastructure needs of the local people available Briassoulis, 2002, p. 1073). Government's income from tourism is from taxation on tourism employment, transport, services, indirect taxation from customs duties and goods consumed by tourists, interest payments and loan repayments and revenue from government-owned and finance tourism enterprise (Mathieson and Wall, 1982, p. 75). These taxes are used in developing these infrastructures instead in other productive activities (Mathieson and Wall, 1982, p. 75). Infrastructure construction in developing countries was criticized from its inadequacy to absorb the increasing demand in tourism while in other situations, like in India, big establishments were constructed for tourism but was utilized insufficiently from relatively small number of tourist arrival and will need to increase prices to off-set the cost of construction (Mathieson and Wall, 1982, p. 41).

3.3.1.4. Effects on Domestic Commodities

The expansion of international tourism in developing countries creates demand for both imported goods and local products and factors of production (Sadler and Archer, 1975). Consequent to this, prices of basic commodities in the host destination also rise with tourism demand. This phenomenon leads to economic inflation in the host destination's economy (Sadler and Archer, 1975, Butler, 1993). Inflation arises because retailers recognized that their profit margins can be greatly increased by catering to tourists, so they increase the prices of their products and provide more expensive goods and services; as a result, the domestic population also pays the same rate for the goods and services available in their community (Mathieson and Wall, 1982, p. 88; Sadler and Archer, 1975, p. 184). Another very common result of inflation in tourism area is the increase of land values. The demand for land increases with the development of tourism for hotels and other establishment, but the local residents

will be forced to pay more for their homes and bigger tax because of the increase in land value (Mathieson and Wall, 1982, p. 88; Mason, 2008, p. 46).

3.3.1.5. High Level of Economic Dependence in Tourism

Over dependence on tourism may occur when tourism is seen as the best method for economic development of the country (Mason, 2008, p. 46). However, tourism is generally price elastic and responds proportionally to the changes in socio-economic variables. Political unrest and violence are two of the factors that can affect the price elasticity of the demand in tourism. This was experienced in Bali, Indonesia during the 2002 and 2005 bombing (Mason, 2008, p. 46; UNESCAP, 2005, p.6). Several tour operators from United Kingdom, United States, and Australia were sending clients out of Bali, and the consequent relative decrease of forty percent hotel occupancy and closing of Air Paradise Airline and reduction of flights of Garuda from and to Australia (Mason, 2008, p. 267). Destination areas that are highly dependent on tourism are founded upon unstable bases. To avoid economic disruptions caused by fluctuations in demand, destinations should promote diversity both within the tourist industry and the base economy (Mathieson and Wall, 1982, p. 88).

3.3.2. Socio-cultural Impacts of Tourism

Tourism also has significant relationship with society by influencing the cultures in host destinations and that of the tourist. This relationship emerges from the contact between the tourists and local people (Mathieson and Wall, 1982, p. 135; Murdy et al., 1999). However, Jafari (2007) criticized the host-tourist relationship. He argued that the contact between host and tourist is only a brief discussion between hotel personnel and transport services drivers, and that tourists do not care about the social attributes of the destination, they just want to be away from home. Nevertheless, authors like Mathieson and Wall (1982), Mason (2008), Sadler and Archer (1975), Murdy et al. (1999) laid out the positive and negative socio-cultural impacts of tourism. Some beneficial impacts of tourism on society includes having traditional cultural activities, the revival of social and cultural life of the local population, the renewal of local architectural traditions, and the promotion of the need to conserve areas of outstanding beauty which have aesthetic and cultural value.

Negative socio-cultural impacts of tourism can arise from tourism development. Overcrowding is one of the socio-cultural impacts of tourism. According to Doxey (1975, p. 195) the effect of tourism to the host population has varying degrees of resident irritation (also known as irritation index or IRIDEX) from euphoria, apathy, irritation, and antagonism. Also, host perceptions and attitudes toward continued expansion of facilities and services to satisfy

tourist demands may rapidly become increasingly antagonistic, and may eventually reach xenophobic proportion. Xenophobia occurs when carrying capacity, or saturation point, is reached and exceeded (Mathieson and Wall, 1982, p. 141). As long as the numbers of tourists and their cumulative impacts remain below this critical level, and the economic impacts continue to be positive, the presence of tourist in destination areas are usually accepted and welcomed by the majority of the host population (Mathieson and Wall, 1982, p. 141).

The demonstration effect is another crucial socio-cultural consideration in developing tourism. Demonstration effect was theorized to develop by the local population from adopting observed tourist behaviour (Williams, 1998). It is the introduction of foreign ideologies and ways of life in a society that is not exposed to tourist lifestyles and the adaptation of this lifestyle by the society (Mathieson and Wall, 1982, p. 143; Mason, 2008, p. 58; Sadler and Archer, 1975, p. 185; Jafari, 2007, p. 531). The demonstration effect has both positive and negative implications for the host population. Positive effects include encouraging people to adapt or work for things they lack, to adapt more productive behavioural patterns, and to promote international understanding (Mason, 2008, p. 58; Mathieson and Wall, 1982, p. 143). However, negative impacts are found to dominate this arena. Negative impacts include primarily, a sense of inferiority felt by the host because local cannot always satiate the modernized lifestyle demonstrated by the tourists (including lavish spending) (Mason, 2008, p. 58; Mathieson and Wall, 1982, p. 144; Jafari, 2007, p. 540). Secondly, this desire to copy tourist behaviour leads to social divides in the community. Younger generations prefer to work in tourism services, government posts, or other business, or migrate to other places where they see opportunities for greener pasture (Mason, 2008, p. 58; Mathieson and Wall, 1982, p. 144; Jafari, 2007, p. 540) while the older generations prefer to promote cultural awareness to tourists (Mathieson and Wall, 1982, p. 145; Mason, 2008, p. 58).

In some cases, like in the Tongan community (Mathieson and Wall, 19882, p. 145), in Bali Island of Indonesia, Philippines, Thailand, Korea, Taiwan (Hall and Harrison, 1992.), the demonstration effect extends its negative impacts to higher crime rate, development of prostitution, and gambling.

3.3.3. Environmental Impacts of Tourism

Tourism development in most cases involves inevitable modification of the environment whether for construction of facilities for tourism, expansion of attractions, or for rejuvenation of the tourism destination. However, there is a complex relationship between tourism and the environment (Smith and Jenner, 1989; Romeril, 1989; Holden, 2008).

The natural environment is an important resource for tourism. However, tourism can alter the physical setting of the destination area. There will be people congestion especially during peak season altering the aesthetic character of the natural environment; increasing levels of noise and litter as the number of people visiting increases; lowering of the water table due to increased water consumption; and water pollution, especially sewage, to bodies of water and beaches (Mathieson and Wall, 1982; Mason, 2008; O'Grandy, 1990). Also, among other effects tourism can lead to the disruption of animal life cycles and extinction of fragile plants through tourist activities and the construction of tourism facilities; as well as increased wear and tear of geological formation due to the extraction of geological material by souvenir suppliers, vandalism by tourists, excavation for facilities construction (Mathieson and Wall, 1982; Mason, 2008; O'Grandy, 1990).

Since tourism can be a source of income for the host community, efforts to preserve and enhance the natural environment should therefore be of high priority for the industry and for governments. But the reality is not quite as clear cut. Conservation and preservation of natural areas as well as protection of archeologically and historically important sites are only indirect benefits of tourism development (Mathieson and Wall, 1982, p. 97). Significant natural features, scenery, cultural heritage or biodiversity are becoming increasingly popular sites for tourist destinations, hence the creation of protected areas for their ability to attract tourist (Ibid). However, protected scenic attractions for tourism also face challenges. For example the Buddhist and Hindu temples in Nepal where crowds and tourists caused physical damage to buildings and disturbance to rituals performed in the temple (Mason, 2008, p. 49), and the near collapse of Sphynx in Giza Plateau, Egypt as a consequent impact of improper sewage disposal from a nearby tourist village (O'Grandy, 1990, p. 34). These types of negative environmental impacts were reported to be observed especially in Asian countries like in Boracay Island in the Philippines where sewerage problem brought about coliform contamination in the Island, and forests are cleared for resort expansion (Trousdale, 1997); and in Bali, Indonesia coastal erosion was observed from building construction along the shoreline, sand dredging and beach modification, and coral mining (James, 2000) and waste management problems (Leech, 2000). Waste management problems are traced from lack of capacity of these developing countries to provide proper facilities for waste disposal.

3.4. Tourism as a System

Tourism is influenced by socio-economic, socio-cultural, and environmental factors of tourist and tourism destination. Hence, tourism should not be viewed in a compartmentalized way,

rather, as a system which is composed of interrelated parts (Mason, 2008, p. 36; Inskeep, 1991, p. 22; Mathieson and Wall, 1998, p. 184).

The tourism system as explained by Leiper (1989) is represented by three interactive components (tourism generating region, the destination region, and the transit routes that connect the two regions). However, this representation of tourism system was criticized by Prosser (1998) as too simplistic because it did not discuss on how other endogenous and exogenous factors will affect the system. Leiper (2003) proposed another tourism system – the whole tourism system, by incorporating the influence of tourist and tourism industries in his previous tourism system model arguing that the environment in the whole system model is affected by many factors and that the process of tourism, when the elements combine, affects or impacts upon many environments. Leiper's whole tourism system model was similar to that system presented by Mills and Morrison (1998) where tourist demand depends on the factors influencing the market, travel characteristics, and also extends to consider the element of planning for the development and control of tourism in the destination giving an emphasis on sustainable tourism. Sustainable tourism in this context refers to the development of a tourism area which promotes ecological, social, cultural, and economic sustainability; provides understanding of the interactions of natural and human environment; includes local population in decision-making and avoids or mitigate disharmony in the society; and aid to ecological conservation (Mowforth and Munt, 2003, pp. 98-104). Therefore, it is crucial that before planning for sustainable tourism, the system must be understood in order to comprehend the interactions and relationships of the various elements. To understand the tourism system, it is necessary that research is conducted on the characteristics of each element, and the interactions between those elements (Getz, 1986; Tosun and Jenkins, 1998). The more the planner knows about the system being planned, the more the goals of the plan will be polished, and the more planning will be effective (Getz, 1986, p. 30).

3.5. Tourism Modeling: Its Capability to Predict Impacts of Tourism Development

In order to face the challenges brought about by tourism and to generate sustainable tourism, many researchers have formulated tourism models to predict the transformation of tourism areas, and to aid in tourism development planning to avoid or mitigate negative impacts that might be brought about by tourism.

For instance, Plog (1973) suggested that a tourism destination will experience rising popularity but will eventually decline, predicting the demise of the area. His argument was

based on the psychology of tourists, suggesting that too much development in the tourism destination will influence the drive of the tourist to visit or revisit the destination since it no longer exhibits the characteristics that tourists are looking for. Furthermore, Butler's (1980) Tourism Area Life Cycle (TALC) Model presents hypothetical development in a tourism destination characterized by six stages (Figure 3). *Exploration stage* which is characterized with small number of tourists, irregular visitation pattern, limited accessibility, and no specific facilities provided. *Involvement stage* where local people starts to get involve in tourism by providing facilities particularly for the tourists' use, tourist season can be expected, and the consequent local social structure adjustment to accommodate the changing economic condition, and advertising is initiated. *Consolidation stage* is when the economy is tied to tourism, major chains and franchises dominates the area, marketing and advertising efforts widen to extend tourism season and to entice more tourist, number of tourist continue to increased but in slower phase exceeding the number of permanent residents resulting to some opposition and discomfort arose from permanent residents, particularly to residents who are not involve in tourism. *Stagnation stage* is when the carrying capacity of the destination is reached with consequent environmental, social, and economic problems. The destination becomes reliant on repeat visitations and conventions. It is also when surplus beds are observed and artificial facilities in the area overshadowed the natural and cultural attraction. *Decline stage or to rejuvenation stage* are two possible options on the last stage of TALC. In the decline stage, the destination tourism market declined and no longer able to compete with other tourism destination. This stage is characterized on its reliance on weekend or day-trip visitors, high property turn-over and establishments are replaced by non-tourism structures. Also, local involvement in this stage is high but in the sense of purchasing facilities sold cheaper at this stage. Rejuvenation stage, on the other hand, is characterized by further changes made in the destination by creating new set of artificial attractions or the use of previously unexploited resources.

The shape of TALC curve is expected to vary for different areas depending on the rate of development, number of visitors, accessibility of the area, government policies, and the presence of similar competing areas (Butler, 1980, p. 150).

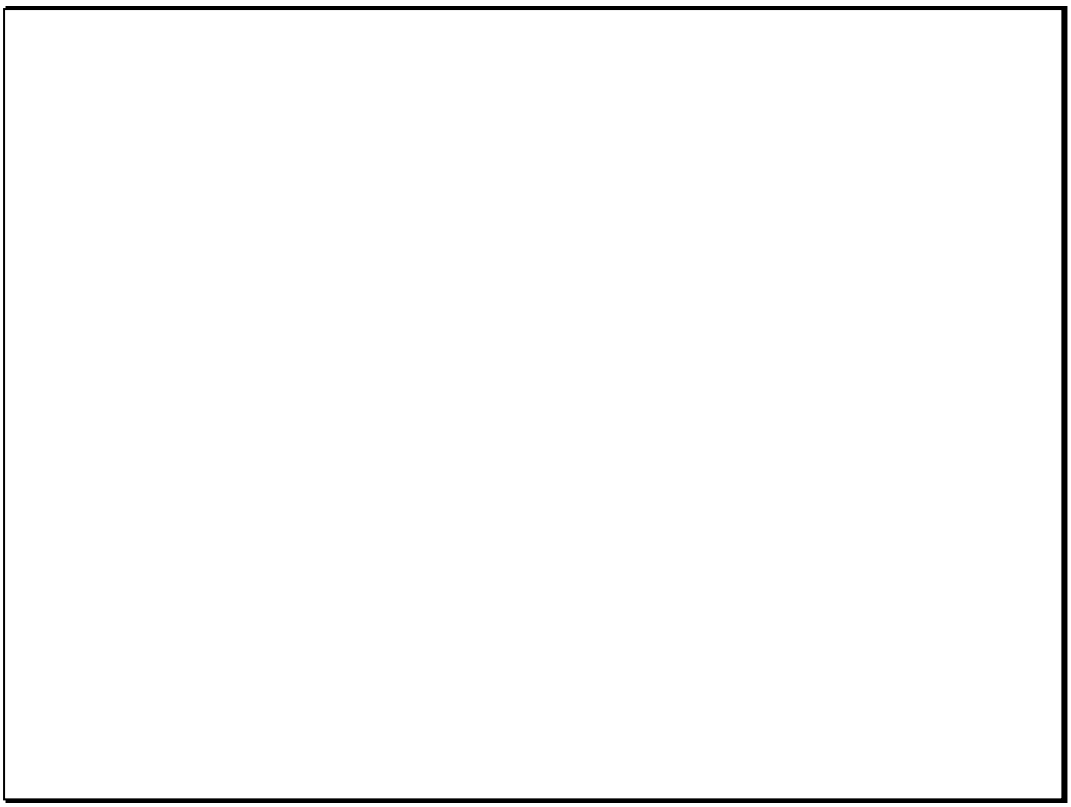


Figure 3. Butler's Area Life Cycle Model (After Butler, 1980).

TALC is widely used to describe the growth and development of tourist areas because it provides "an analytical framework to examine the evolution of tourist destination within the complex economic, social, and cultural environments" (Cooper and Jackson, 1989, p. 382). However, the model is still not universally accepted (Agarwal, 1997, p. 72) and is continuously being tested on its applicability to different types of tourism destination.

Haywood **(**1986), for instance, subjected the applicability of TALC in tourism planning and management. Haywood argued that TALC provides insufficient insights into policy development and planning in tourism area on the basis that this model does not consider the effects of competing areas to the shape of the curve and other socio-economic forces that shape the economic and political structure of the tourism area such as rivalry among existing tourist areas; developers and development of new tourism area; substitute activities for tourism and/or travel expenses; people who oppose tourism and tourism development; influence of travel and tourism businesses; tourist's needs, perceptions and expectations for the destination and price sensitivity for tourism; and the government, political and regulatory bodies that will impact the tourism industry.

In the case of coastal tourism, Agarwal (1997) tested the applicability of TALC in Torbay – one of the most established seaside resorts in United Kingdom and its economy relies heavily in tourism. Agarwal argued that the applicability of TALC is destination specific and can

create different curves because of the unpredictable variability of internal factors (similar factors mentioned by Butler in 1990) that influence the decisions made by tourism planners and managers and the external factors (examples: foreign investors and transnational companies) over which tourism planners have less control. Based on these factors, she criticized that TALC considers the tourism industry only as a single product rather than a mosaic pattern of different tourism sectors, each having its own life-cycle. Also, based on her study in Torbay, TALC has been difficult to apply in terms of defining the turning point of each stage hence the overlapping years in each stage in her study. She also stressed that post-stagnation stage need theoretical reformation particularly regarding resort decline in the coasts because there has been no evidence of occurrence of irreversible decline in Torbay. Resort regeneration, is a continued process, re-orienting and rejuvenating their products in order to remain competitive in the industry and become adaptive to constant market changes (Agarwal, 1997, p. 72).

The application of TALC in developing countries had also found gaps with the model. For instance, Papua New Guinea and Solomon Island were found to have been in the development stage of the model but would unlikely progress further in the following stages and were proposed that these countries bypassed the intervening levels of TALC and move right along to a modified decline stage where dramatic decline of tourist arrival was observed (Douglas, 1997). Douglas (1997) found that the reasons for such decline were attributed from political unrest, existence of other resources which can be more steadily exploited, general indifference towards tourism industry both from public and private sectors. The application of TALC should be treated with considerable caution because of the differences in social, political, geographical, and economic context of each destination (Douglas, 1997)

Smith (1991) also questioned the applicability of TALC with regards to beach resort studies on the basis that TALC is too broad and was not specifically devised for beach resorts. Hence, his proposal of a Beach Resort Model (BRM) based on his study of four beach resorts (Batu Feringgi in Malaysia, Pattay and Hua Hin in Thailand, and Surfers Paradise in Australia). BRM proposed eight stages of resort development:

1. Pre-tourism datum where no significant tourism is present.
2. Development of second homes along the beachfront marking the commencement of tourism.

3. Establishment of first high-end hotel but no specific resort administration, and development is controlled by private entrepreneurs resulting to *ad hoc* development. Improved access to the destination is observed.

4. Resort is established with many hotels and strip development is intensified resulting to displacement of residents. Hotel jobs dominate in the area.

5. Business district is then established with broader types of visitors. More accommodations and non-hotel business grow resulting to large immigrant workforce and consequent cultural disruption and beach congestion and pollution – marking the deterioration of natural ambiance.

6. Despite what is being observed in the previous stage, more hotels are still being developed and sprawl inland. Business district strengthened as entrepreneurs drive the development. Also, rapid residential growth is observed, while traditional life is obliterated and tourism culture dominates. There will be potential occurrence of flood and coastal erosion and as a response government master plan may be prepared to arrest these challenges.

7. Transformation stage follows where there is a significant expansion of a previously minor segment of accommodation supply as the type of visitors and their spending changes. Considerable business development moves inland, resort is viewed as recreational centre, characterized by urban development, intensified job creation, while natural ambiance in critical areas are rehabilitated and political power shifts to local government.

8. At this stage, the resort is perceived to be fully urbanized where lateral spread of resort along the coast is likely to be observed. Resort is zoned into distinct recreational and commercial business districts. Also, new traffic circulation will be observed as roads gets congested and serious pollution might be observed and coast maybe congested with boating activities. At this stage, power to manage the resort is transferred to higher government entity and new plan is prepared because previous master plan and administration are viewed to have failed in arresting negative impacts from resort development.

Although Smith (1991) questioned the applicability of TALC in coastal resort development, he acknowledged the inevitable possibility of a declining tourism area and recommends establishing a suitable policy planning that considers how the resort evolved.

3.6. The Tourism Planning Theories

Tourism planning, marketing, and management techniques enable to anticipate the evolution of tourist destination so that the destination will not necessarily decline (Haywood, 1986). Haywood's argument was also synonymous with Inskeep (1991) believing that "…with planning and imagination, older tourist destination have been maintained and in some cases renewed, and the planning approaches now being applied are aimed at maintaining the continued vitality of newly developed destinations" and "… the places with the best planned tourism development are likely to be the most successful tourist satisfaction levels and bringing substantially benefits, with minimal disruptions to the local economy, environment and society" (Inskeep, 1991, p. 17). These authors are confident that the tourism area, whether it is new or old, has hope and can be sustainable depending on the planning and management method applied to the area.

Moreover, tourism planning must consider the comprehensiveness of the plan where it takes into account tourism as a system. Choy (1991) for instance has a negative impression of tourism planning especially in government-made tourism planning in Pacific Island destinations as it is in the form of economic planning for tourism and did not take into account other aspects of the tourism system stating, "… the plans have not been successful in influencing the level and pattern of tourism development, even after allowing more than twenty years of development to occur" (Choy, 1991, p. 330). Also, Smith (1991, p. 2008), in reference to the previously discussed BRM argued that even in the case where a master plan exists, potential environmental, social, and economic negative impacts may be observed outside the unplanned area), hence the need for trans-boundary cooperation. Lack of trans-boundary cooperation can result in environmental degradation in both sides of each border and can develop rift between neighbours where in one area, resources are over utilized or underutilized contrary to the neighbouring area (Timothy, 1998, p. 55).

Moreover, political influence in planning and policy implementation must be given consideration. Tourism is heavily influenced by local politics which favour political or economic elite, or concentrated within enclave resorts or tourist ghettos, thereby contributing to socio-economic inequalities through the developmental process (Pearce, 1989, p. 95). A variety of economic, political and social factors can adversely weaken the ability of the destination to maintain control over tourism related development (Sharpley, 2000, p. 318). And in terms of policy regulations for tourism development, Smith (1991, p. 208) does not believe in the power of regulation to control the development of beach resorts as these

regulations are inconsistent, change over time and are often ignored which contributes to an *ad hoc* tourism planning process.

Although there is no agreement yet on the impacts of formal planning, it is still encouraged to formulate tourism plan to guide the development of tourism destination. The mishaps of previously rigid master plans gave lessons to planners that planning is an on-going process (Baud-Bovy, 1982) especially in the tourism industry which is especially sensitive to changing conditions of the tourism system, including the destination (Tosun and Jenkins, 1998, p. 163; Inskeep, 1991, p. 17). In reality, decisions are made every day and trade-offs in decisions will certainly produce priorities which emerge to skew the destination area in favour of certain aspects (Hunter, 1997, p. 859) and planners should consider the adaptability of the plan to the changing demands of the destination (Getz, 1983; Hunter, 1997; Tosun and Jenkins, 1998). In this regard, adaptive management in tourism destination planning has been recognised as a paradigm for sustainable tourism capable of addressing widely different situations and articulating different goals in terms of the utilisation of the natural resources (Hunter, 1997, p. 864). Tourism planning and management requires continuity in research and feedback on the outcome of the plan and flexibility to adapt and respond to a rapidly changing environment (Tosun and Jenkins, 1998, p.163). However, it should be remembered that although adjustments are made, these should still be within the framework and objectives of tourism development (Inskeep, 1991, p.29). Also, "Constant evaluation and reassessment of directions will make the planning process more adaptable to changes and will lead to greater ability to predict such changes" (Getz, 1986, p.32). Further, feedback mechanisms must be open to public scrutiny especially when there is a risk that negative impacts might be hidden owing to political considerations (Getz, 1986, p. 258).

3.7. The Need for Collaboration in Tourism Development

Local destinations are increasingly recognized since 1990s as the core for tourism strategies and programs (Middleton & Hawkins, 1998, p. 81). It is at local level or community level where impacts of tourism development are felt acutely (Madrigal, 1995, p. 87), hence at this level, planning for tourism development is vital to deliver tourism experiences which provide satisfaction to visitors and gives continued benefits to the community of the tourism destination (Simmons, 1994, p.99).

At the local level, there are three major actors for tourism development who need to collaborate for the formulation of tourism plans. These are the government (including government official and agencies), the private sector (establishment owners and NGOs), and

the resident community of the destination (Simmons, 1994; Jamal and Getz, 1995; Middleton & Hawkins, 1998; Timothy, 1998). Each of these stakeholder groups has specific functions which can influence the planning and management of a tourism destination.

Locally, government sectors have statutory responsibility and usually have some form of political accountability for planning and managing economic activity, generally including tourism, providing services to the residents, and for key infrastructure services for their areas (Middleton and Hawkins, 1998, p. 93; Madrigal, 1995, p. 87). Local government typically act as an agency for implementing national and international agreed regulations and law (Middleton and Hawkins, 1995, p. 93). It is also recognized that this level of governance is the most important authority in establishing tourism development plans (Madrigal, 1995, p. 87). The potential power of government sector control over tourism includes (Middleton and Hawkins, 1998; Madrigal, 1995):

1. Land-use planning regulations to protect fragile environments and provide defensive zoning;

2. Building regulations for building security, sanitation, landscaping, and conservation zones like heritage buildings and parks;

3. Provision of infrastructure especially towards access to control capacity, and limiting access to specific area to avoid crowding, and related infrastructure services like having provisions for water, electricity, gas, sewerage, waste disposal;

4. Investment incentives and fiscal controls and regulations. For instance, no compliance of the requirements means no permission from the government; giving out grants, loans, bank guarantees for corporate bank loans; initial work in clearing area and preparing for development. Also, provide provision of infrastructure services paid by government sector; peppercorn rents; tax concessions and exemption for capital developments; subsidies for developers for hiring local labours, guarantees to ensure that existing exchange rates are maintained, relief on import duties on materials and equipment needed for constructing tourism facilities, training provision for local labour at public sectors' expense;

5. Influence over demand by influencing the price by attaching taxes to goods and services; controlling licensing in projects; sharing responsibility with private sectors in terms of marketing and information dissemination.

The challenge for the government sector is to align their plans, policies and programs from the national to the local level in such a way that the plans are coordinated and do not overlap. For instance, it was reported in Yogyakarta, Indonesia (Timothy, 1998) and in Turkey (Alipour, 1996) that of lack of integration and alignment of plans from national to local tourism plans led to failure and ineffective plan implementation. Although these countries have different situations with regard to tourism, they both have central government planning and control in tourism which resulted to different overlapping plans and developmental projects from each government sectors. Each government level has its own mandate and forms of planning. However, to be successful, tourism development requires coordination efforts between two or more levels of government and integrated strategic planning (Timothy, 1998, p. 55). This will eliminate the overlapping services provided; reduce misunderstandings and conflicts from overlapping agency goals; avoid duplication of resources in various government tourism bodies; and parallel planning which will improve efficiency in terms of use of time and money (Timothy, 1998, p. 55). Also, local initiatives usually require approval and financial support from the national government, and national level initiatives may require active involvement of local government because tourism development also requires critical thinking of local people to reflect destination-based socio-cultural conditions (Timothy, 1998, p. 55). In this case, resident community consultation is recommended.

In tourism destinations that experience strong growth and change in tourism, the development of collaborative planning processes is crucial because of diverse community attitudes toward tourism (Jamal and Getz, 1995, p.195). In tourism, an individual usually reacts to policy and land use planning made by local government officials and in response, residents are forced to take some kind of position on development (Madrigal, 1995, p. 87). However, community participation in tourism development planning also poses challenges. As noted by Madrigal (1995), the resident community can be divided into "haters" (against tourism); "lovers" (favours tourism); and "realists" (recognized both positive and negative impacts of tourism development). Based on this study (in Sedona in Arizona, USA and York in England, UK), the most active in participation for tourism development planning are the "haters" and "lovers", whereas "realist" corresponds to the silent majority. "Realists" may not feel strongly enough to participate which was found by the researcher to be unfortunate because this group may have a more balanced perspective that may be of greater benefit to local officials involved in tourism planning. In developing tourism destinations, however, residents favoured tourism development and demonstrated willingness for involvement in the initial stage of tourism development, but became less favourable when a threshold level of development was reached, as was the in the Huron County in Ontario, Canada (Simmons, 1994, p.106), and in

Yogyakarta, Indonesia (Timothy, 1998) Views of residents also are influenced by changing variables like scale of development and job opportunities (Long et al, 1990; Simmons, 1994, 106).

There are two reasons why people form groups in tourism: when members of two or more groups perceived mutual benefits for interacting and to gain or improve control over scarce resources (Jamal and Getz, 1995, p. 189). The most common reason for resident apprehension towards tourism development is due to their fear of losing control over investments and subsequent development, and concerns about attrition of rural environment and environmental impacts (Simmons, 1994, p. 106; Jamal and Getz, 1995, p.197). This is why coordination with the public is needed to transparently communicate to them the possible negative and positive impacts of tourism. The challenge then is how to bring the "haters", "lovers", and "realists" together to gain consensus in decision making. It would seem unachievable to reach consensus with varying views of resident community toward tourism development. However, division in opinions on developments may present an opportunity or weakness for planning where trade-offs and compromises are made (Murphy, 1983) with the help of a mediator to assist solving disputes and convener to facilitate community collaboration and plan proceedings in tourism development (Jamal and Getz, 1995, p. 198). As Haywood (1986) argued, it makes little sense for a community to develop and promote tourism if resident's lack of support manifests itself in negative reaction towards tourism. Rather, the first step should be to involve all relevant and interested parties in a participatory planning process aimed at heightened awareness of the consequences of tourism development in the community.

Government's decisions also influence both the local business climate and the cost of overhead expenses of companies investing in the locality (Madrigal, 1995, p. 88). In this regard, government and private sectors co-exist in a symbiotic relationship because the government sectors are dependent on private investors to provide services and to finance, at least in part, the construction of tourist facilities (Madrigal, 1995, p. 88). Symbiotically, private investors require government's approval and support on their projects (Timothy, 1998, p. 56). They need to work together; competition between these two organizations will lead to deterioration of their relationship (Timothy, 1998, p. 56). Government-led planning also is criticized for the politician's lack of commercial knowledge and judgment necessary to generate and mould demand and adapt products in a changing and fiercely competitive market (Middleton and Hawkins, 1998, p. 127). Middleton and Hawkins (1998) argued that government officials in most cases do not have any training or background in tourism industry

for which they have nominal responsibility. Also, by the time they have reached an understanding of the issue, it is possible that they are shifted to another post, the tourism market flow has already changed, or regulation for the present tourism development is devised using previously inadequate data making it irrelevant for the future condition of the tourism destination. Hence, collaboration with the private sector can somehow aid this dilemma to gain information about tourism industry's needs and marketing interactions, businesses or governments cannot operate in isolation.

It is challenging to achieve coordination and collaboration among government agencies, the public and NGOs, and among private enterprises. It requires the development of new mechanisms and processes for incorporating the diverse elements of the tourism system (Jamal and Getz, 1995, p.187). As previously discussed, tourism is a system that needs these stakeholders to work together in order to provide a tourism destination that is socially harmonious, and strategically planned for the destination's sustainability over time.

3.8. The Concept of ICZM in Coastal Zone with High Tourism Demands

The coastal system is important for coastal tourism. The coast provides unique resources for tourism as this ecosystem is found at the interface of land and sea offering water, beaches, scenic beauty, rich terrestrial and marine biodiversity, diversified cultural and historic heritage, and gives opportunity for both coastal zone and coastal water tourism activities (UNEP, 2009, p. 10). Coastal tourism is strongly dependent on natural and cultural resources to attract tourists and encompasses activities that can be particularly suited to certain areas and in specific condition (example, weather condition, wave action, etc.) (UNEP, 2009, p.10). Therefore, although coastal areas offer a wide array of activities and resources, it is also dependent on environmental conditions (examples: unpredictable climate, algal bloom, tsunami and other natural disasters). Like any other tourism destination, coastal tourism destinations are also related and influenced by socio-economic features of the destination, health and security conditions, political factors, currency exchange rate fluctuations, and marketing strategies to attract tourists to visit the tourism area (UNEP, 2009, p.10).

There has been a move from physical and rigid master planning for coastal tourism to comprehensive, rational planning in coastal zones to provide better and sustainable outcomes from coastal tourism. Tourism operators and decision-makers have recognized the use of Integrated Coastal Zone Management (ICZM) as a way to attain sustainable coastal tourism development and arrest further degradation of coastal resource from tourism development (Cicin-Sain and Knecht, 1998, p130).

ICZM is recommended in coastal tourism locations especially in the case of island tourism because of the island's geographical scale, insularity and its consequent limited resources (Cicin-Sain and Knecht, 1998). Tourists' impact on the resources of the island is the same as discussed in section 3.3 only that in island tourism impacts can easily reach critical levels compared to other tourism destinations (Wong, 1998, p. 96) if its exploitation is not regulated properly. Island destinations face a number of inherent disadvantages in terms of development planning and management compared to other tourism destinations because of their isolation. This includes difficulty in access where tourists need to make extra effort to travel and variable to currency exchange fluctuations; has both exposed fragile marine and terrestrial ecosystems which need protection and conservation because these are one of the important tourist attractions and are very susceptible to pollution from tourism activities. Also, it hinders other tourism activities that tourists may be able to do in other destinations; undiversified economies and difficulties in offering a comprehensive range of products because usually island destinations have one or two industry economies which is composed of series of products and more likely dependent on imported products to cater the needs of foreign tourists; and its tourism activities and destination economy is also easily impacted by weather conditions (Poetschke, 1995; McElroy and de Albuquerque; 2002; UNEP, 2009). In addition, due to insularity of island destinations, there is a possibility of compartmentalized thinking in the society and strong kinship ties among leaders which can multiply conflicts and make planning and management, and everyday decisions more difficult and less objective (McElroy and de Albuquerque; 2002). Islands represent maximum social, environmental and economic conditions which need high degree of integrated coastal resource management if long-term sustainability of tourism development is to be achieved (Cicin-Sain, 1993, p. 30).

Coastal management has been practised since at least the 1960's, however, it only focused in addressing single issues such as economic development, fishery management, or tourism development which are perceived to be socially important (Cicin-Sain and Knecht, 1998, p. 32). The United States was the first country to have a formal effort in coastal management by implementing Coastal Management Act in 1972, and for that period, the focus of coastal management was on shore-land use (Cicin-Sain and Knecht, 1998, p. 33). This effort has made a significant contribution to coastal management around the world especially in developing countries where most efforts are sponsored by aid from developed countries (Cicin-Sain and Knecht, 1998, p. 33). As the benefits of coastal management proliferate, there has been a move from single issue focused coastal management to an integrated coastal zone management (ICZM) to be holistic in addressing coastal issues. ICZM has been specially

considered in Agenda 21, and has been guiding the adaption and implementation of ICZM worldwide.

The goals of ICZM are to "attain sustainable development of coastal/marine areas, to reduce vulnerability of coastal area to natural hazards, and to maintain essential ecological processes, life support systems and biological diversity in marine/coastal area" (Cicin-Sain, 1993, p. 30). It is also a continuous, proactive and adaptive process of resource management for sustainable development in coastal areas (Cicin-Sain, 1993; UNEP, 2009). It is fundamental for ICZM to have comprehensive understanding of the relationships between coastal resources, their users, uses, and the mutual impacts of the development to the economy, society and the environment (Cicin-Sain, 1993). ICZM is designed to overcome fragmentation in decision-making and management approaches of different sectors and levels of government by ensuring harmonious policies, plans, and projects for the sustainability of the coastal environment (Cicin-Sain, 1993; Cicin-Sain and Knetch, 1998, p. 39). Therefore, in implementing ICZM, it should satisfy the following principles (Cicin-Sain, 1993; Cicin-Sain and Knetch, 1998; UNEP, 2009; Eisma et. al., 2005; Lowry et.al., 2005; Courtney and White, 2000):

1. Holistic approach where all encompassing environmental, social, economic elements are taken into account in holistic and integrated manner. The land and sea part of the coastal zone are managed as a single entity and managed together and an ecosystem approach is a pertinent consideration and applied in coastal planning and management to ensure sustainable coastal resources;

2. Observe good governance. This requires coordination and collaboration of organized institutions of various administrative services in coastal zone, radiating from international, national, regional and most importantly local administrative services; and integrating sectoral plans in one comprehensive plan at the local level; and

3. Precautionary and preventive measures are practiced in planning and management of the coastal area. This will help anticipate impacts of any development made within the coastal zone and mitigate possible negative impacts.

One of the dilemmas of ICZM implementation with coastal tourism management lies on its environmental management element where tourism needs to enable visitors to appreciate destination areas without destroying them or changing them which will trivialize tourist experience (Kenchington, 1993, p. 15). At times, the environmental element of ICZM, particularly in ecosystem conservation, resulted to conflicts with the resource users particularly to tourism and fisheries (Thielea et al., 2005) when the users feel excluded from

using the area; and in some cases, there is a need to alter coastal environment to protect specific ecosystem and to enhance the sustainability of tourism. Hence, there is a need for integrated coastal zone management to ensure the sustainability of the area not only ecologically, but also socially and economically. Therefore, ICZM is not a panacea for coastal resource preservation in relation to tourism; but ICZM claims to provide a balance between ecology and society, where the coast has to be managed to "improve the quality of life of human communities who depend on coastal resources while maintaining biological diversity and productivity of the coastal ecosystem" (GESAMP as cited in Burbridge, 1997, p. 177).

3.9. The need to understand coastal system for ICZM

There are four core elements that need to be considered in ICZM – society, economy, physical environment and politics (Kenchington, 1993; Burbridge, 1997; Bower and Turner, 1996; Cicin-Sain, 1993). The first three elements provide context on the coastal problems and the goals and objectives to address these problems; the fourth element will provide background on how to implement ICZM and who will be responsible for its effective implementation (Cicin-Sain and Knecht, 1998, p. 122). These elements compose the coastal system and are interconnected. The interaction between human activities, especially in tourism, which utilizes coastal resources (land or water), has a motive to improve one's economic stability, and when these resources are abused will eventually lead to resource degradation or depletion on its extremity. In understanding systems involved in ICZM, especially the context of issues to be dealt with, it is imperative to consider these elements as part of ICZMs encompassing overall goal but also providing short-term achievable objectives (Burbridge, 1997, p. 178).

What is essential in ICZM is to understand the coastal system and then applying theoretical ideas that integrate terrestrial and coastal water systems and activities in one comprehensive integrated management planning scheme that will be used as a guide for coastal management especially when dealing with tourism issues

A comprehensive ICZM plan in areas with high tourism demand requires understanding of both tourism and coastal systems in order to understand the processes that need integration. A system is like a spider's web when once touched will reverberation will be felt throughout (Mill and Morrison, 1985). Therefore, it is crucial in that before planning is commenced, the system must be understood in order to understand the interactions and relationships of elements and to avoid or mitigate adverse impacts once the system is touched. Therefore, theories and models used in planning must be constantly evaluated where inputs from the effects and impacts of applied ICZM are included in the research (Mill and Morrison, 1985).

As Margerum and Born (1995, p 386) argued, in integrated environmental management, to demonstrate that the management scheme is producing desired outcomes, it should be continually reviewed, evaluated and adapted. Therefore, in order to demonstrate that ICZM is producing desired outcomes, it is necessary to ask if the outcomes of implemented ICM initiatives have been monitored, evaluated, and enable adaptive management. An adaptive management approach in coastal management and tourism development is expected to provide greater opportunities to learn from the success of initiatives and to adjust or modify policies to produce more desirable outcomes (Stojanovic, 2004, p.288). The more the planner knows about the system being planned, the more the goals of the plan will be polished, and the more planning will be effective (Stojanovic, 2004, p.288).

3.10. Dealing with potential barriers towards ICZM

ICZM is not without challenges from planning to implementation. It is in fact bombarded with conflict in resource use and management issues. Nichols (1999), for example, argued that the ICZM regulatory framework is problematic and that ICM is a regulatory instrument designed purposely to enable investment penetration by state and international capital. It is accomplished by altering behaviour of local community, reorganize coastal places, and political system which in turn polarizes resource users into politically favoured and disfavoured groups. The local coastal community and their participation in ICZM then remain only a symbol of tokenism where the totality of ICZM plan remains in top-down manner. Nichols' arguments have received some support in research on some areas in the Philippines when ICZM and tourism were integrated particularly in polarizing resource users (Thielea, et al., 2005). Thielea, et al. (2005) found in the Central Visayas Regional Project (CVRMP), an ICZM initiative in Philippines, that although ICM projects showed significant increase in user compliance in coastal laws, fisheries groups felt disadvantage in the implementation of marine protected area (MPA) and felt that their input to coastal management matters less when tourism is involved. These arguments on ICZM bring into question ICZM's cardinal rule in achieving sustainability - balance of costs and benefits between environment and resource users. It also indicates that ICZM does not always integrate the coastal zone users. Aside from Nichols' criticism on ICZM, Cicin-Sain and Knecht, (1998) argued ICZM has a difficulty in identifying coastal, offshore and landward boundaries for integrated management (p. 51). Difficulty in identifying areas to be integrated for management may cause conflicts in management boundaries. ICZM principles also over emphasises community-based decision-making and reliance to scientific knowledge (Bille, 2008).

It is clear therefore, that an effective ICZM plan has to be participative and needs public consultation where there is a balance and proper representation of relevant stakeholders; coordination and collaboration of different sectors and stakeholders; integration of plans, policies and programs into the ICZM plan; and needs to be statutory based.

3.10.1. Public Consultation

To achieve integration between coastal zone resource users requires ICZM to conduct public consultation in order to reflect unbiased thoughts of all actors involved in the formulation of ICZM plans and will avoid or minimise the polarity of actors. An effective public consultation is based on a communication process that generates a complete understanding of issues and rational of the plan and projects, generates trust between participants and manages conflicts to lead to consensus-based decision making. It would make the process legitimate as it was exposed to the public and would aid in facilitating the implementation process as the management scheme is supported by the public (Stojanovic et al., 2004, p. 284). Further, stakeholders' participation "can produce networks, social capital, and political will" (Margerum, 1999, p. 152). It is worth noting that a successful public participation program requires a dialogue, not a debate; therefore, information must flow in loops between any two stakeholder groups (USEPA, 1996, p.3).

To negate the probability of polarity in coastal resource users, an ICZM plan needs to be holistic in decision-making whereby decisions made are based on interdisciplinary scientific information and local knowledge. Therefore, it should be inclusive of participants such as scientists, interested parties for management, and the general public. Theoretically, the most desired level of participation is where the citizens have more control (Arnstein, 1969). However, the public as earlier indicated, especially in tourism, comprise various groups. Barrow (1997) recognises that the public can be a wide spectrum of different groups, with varying resources and skills. This means that public participation facilitators have to identify the various stakeholders relevant to the project in question. Pomeroy (2008) argued that stakeholders who will be involved in the planning process should be carefully chosen a stakeholder analysis. "The analysis made it possible to identify the basic territorial organization structures, which explains the strategies for the spatial occupation in the conservation area, the dynamics with the communities, and the relationships (functional and hierarchical) between them." (p. 818). Stakeholder analysis is important to determine if all stakeholders are entitled to participate in the process. Pomeroy (2008) argued that too many stakeholders can create administrative and resource allocation problems; therefore it is important to note that the final stakeholders to be involved in the process be well-balanced –

not too many to complicate and slowdown the process, and not too few that left out some key stakeholders. Failure to identify all relevant stakeholders can invalidate the entire process of the public participation process and result in conflicts that become intractable (World Bank, 1999). The process should be all inclusive including the politically non-represented or underrepresented groups such as the indigenous peoples, women, children, elderly and poor people (Andre et al., 2006). Therefore, indicators as suggested by Carnes et al. (1998) should focus on the breadth of stakeholder groups involved and on the public opportunities afforded all interested parties. Public consultation, therefore, constitute the participatory approach in planning where the actors actively participate in the series of meetings and/ or workshops conducted in formulating the coastal management plan. This process entails extensive participation of, and contributions of primary data from local coastal resource users. The output of these workshops can be used as input into the structures as well as the content of the plan. Issues raised at the workshop may change the opinions of the steering committee about the priority issues in the area (Kay and Alder, 2005).

However, planners should evaluate the degree and balance of community participation in developing countries where coastal areas experience a high degree of pressure from tourism. There were instances that consultation did not empower the general public but favours specific group of people. Public participation in developing countries may not equate to the full participation and support of local people, but may facilitate the desire and the willingness of the elite class in the region to support tourism, which may not help to achieve the aims of sustainable development (Tosun and Jenkins, 1998, p. 109). It is therefore important to ensure that there is a balance of representation of the public and private sectors, and scientific people in tourism to explicitly display the true interest of the community in the area at stake for tourism, and who represents the environment. Compromises and trade-offs from different parties must be observed in such way that not one group prevails. As discussed in section 3.7., a mediator and convener is needed for smooth flow of public consultation process. In a democratic society, success of plans and actions may be determined by the support of the community (Tosun and Jenkins, 1998, p. 104).

3.10.2. Integration and Coordination between Sectors; and Integration of Plans, Policies, and Projects

Management issues in ICZM arise from the lack of integration and coordination between sectors involved in coastal resource utilization. Integration is an essential aspect of the management system which ensures consistency in linkages between policies and actions, projects and programs and the connections between the process of planning and

implementation (Chua Thia-Eng, 1993, p.85). ICZM promotes integrated management where policies and actions are incorporated in one working policy as a guide for policy implementation at a time by all agencies involves (Cicin-Sain, 1993, p. 24). In terms of integrating a tourism plan into the coastal management plan, Haywood (1986, p.167) argued that if tourist area planners and managers are gearing towards effectiveness of the plan, they should think broadly on tourism evolution, how the area can be best managed given the different factors that affect its development. In addition to the integration of these influencing factors, if the destination place is to be managed effectively, tourism plans should be integrated into the existing planning frameworks (i.e. physical and land-use planning) (Dredge, 1999, p. 773). Tosun and Jenkins (1998, p. 105) also believed in the integration of tourism plans to other sectoral plans, and inputs from different agencies or disciplines; but argued that what is essential from integrating different plans is to make these components work in harmony. The problem with integrating plans is the institutional framework of each level of government which are guided by different mandates and laws that often contains different goals, objectives and policies.

ICZM is further challenge by the existence of both formal and informal institutions in the area to be managed. Formal institution refers to formal organisations of government with operational objectives, their own budget and operational staff; whereas, informal institution denotes the norms and practices of the people in an area (Memon ans Johnston, 2008; Alaert, 1997). These institutions both provide incentives and disincentives for actors to behave in particular ways (ibid). However, these institutions can sometimes be of conflict with each other. For example, in coastal management and ocean governance, formal institutional laws and policies might pose detriment to the existing informal institution in managing public-owned resources and space. Further, due to the scope of the area to be managed, coastal management and ocean governance has the tendency to have fragmented jurisdiction and governance regime is often single-purpose in nature (e.i. fish is managed by one regime while oil is managed by another) (Knecht, 1994). It is a challenge, therefore, for planners to integrate formal and informal institutions for a holistic view of the area for resource planning and management.

Cicin-Sain (1993, p. 26) believed that the "key factor in overcoming integration challenges is a good research on the links between different sectors in the policy areas and other policy areas, the problems they cause or do not cause, and assessments of the cost/ benefit of fragmented and sectoral policies versus more integrated policies". To implement integrated policy requires behaviour alteration by reconstructing institutional organization (Cicin-Sain,

1993, p. 26). Present institution must also be integrated as it reflects the norms, rules and custom that inform human behaviour and determine the interactions between human and their environment (Conor and Dovers, 2004). In terms of ICZM in tourism areas, it is essential to evaluate the current capacity of the country and its institution to withstand the changing roles when they go through changes brought by tourism and to determine the measures required to support such changes (Tosun and Jenkins, 1998, p.111). Understanding the institutional arrangement of the area to be managed will give the planners clearer ideas of incentives to encourage the tourism community to behave in ways that will produce the desired outcome of the plan.

3.10.3. Statutory-based Planning and Plan Implementation

To prevent further management conflicts ICZM must conform to the present statutory legislation of the country. Creating an effective formal ICZM plan is argued to be based on sound statute and legislature, statutory basis for plans is a prime consideration for ICZM implementation and enforcement (Chaniotis and Stead, 2007, p.518; McKenna and Cooper, 2006, abstract). Statutes are viewed by the government and the community as long-term approach to management issues irrespective of the majority of incumbent ruling party (Kay and Alder, 1999, p.117). Statute-based plans can hasten planning processes by avoiding opposition from legislative inconsistency and further court hearings to legalize the planning process (Marsden and Dovers, 2002, p.5).

In the case of developing countries, integration of disciplines, policies, and levels of government has been a challenge because of the lack of sufficient financial and technical resources to fuel integration and coordination. These resources are not readily available in developing countries where “community live on the margin of basic needs” (Tuson and Jenkins, 1998, p. 109) and must address these needs before considering other needs such as ICZM. Without these resources, nothing much can be done. Planning itself can be costly – there is a need to conduct research, monitoring and evaluation, meeting to negotiate with stakeholders and the general public in order to formulate the plan will need necessary technology for implementation, and human resources to facilitate planning, implementation, monitoring and evaluation of results. Resources for planning and implementation must be secured to make the process effective in addressing issues. Some developing countries (like Sri Lanka, Philippines, Thailand and Ecuador) resort to foreign sponsors (e.g. USAID) to aid implementation of ICZM (Cicin-Sain and Knetch, 1998, p. 271; Crawford, et. al., 1993). Although help from foreign consultants is considered beneficial for training local planners, it is an important consideration to evaluate the norms of these consultants – that their norms will

not overshadow the real situation of the destination being planned. External funding assistance does not only provide financial support but also transfer of knowledge in ICM from donor to benefactor, which influences the ICM approach of the benefactor (Cicin-Sain, 1998, p. 271). However, recipient countries must be careful in adopting ICZM approaches from other countries because experiences of planning consultants from other countries do not necessarily entail positive impacts on its application to the recipient country. Planning in developing countries should approach tourism by considering their own socio-cultural and political conditions, and economic and human resources (Burns, 1991, p. 346; Cicin-Sain, 1998, p. 126). Therefore, it should be based on the contextual need of the destination area, and not in the norms of foreign sponsors. If these norms continue to be the terms of reference in planning rather than rhetoric and a systematic understanding of institutional arrangements surrounding the players of tourism planning, then plans will continue to be produced, invoices to the consultants will continue to be paid, and communities will continue to suffer the consequences of inappropriate tourism delivered through inefficient planning process (Burns, 1991, p.346).

3.11. The extent of ICZM Application

ICZM is not designed to be a complex and elaborate plan which requires full-scale implementation throughout the coastal area, rather ICZM is an incremental approach which is applied first to coastal areas that have high needs of integrated management (Cicin-Sain, 1998, p.126). As Bührs (1995, p. 8) points out, it is not necessary to be totally comprehensive when addressing environmental issues but to use the most contextually appropriate, feasible, and effective approach. In a national context, Cicin-Sain (1993, p. 40) cited FAO's report which was used as an input for the Earth Summit emphasizing that a viable ICZM program must be comprehensive but its content and complexity will vary for each location. It is in the nation's interest to adapt lessons in ICZM efforts from other countries to its own national context. It does not mean that the ICZM approach proven to be effective in one area can generate the same effect to other locations. It is imperative for a comprehensive integrated plan to evaluate the factors that will affect and will be affected by ICZM and understanding these factors before formulating actions to implement plausible ICZM scheme.

The predicament of ICZM in terms of coastal tourism development is that development in tourist destinations already occurred before ICZM exists and how ICZM can arrest negative impacts of these developments; hence, ICZM inherited problems by earlier urbanization at coastal locations (Jennings, 2004, p. 901). The challenge then for ICZM with regards to tourism is how it will incorporate tourism in ICZM plan where demands for development as

response to the demands of tourism are high. The development of a specific formal integrated coastal zone plan for a multi-use coastal area for tourism is a usual response of the government to address coastal issues. Application of ICZM plan, however, can have two possible effects – negative or positive in addressing issues in coastal management. For instance, in Indonesia (Patlis, 2005), ICZM failed to meet its goals because of conflicts between sectors, unparallel and conflicting plans, decision-making was highly controlled by central government (even though government had been decentralized), and poor public cooperation in ICZM projects. Many agencies implemented their own development projects which have conflicts with other agencies' projects. Also, ICZM project's life-cycle are limited to several years and discontinued after the contract year because most of these efforts are sponsored by NGOs. When ICZM projects' management are transferred to local people or local government, the projects fail because stakeholders including the local people have low engagement in plan implementation, and the local people do not have a sense of stewardship since they do not actively participate in planning, still use traditional harmful resource extraction techniques, and careless in participating in decision-making since the central government will still decide regardless of the suggestions of the local government (Patlis, 2005). Local government is also not ready to implement ICZM projects in Indonesia after thirty-two years of central government control over coastal resources. Further, with decentralized governance, local regulations are also inconsistent with higher level of laws (national and provincial) and cannot contradict these laws. Indonesia also has unclear mandates of designated institutions which also influences the conflicts between sectors and projects.

In establishing ICZM projects, there has been an issue on exclusion of some resource users which leads to conflict of interest especially in the case of tourism and fishing versus the establishment of MPAs (Thielea et al., 2005). In Philippines, on the other hand, successes of ICZM projects are very site specific. Some ICZM projects failed because of weak governance, lack of coordination between sectors, lack of technical and financial capacity of the local government to implement ICZM, inconsistencies with government agencies' mandates, and disintegrated planning (Eisma et al., 2005; Lowry et al., 2005). However, there are also ICZM projects that proved to be successful (White et al., 2006) for instance APO Island in Nergros Oriental, Balacasag and Pamilacan Islands in Bohol, San Salvador in Zambales, and Mabini Reserve in Batangas. The secret of the success of ICZM implementation in these places is the involvement of the local government and the local community from the on-set of the project – from planning to project implementation. Involving the local governments (e.g.,Provincial to Barangay level) are seemingly essential

for long-term ICZM projects because they provide the primary government presence in coastal areas and are more aware of the needs of the public. Involving the local community, on the other hand, promotes ownership and stewardship of the projects. ICZM projects in these areas promote community-based management. Local government and local community acknowledge strong accountability of the ICZM projects. ICZM projects contributed to local economies through employment in management and tourism activities, user fees of MPAs, and visitors' spending. Alternative livelihoods for the local community are also made available.

It is important to remember that ICZM's goal is sustainable development and not total environmental conservation especially in dealing with coastal tourism. As Burbridge (1997, p. 178-179) argued regarding ICZM, "What we are talking about is some dynamic balance between the limitation of opportunities for economic development versus an acceptable reduction of environmental quality. What constitutes an acceptable balance will vary among different communities and will vary within community overtime". What is important for an ICZM plan is its implementability. Some plans fail to be implemented due to the actors involved. Implementation depends on the capacity and political will of the decision-makers to approve the implementation of the plan, the capacity of the implementers to enforce implementation, and for the willingness of the general public and other stakeholders to abide the rules of implementation and their coordinated actions.

3.12. Chapter Summary

The literature reviewed provides insights on tourism planning and integrated coastal zone management. Both plans promote comprehensiveness, integration, and holism in the contents of the planning as well as the planning process and implementation. The difference between these plans is that ICZM takes into account tourism as one of the factors that needs to be considered in coastal zone management. ICZM is recognized worldwide as a way to help conserve coastal resources and provide economic benefit to the society at the same time.

A major issue posed by ICZM is its regulatory framework which was argued to be problematic and resulted in polarity and lack of integration between resource users, achieving integration on different policies, and coordination between sectors. The key factor that can help overcome this challenge in ICZM is by conducting research that examines the aspects that contribute to this gap and how it could be overcome, and an effective public consultation based on a dialogue, not a debate, which is expected to generate output based from consensus decision making.

In terms of implementing ICZM in developing countries, insufficient financial and technical resources to conduct the necessary processes for ICZM can be problematic and as a consequence external sources from NGOs and international government aid are sort. Also, the desired political will can be missing, and the mandates of administrative government agencies can overlap.

In summary, the literature helps contextualise:

1. how to translate tourism and ICZM theories into practice by understanding both tourism and coastal systems and integrating them in one functional integrated policy which is used by all sectors as guide for coastal zone development for a given period;

2. the significance of integrating of all influencing factors (economy, society, environment, politics) for coastal zone management and making them work in accordance for the goal of sustaining coastal resources for present and future utilization;

3. the comprehensiveness of an ICZM plan is subjective – based on the environmental, social, economic, institutional, and political context of the location where ICZM is to be applied;

4. the need of continuous research in monitoring and evaluation of the effects of ICZM plan and feeding back results to improve the implementation strategies of the plan; and

5. the challenge on the determination of the decision-maker, policy implementers to effectively implement the plan.

The effectiveness of formal plans, such as tourism and ICZM plans, however, remains questionable especially in terms of coastal tourism where tourism pressure is high. In this case, there is a strong possibility that tourism development and economic stability is favoured over ecological conservation. The literature reviewed highlights the positive and negative contributions of tourism and ICZM plans which will be used as an instrument for evaluation in this research. Chapter 4, explains the process used for data collection during the field work and the method employed for data analysis.

Chapter 4
Research Methodology

4.1. Introduction

This chapter presents the process that the researcher undertook to gather data and illustrates how this material has been evaluated in response to the research questions and objectives. Section 4.2 explains the general research process adopted for this study while section 4.3 outlines the research methods used to explore the research questions. Data gathering and data analysis procedures are explained Section 4.4.

4.2. The Research Process

Qualitative research is particularly suited in studying context and illuminates process; it allows the researcher to examine how changes affect daily procedures and interactions (Barbour, 2008, p.13). The choice of using a qualitative research methodology for this study was because this research aims to explore and explain the possible reasons (implicit and explicit) of the effectiveness or ineffectiveness of formal coastal zone planning and management through a case study of Boracay Island (discussed in section 4.2). The intention was to have an in-depth and comprehensive understanding of the actions of the stakeholders, the reasons that govern their actions, the impacts of the formal coastal management plan and to link and assess these findings in terms of the applicability of ICZM in Boracay Island.

Qualitative research as a research method can also yield an elaborate understanding of the entire planning and implementation circumstances in the research setting by interviewing the respondents (discussed in section 4.3.a). The significance of interviews in qualitative research is to allow the researcher to have personal contact with the respondents and to gather first-hand information from them. This also allows both the researcher-interviewer and interviewee to expound and confirm the questions and answers for better understanding of their statements (Rubin & Rubin, 2005, pp.2-3). Also, this research approach was not bounded by paper source information (e.g. formal plans, agency reports and statistical reports) but encouraged respondents to give insights of the real-world situation of how the plans and impact reports were made and the extent of their implications to the management of the Island in question. Further, this methodology is more holistic - enabling the researcher to understand not only the present situation based from respondents' experiences but also reconstructing past events which cannot be directly observed by the researcher (Rubin & Rubin, 2005, p.3; Burns, 2000, p.425).

One of the disadvantages of using a qualitative research methodology is it does not have a standardized procedure. The data analysis will depend on the "theoretical sensitivity" of the researcher - meaning, the analysis of the study depends on the ability of the researcher to give meaning and understanding on the topic being studied (Strauss, 1987). The researcher was from the province where the Island belongs and a frequent visitor to the Island. Hence, she was able to benefit from this 'insider's view' of the Island because she was aware of the transformation of the area over the years. From a practical stance, she knew some of the key stakeholders. The researcher's relationship to Boracay could be regarded as ground for bias in interpreting information from the field research. To overcome such challenge, the researcher went to the field for this research with an open mind and without prejudice on what she heard, seen and read about the planning and management of the Island under study. This strategy allowed her to become critical and objective in assessing answers from the interviews conducted and secondary information gathered. Also, this study was designed (outlined in section 4.4) where the results of the research were analysed objectively, as much as possible, using a variety of approaches to qualitative analysis (including note taking of personal opinions, data coding, memoing and triangulation).

4.3. Research Approach Used in the Study

The research adopted both exploratory and explanatory approaches to fieldwork (Robson, 1993). This research was exploratory in a sense that it sought to find out what was happening during formal planning in the research setting and the consequent plan implementation. It also sought new insights regarding the effectiveness or ineffectiveness of formal planning. On te other hand, this research was also explanatory in a sense that it aimed to explain the causality of the effect of formal planning and implementation to the social, economical and environmental aspects of the research setting. To progress with this type of research, the researcher adopted a case study method.

The type of case study employed in this research is what Bryman (2008) referred to as an 'exemplifying case' where the chosen case represents a broader category of the case by providing context for a certain research question. Also, this type of case study is usually influenced by theories, and new technology and its implications on a specific research site (Bryman, 2008). A single setting case study was chosen for this research primarily because of the time constraint of the researcher for data gathering. A single setting case study allowed the researcher to conduct in-depth observations and more detailed interviews and secondary data gathering given the time limitations. Yin (1989) stated that the general applicability of a case study results from the methodological qualities of the case and the rigor with which the case is

constructed. Therefore, in order to strengthen the validity and credibility of a case study research, data gathering and data analysis methods need to be developed with care.

4.4. The Research Methods

This research utilised a combination of semi-structured interviews and desk based research.

4.4.1. Interview Process

The interviews were conducted using a prepared semi-structured interview guide (Appendix 8). The content of the interview revolved around ICZM applicability in the Island and the use of BIMDP as a primary tool for ICZM. Also, it was included in this interview to find out the BIMDP planning procedures and implementation techniques. This was done in order to determine the extent to which participants were involved in the planning process and the extent of BIMDP implementation as an ICZM tool and its impact to the coastal resources and tourism. In formulating questions for the interview, the research problem and information from preliminary investigation via secondary sources (news and research conducted regarding Boracay Island) were used as guidelines. Open-ended questions focused on a series of key themes that allowed the respondents to explain the plan and plan implementation processes in Boracay, to reflect on the local interest and participation in planning and implementations processes, their own practices towards Coastal Resource Management (CRM) and to express their views on the effectiveness of the plan.

A snowball sampling technique was used to choose interview respondents. In snowball sampling, the researcher chooses specific respondents or “key informants” who are thought to be most effective in answering the research questions. Key informants are then asked for referrals for other informants who might also fit the research requirements (Burns, 2000, p389; Marshall, 1996, p.523). Key informants for this research were people who were productive in giving information in a sense that they were directly involved in the planning and implementation processes, and those who were significantly impacted by the implementation. These people have both professional knowledge and personal opinions regarding the topic based from their experiences in the Island. They were chosen from a preliminary investigation and from news about the Island. The researcher chose this sampling technique because it minimises unnecessary respondents and therefore, reduces costs associated with fieldwork (Johnson, 2005). The danger in this type of sampling technique is its non-random selection procedures, correlations between network size and selection probabilities, reliance on the subjective judgments of informants, and concerns with regard to confidentiality (Johnson, 2005). Given these disadvantages, the researcher employed critical

evaluation of the referrals of key informants by thoroughly checking the background of the referred respondents before asking for interview appointments. Also, self-checking on objectivity during every interview and interview analysis was applied by the researcher.

There were thirty one interviewees for this research. The informants were thirteen government officials and department heads, four non-government organisation representatives involved in Boracay's development, nine business representatives (two hotel owners – 4 star, and 1 star hotels; small-scale businesses – a street vendor the researcher asked for an interview after finding out basic information like length of period of involvement in vending, a small grocery store owner and big grocery store manager, one souvenir seller in D'Mall and one in Talipapa; a snorkelling and diving shop operator and a boat man for island hopping), two residents who were positively and negatively affected by the development in Boracay, a Bantay Dagat, a BFARMC and two fisher folks. There were only few sellers, snorkelling and diving shop operator, boat man for island hopping, and residents due to the fact that they have less participation in planning but have been in the Island for a considerable length of time to share their experiences in policy enforcement as a result of the plan.

Government officials and department heads and NGOs were chosen based from the premise of their involvement in activities relating to tourism and coastal management. Recognized plans by the government were usually done by different sectors and the proposed key informant identified before the field work were those who were in a position to have involvement in the planning and implementation processes. Department heads were chosen as key informants because they were hands-on not only in planning but also in implementation. Each department was usually composed of two to five personnel and coordinates with other departments if the need arises. Government plans were formulated by conducting a general meeting where representative of each relevant departments and NGOs will attend. If they did not have strong involvement in planning and in field implementation, they were asked who would be more productive in giving information on the topic being sought in this research. Business representatives, residents, Bantay Dagat, and fisher folks were chosen based from the news, mentioned in the interviews, referred by other interviewees and preliminary investigation of the researcher on their relevance in providing professional and personal information for the research. In cases where informants were not willing to participate in the study, despite the explanation of the researcher regarding the interview protocol, the respondent was asked for a respondent referral.

Each interview was transcribed and coded after every interview so that emerging themes and thematic saturation would be noted. Thematic saturation is noted when themes from

interviews begin to repeat themselves, and subsequent participants' interviews yield no new themes (Bryman, 2008, p.554). Notes on the linkages of these themes were identified where a broader theme was developed. Ryan and Bernard (2003) recommended that key themes can be identified from repetitions of topics, typologies or categories, metaphors and analogies, transitions in the shift of transcripts and other material, similarities and differences in interview discussions, linguistic connectors, missing information from answers in interviews, and theory related materials. Therefore, this approach in synthesizing interview data depends on the capability of the researcher to critically identify themes. Theme identification influenced the subsequent data collection and some questions were added to the interview. The researcher kept an open mind and tried to be as objective as possible throughout the process.

Interviews were conducted in places, dates and times convenient to the interviewees where they were provided with a research summary (prior or during the interview) which contains the problems, objectives and significance of the study, their rights for the interview as well as their assurance of confidentiality and safe storage of their statements. Consent forms were provided to all interviewees for interview agreement. Individual interviews were conducted to avoid potential bias and influence by the presence of other persons. It also provided greater confidentiality of the identity of the interviewees.

The interviewees were provided with pseudonyms for their interview transcription, and when their arguments were used in the research to further protect the identity of research respondents. During the stage where the researcher sought consent for the interview appointments, the researcher observed that some government department heads and employees were pessimistic and initially declined the invitation. This was because they feared that their superior would potentially be upset if they gave confidential information and their personal opinion especially when the information given would connote negativity. However, after telling them that their identity would be protected in the report and explained the interview protocol, they then consented to the interview. Some of them even asked to quote their real names if they have given positive information about the subject.

To further secure identity confidentiality, interviews were conducted only by the researcher, recorded using a digital voice recorder and were transcribed only by the researcher using MS Word format. Recorded and transcribed interviews were stored in the personal computer of the researcher equipped with an anti-hacking device. All notes from this research were stored in a cabinet with lock in the researcher’s private office which only she has the key.

Although there was no case observed during the interview where the respondent was unable to read, write or understand the content of the consent form, the researcher came to the field prepared to read and explain to them the content in language that they could understand. The researcher is able to speak the three local dialects (akeanon, karay-a, and bisaya) and the national language of the country that are widely used in the Island. The use of the national language and English language are encouraged in the Island, and most people are able to speak them.

Another challenge during the interview process was the possibility of having interviews declined or re-scheduled particularly with government officials and department heads. This situation was anticipated by the researcher before going into the field because of the recent change of local government officials from the latest national election a month before the commencement of the fieldwork. In order to overcome this challenge, the researcher primarily planned to make an interview appointment with relevant government officials and department heads involved in the study. This approach was effective to some, but there were times when the interviews were rescheduled or cancelled. When the researcher was told that the interview was cancelled, she called the respondent and asked if a phone interview would be possible. It was a test of patience for the researcher and extended perseverance to make another appointment. With these characters, the researcher successfully conducted the interview.

Moreover, the interview period was undertaken during the rainy season. The residence of the researcher was located in the mainland while most of the interviewees reside in the Island. Rough sea and rain posed a threat to the research timelines, so when it was not possible to cross to the Island, phone interviews were conducted instead, or interviews were rescheduled.

4.4.2. Secondary Sources of Information

In qualitative research, data are not only limited to interviews and observations but also from other data sources whether it is published or unpublished documents. These documents can give the researcher vantage points that allow further coding, including discovery of relationships among various categories that are entering into the emerging theory (Strauss, 1987, p.27). Hence, documents such as news and other pertinent documents were sought and evaluated for this research. These reports reinforced the validity of the information from the interviews based from an outside informer.

In addition, program, plans and projects (PPPs) and government and NGO reports were examined. In this sense, the researcher was able to evaluate the extent of BIMDP content and ICZM application in the developments in Boracay Island.

The documents reviewed include:

- Government Plans
  National Tourism Strategy, Provincial Tourism Comprehensive Development Plan 2000-2010, the BIMDP 1990, Municipality of Malay Comprehensive Master Development Plan 2000-2010, Barangay Development Plans 2005-2010, Municipal Coastal Resource Management Plan 2005-2010, Boracay Island Environmental Master Plan

- Government Laws
  Local Government Code 1991, RA 8550 Fisheries Code of 1998, The Agriculture and Fisheries Modernization Act of 1997, Executive Order Number 533, series of June 2006: Adopting Integrated Coastal Management as a national strategy for sustainable development; Provincial Tourism Code, Municipal Ordinances, Executive Order No. 377 authorising an Eminent Persons Group to oversee the sustainable development of Boracay Tourism

- Municipal Government Reports
  Municipal Accomplishment Reports 2005 -2010, Municipal Financial Reports 2000-2010

- Plans formulated by Non-Government Organisation
  Boracay Beach Management Plan

Secondary data were not easy to retrieve, especially in Municipal and Barangay level. One Barangay even claimed to have no documents in their office. Some missing documents from Barangays were retrieved from the Municipal Office. Most documents available were only from 2005. Information about these documents on years before 2005 was acquired from professional and personal opinions of relevant research respondents.

4.4.3. Data Analysis

The information gathered was analysed with respect to the Evaluative Framework of this research. Analysis was achieved by triangulating primary and secondary sources of information. Triangulation refers to the comparison of data among different sources of information to improve its validity and reliability (Frankenberge et al, 2002). Data triangulation and theory triangulation were used to validate gathered information.

Triangulation was achieved through different sources of data (interview and secondary sources of information) and ICZM theories based on published research.

4.4.4. The Evaluative Framework

It was argued in chapter 3 that tourism in coastal destinations was facing environmental, social, and economic challenges. Tourism as a major catalyst of area development is influenced by several factors of the tourism system. Tourism development planning theories encouraged integration of the factors of the tourism system in planning. However, the concern of planning in this case is centred on tourism. ICZM planning theories, on the other hand, argued to plan the totality of the coastal zone based on its uses and to integrate both tourism and coastal systems in a comprehensive plan. Hence, in coastal tourism destinations, an ICZM is crucial for sustainable development of the area, not only for tourism but with other resources. Formal plans from the government are usually formulated to mitigate adverse impacts of development in specific areas. Despite the available tourism and ICZM theories, there are still coastal tourism destinations that show degradation of coastal resources. In this regard, this research was geared towards seeking answers on how effective a formal master plan would be in guiding the development of touristic coastal zone areas and in ensuring sustainable coastal resource use in developing countries that have strong tourism pressures.

ICZM planning theorists argue that to have an ICZM plan that is effective in mitigating adverse impacts of resource utilization the plan has to be comprehensive in planning, holistic in decision-making, encompass integrated management planning with other relevant sectors, coordinated sectors for planning and implementation, and the plan must be able to apply an iterative process in planning and management (Cicin-Sain, 1998; Cicin-Sain and Knecht, 1998; Kay and Alder, 1999; White and Christie, 2005). These criteria for effective ICZM were used in this research as a framework to evaluate whether the formal plan for Boracay Island promoted integration in its coastal management approach and to what extent the plan integrated activities with the natural coastal systems.

The evaluative framework was formulated to address the specific questions posed in the problem statement. However, according to Kay and Alder (2000, p.63), there was no unified planning theory to structure guidelines on how to evaluate the effectiveness of ICZM. Instead, there were ranges of planning theories that provided options appropriate for a particular cultural, economic, social, administrative and political situation of the coastal area and the issues being addressed by ICZM initiatives. The evaluative framework in this research was developed on the premise of ICM theories in terms of integrative planning and management.

A well-planned coastal management plan clearly stated the purpose, directions and the expected outcome of the plan (Kay and Alder, 2000, p. 51). What is crucial to consider in evaluating formal plans is how these plans are made and implemented, if the goals are reached, and to what extent the objectives have been achieved (Cicin-Sain and Knecht, 1998; Kay and Alder, 2000).

The research focused on the implementation of BIMDP and provided guidance for testing the application of ICZM. BIMDP was crucial to consider in this research because it was intended to be the formal plan that internalised the principles of ICZM. The principles to be considered in ICZM planning and implementation were also set out in the evaluative framework below. The criteria used to evaluate if the developments in the Island were based on ICZM principles and to what extent ICZM was applied in the developments. The evaluative framework was summarized in a checklist form where information from interviews and document evaluation was noted for relevance.

The evaluative framework used was the following:

1. To examine the possible reasons for degrading coastal environment of Boracay Island despite the available tourism and coastal management theories and BIMDP as a guide for the development of the Island, it was necessary to consider the following decisive factors:

    a) The degree of BIMDP application to plans, programs, and projects (PPP) for the development of Boracay Island. It was crucial to consider if indeed BIMDP had been applied as a guiding principle for the development.
    b) The level of competence, credibility, and accountability of the authority to approve PPP for Boracay's development. This aided in legitimizing the approval of the plan, and accountability of the authority on the impacts brought about by the plan.
    c) The level of ease in governance for BIMDP implementation. This illustrated how acceptable the plan was to the implementers and to the public.
    d) The extent of monitoring and evaluation conducted for implemented PPP. ICZM promotes iterative process; hence, the impacts of the plan should be monitored, evaluated and adapted to calibrate the plan to be applicable in the present situation.
    e) The importance of PPP to national, regional, and local agenda that it could gain favourable support, and technical and financial assistance from different levels of government. This would answer how integrated were the formal plans across different levels of government and how coordinated were they in implementing formal plans.

2. In order to evaluate whether the development in Boracay Island was due to the application of ICM, it was necessary to examine if these developments conformed to the objectives of ICM. Many scholars (e.g. Burbridge, 1997; Born & Sonzogni, 1995; Cairns, 1991; Cicin-Sian, 1993; Chua Thia-Eng, 1993; Dovers, 2002; Margerum and Born, 1995; Marsden and Dovers, 2002; Partidário, 1996; Stojanovic et al., 2004; Webler et al., 2001) stated objectives of ICM and opted to formulate indicators of successful ICZM.
   The criteria from these indicators were digested as follows:

   a) *Comprehensive ICM Plan*

      A typical objective of ICM, the sustainable use of coastal resources, is achieved where a coastal ecosystem is managed to have minimal degradation or vulnerability of the coastal environment. Management is done in an economically efficient way and provides social equity to local communities (Burbridge, 1997, p.186). The success of ICM can be evaluated within the framework that represents the economic and environmental conditions and levels of equity that an individual society is willing to accept at a specific point of its development (Burbridge, 1997, p.179). Therefore, a sustainable ICM initiative must be based on a comprehensive plan that encompasses the triple bottom-line (environmental health, economic efficiency, and social equity). At the same time, it should include long-term goals and achievable short-term objectives.

      As ICM considers the coastal zone as interconnected, to be comprehensive, environmental management must consider cumulative effects of projects and other projects not directly connected with, or necessary to the management of but likely to have a significant effect thereon, either individually or in combination with other plans or projects (Dovers, 2002, p.26; Partidário, 1996, p.41). It should also include appropriate precautionary approaches for anticipated untoward outcomes of ICM programs. This is because integrated environmental management should be proactive, or have preventative measures that maintain the environment in favourable condition for a variety of long-range sustainable uses (Agenda 21; Cairns, 1991). It is also worth noting that a comprehensive ICM plan needs to have clear identification and definition of legislative, jurisdictional boundaries for management to avoid conflict with the management of adjacent areas and identify which actor will contribute information and have political responsibility and accountability for decision-making (Stojanovic et al., 2004, p.283-284).

b) Holistic decision making

To be holistic in decision-making for ICM, it should be based on interdisciplinary scientific information and local knowledge. Therefore, it should be inclusive of participants where scientists, interested parties for management, and the general public participate in the decision-making process where they are provided with opportunities for common contribution and balanced sharing of responsibilities, and show that these view points and preferences have been considered by decision-makers (Stojanovic et al., 2004, p. 284; USEPA, 1996; Webler et al., 2001). Participation in coastal management will promote public acceptance, conflict resolution and building of trust between actors; it will make the process legitimate as it was exposed to the public and will aid in facilitating the implementation process as the management scheme is supported by the public (Stojanovic et al., 2004, p. 284).

c) Integrated Management

Integration is an essential aspect of the management system which ensures consistency in linkages between policies and actions, projects and programs and the connections between the process of planning and implementation (Chua Thia-Eng, 1993, p.85). It should also identify the interrelationships between the multiple and conflicting resource users (Born & Sonzogni, 1995, p. 170). ICM plan, programs, and projects must also be legitimate in that they conform to the present statutory legislation of the country. By doing so, the process is faster as it will avoid statutory opposition and judicial hearings to legalize the process; and will ensure that there is no duplication of management schemes and assessments (Marsden and Dovers, 2002, p.5).

d) Coordinated

Coordination encompasses an exchange of resources among parties of interest that work together to achieve mutually desired objectives (Born & Sonzogni, 1995, p. 172; Stojanovic et al., 2004, p.285). In coastal management, coordination needs to address: integration between disciplines, integration among sectors, integration among levels of government, and integration between nations (Cicin-Sian, 1993, p.25). For actors to work together in ICM planning and implementation, there is a need to have sufficient resources including having the time, skills, and appropriate funding. In this case where coordination is crucial, an overriding goal and good communication are necessary to provide guidance for coordinated action.

e) Iterative Process

Margerum and Born (1995, p 386) argued that in integrated environmental management, to demonstrate that the management scheme is producing desired outcomes, it should be subjected to continual review, evaluation and adaptation. Therefore, in order to demonstrate that ICM is producing desired outcomes, it is necessary to ask if the outcomes of implemented ICM initiatives have been monitored, evaluated, and adaptive management enabled. An adaptive management approach in coastal management is expected to provide greater opportunities to learn from the success of the ICM initiatives and to adjust or modify policies to produce more desirable outcomes (Stojanovic, 2004, p.288).

The information acquired from addressing the above questions and criteria focused on the three crucial elements: planning, implementation, and monitoring/ evaluation. To evaluate the effectiveness of a formal plan in achieving its goal, it was necessary to evaluate how the plan was implemented, to assess the responses of the community to its implementation, and to explore how effective the plan was in improving the environmental, social, and economic status of the local area.

4.5. Summary

There was no specific guideline in evaluating ICZM plan and plan implementation. Therefore, for this research, the evaluative framework was developed from several ICM and ICZM theories. The evaluative framework served as the core guide in answering the research questions. The research was conducted using a qualitative research approach, using a case study to explore the research questions. The evaluative framework and secondary data acquired before field research served as guidelines in formulating the research questions as well as the open-ended questions for interview. Themes based from the primary and secondary gathered information were noted, and thematic saturation was used to synthesis data in order to determine the sufficiency of responses and credibility of information.

Data gathering was not a simple, nor a straight forward process. Challenges awaited the researcher in the field. Some of these challenges, such as declined and rescheduled interviews for political reasons and weather conditions that caused time delays, were anticipated and successfully managed by the researcher. However, unexpected challenges that the researcher faced included the incomplete reports from Barangay and Municipal government offices and if available were limited only from 2005- 2010. In response to this, reports from earlier years were solicited from the professional and personal opinions of relevant respondents. Hence, in

doing qualitative research, the researcher should have patience, plenty of perseverance, and the ability to be flexible in the field. However, using this method of research allowed for the emergence of rich data, which is presented in the following chapter.

Chapter 5
Results

5.1 Introduction

This chapter discusses the results of the field interviews and secondary data gathering conducted in June to July 2010 in Boracay, Malay, Aklan in the Philippines. Responses from the interviews which were delivered in Filipino languages were translated by the researcher into English to make the transcript comprehensible to the readers.

The chapter commences by exploring the planning and implementation processes and challenges of BIMDP. It is then followed by planning and implementation processes of other plans after BIMDP that are related to Boracay (section 5.3.). This chapter in general will explore the processes involved in BIMDP planning and the effect of governance devolution from National to Local Government on the plan. Also, it will provide insight into the factors that influenced the planning and implementation processes of the plan and its impacts to society, economy and environment drawn from the perspectives of the interviewees.

5.2 The BIMDP Planning Process

5.2.1 Introducing the Boracay Island Master Development Plan (BIMDP): A Content Summary

The core aim of BIMDP was to make the Island sustainable for tourism. Sustainability in this context was defined in the plan as making the Island for tourism for the present and future generation by managing its environmental components holistically and zoning the Island based on its future use. The view of the plan's authors upon the creation of BIMDP was that the Island had been experiencing uncoordinated and *ad hoc* development where individual entrepreneurs and operators formulated individual development programs (BIMDP, 1990, p.8). These development programs brought advantages only to the entrepreneur concerned but had no regard on the disadvantages to the ecology, social structure, and commercial conduct in the Island (BIMDP, 1990, p.8). Given this context, the thrust for formulating BIMDP was to develop the Island through an integrated action plan where private sectors would no longer plan for development alone, but that future developments would be done together with the government and the local community. According to S11, the plan was developed by an inter-agency committee solely within the DOT with the aid of a scientific community who conducted research about Boracay to support the formulation of the plan. An inter-agency committee (including DENR, BFAR, DOT, LGU, scientific community, private sectors representatives) was formed for its implementation.

The BIMDP planning process was legalised by including executive orders and presidential decree relevant to the Island as bases for its formulation and implementation. According to S11 the content of the plan presented an integrated approach in management in order to capture the holistic context of the Island for its management. However, this statutory-based plan was not treated legitimately by the Municipal LGU and the community since they have no participation in formulating the plan.

The vision of the plan is "Paradise Recaptured" (BIMDP, 1990, p.15) based from scientific research conducted in Boracay by the contracted scientific community. The use of this title appeared to signify that there was a belief that the Island had been a paradise. However, the recognition that natural resources had been substantially degraded no longer warrant the appropriateness of 'paradise' as its title. In BIMDP (1990), it was argued that Boracay could still regain its paradisiacal character and be restful for the tourist, stating that:

> The role defined for Boracay is that haven for relaxation. A retreat to reduce the tempo of living from the tensive to the restful. Pursuant to this basic mission, the concentration of the planning process for the development of Boracay was towards its efficacy in satisfying this motivation among the visiting transient in the Islands. This is principal. (p.20)

For this reason, the authors believed that judicious dispersal of tourism facilities instead of having a high concentration would be a more appropriate approach for the Island where building sites were chosen from areas that are free of natural features (BIMDP, 1990, p.15). However, H13, an interviewee from the private sector showed pessimism on the possibility of having areas free of natural features arguing that,

> Boracay is an Island. It is full of natural features that primarily attracted tourist to come in the Island. It was hard to identify areas for tourism development. Hence, DENR had classified forested land areas and conservation areas to delimit the context of natural features.

The plan aimed to develop Boracay for tourism purposes but taking into account its idyllic character seeks to ensure an outcome where greenery dominates the visual impact of tourism (BIMDP, 1990, p.21). In this regard, zoning of the 1 006.64 hectares Island was used as a key method in the plan. This entailed identifying specific land areas for development as forest reserves (278.19 hectares), orchards (158 hectares), a nature reserve (11.24 hectares), marshlands, lagoons (71 hectares) and a golf course (117.47 hectares) (Appendix 4).

The developmental concept for residential and commercial areas was given special consideration and was the main focus of the Island development. Guidelines for residential and commercial buildings were specified in the plan. Residential and commercial areas were planned by cluster (Appendix 5). This means that each cluster was for specific use, and the land users at that period needed to be relocated particularly in the allocated cluster. Based on BIMDP's development concept for residential and commercial clusters (1990, p. 34), clustering arranged the buildings with provision of open spaces extending to the inner land areas giving each structure the desired frontage to the beach. Further, clustering offers efficient utilisation of space and services primarily for eliminating individual septic tanks for sewerage and providing this facility by cluster. Also, deep water wells with filter fields for safe, potable water sources were provided. These facilities will be shared by users of each cluster. This was also done as a mitigating measure for water contamination, and to maximise the available areas for development. The open space in each cluster was intended to be focal area and space for social interaction in the commercial and residential areas. Specifically, for residential areas, open spaces were intended to give enough space for residents to interact with each other, while commercial area open spaces aimed to give opportunity for tourists to interact, as well as for tourist-seller interactions. They were, therefore, not necessarily only for business, but for personal interactions. Each house and commercial facility was also arranged in a manner that each would have an equal share of space, access to important tourism areas, shared facilities and wind ventilation.

In order to make the commercial and residential areas pleasing to the eyes of tourists, landscaping of each cluster was intended to be coordinated following a general landscaping plan, and there would be scheduled garbage collection (BIMDP, 1990, p.44). Further, the plan specified the level of structural density of the buildings by controlling bulk and height. Utilisation of Island resources that might degrade the land area were discouraged unless used for recreational activities with a minimum area requirement. The plan also provided guidelines for mandatory twenty-five meter setbacks of property boundaries along the beaches of Boracay from the established mean high water line (MHWL). Boundary setback was established as a mitigating approach for building domination in the beach and providing ample space for beach users. Prohibiting mooring of boats on the beach area (which distance was not specified in the plan) was also stated in order to provide ample space for swimming and at the same time to protect the corrals and sea grass beds from further destruction as mentioned in Chapter Two.

The consequent section sets out how BIMDP was planned and implemented.

5.2.2 The Planning Process

The BIMDP planning process primarily wanted to promote community-based planning. Hence, the responsible agency for planning (DOT) commenced planning by consulting the local people and government and private stakeholders about the plan and also involved community organisations such as UBIBA and BITZA. UBIBA and BITZA were cited in BMDP (1990) to have problems in coordination, and it was suggested in the plan that if these two organisations were unified greater resolution for the common good may be achieved (p.10). The DOT conducted consultative meetings separately with local people, other stakeholders (e.g. business investors, Barangay and Municipal officials, fisher folks), scientific community and government agencies. However, the technique was not successful in convincing the local community and the stakeholders about the plan. This resulted in a community street rally to protest against the implementation of the plan. S11 stated, "During the planning phase, there were rallies, resistance. It was like that." This happened because, according to the interviewees, people in the Island were not ready for and did not understand the concept of tourism. As H8 argued,

> During that time, the people of Boracay had limited knowledge on tourism development. Only few had tried to share their ideas in the plan. I was one of the active residents in the Island then, but due to my limited power and control on the governance aspect I cannot say that people in the Island were properly consulted on the details of the plan.

This view received support from other residents. For instance, S3, a resident of the Island, said that she was in high school then and used to go with her mother to meetings, which were sometimes also conducted in their house. S3 elaborated that, based from what she heard from the meetings, people of Boracay appeared to misunderstand the plan. This led to their disapproval - fearing that they would lose their homes and would be relocated to the main Island by the government. The same information was given by H5, a resident of 60 years in Boracay. In his recollection, he said,

> Actually, we were not properly consulted by the government. Sometimes I even felt that they were forcing us to surrender our land for their benefit. What should we do about it? How am I going to raise my children if I do not have this land? This land has been with our family for generations. My parents were born here. I was also born here. It is not easy to give up this land where I have plenty of memories. My life is here and my livelihood is here. If

> they will relocate us to the mainland, what future will I have there? My only source of income at that time was fishing.

S11, one of the authors of BIMDP also acknowledged that local people had misconceptions about BIMDP. She commented,

> Of course, the idea of tourism was new to them. They were scared about it. In the development plan, there was zoning of land. There were agricultural areas, recreational areas, tourist village. So, the way they understood it, if you were residing in the tourist village, then you have to leave. There was even hearsay that they will be transferred to the mainland. Of course, they did not like it.

DOT was not naïvely expecting that the local people would be familiar with the concept of tourism and land area planning.

> Of course, the idea of tourism was new to the community. They still had fears about the development that will happen. But it was okay. However, in the development plan, it was stated that there will be zoning. The community viewed that if you were staying in the tourist village zone, you would have to move out from that area and transfer to the residential zone provided in the plan. That was actually the plan, but negotiations were on-going at that time. The fear was heightened because there was even hearsay that they will be transferred to the mainland. Of course, the residents did not like the idea. (S11)

To make the local people understand tourism, DOT intensified IEC material dissemination (in three languages: Filipino, English, and Akeanon to cater to the languages of the community composition of the Island), radio broadcasting information, and continued the consultation process. S11 stated, "We never gave up. We even went house to house to explain BIMDP and correct their misconceptions." She further stressed that, in her opinion, eventually their efforts paid off – the resistance decreased and acceptance of BIMDP took place. Because of this, the DOT claimed that they had successfully implemented the plan when it was approved for implementation in 1991. However, a municipal government official, H9, who served during the period of BIMDP, confessed that the plan was approved and then adopted by the Municipality not because it was generally accepted, but because the Municipal Local Government did not have a choice. He elaborated, "Whether we accept it [referring to BIMDP] or not, DOT will still implement the plan and will transfer responsibility to the

Municipal Local Government after once the LGU Code was approved." The consequent section will discuss the effect of the change in governance to the implementation of BIMDP.

5.2.3 The Implementation Process

As mentioned above, DOT claimed to have BIMDP successfully implemented in a sense that they had it approved for implementation. At this stage DOT assumed that the plan was generally accepted by the people of Boracay as S11 argued, "Yes the people finally accepted the plan. There were no more opposition from them. Perhaps this was because of our public consultation with them." Contrary to DOT's argument, H5, a resident of the Island, stated, "Well, even if we did not agree to the plan, we could not do anything about it. It was the government's plan. So we had to abide by it, especially when the contents of the plan were translated into an ordinance." In December 1989, Municipal Resolution No. 98 was passed to adopt the master plan to complement the implementation of zoning regulations in Boracay and to update the previous comprehensive town plan (1982-1992). DOT then started enforcing land set-back of hotels and other establishments in 1991 and started demolition but also provided grace period allowing the structures to maximise its use and to, somehow, dilapidate. However, together with the implementation of the LGU Code of the Philippines, the change of governance over Boracay took effect and responsibilities of DOT were delegated to the Local Government Unit (LGU) of the Municipality. The LGU Code gave the Local Government power over their resource utilisation. In this way, the Local Government can monitor and take responsibility for how it utilises its resources.

When asked how much of the plan was implemented, S11 replied:

> Since they [LGU-Malay] adopted the Master Development Plan, we did not have any hold to its implementation because our function was totally devolved to them. So I could not tell how much of the plan was implemented. What we provide now is assistance to activities they will implement. If we were not devolved to LGU [LGU-Malay], maybe we have implemented the projects for BIMDP. We already had implemented the 25m set-back for building construction. However, when we were devolved we could not say anything or command anything about the plan. We were totally devolved.

DOT as author and supposed enforcer had taken their responsibilities from the Island with the devolution. The consequence of this mandatory retreat of DOT was the LGU-Malay officials were not ready to enforce BIMDP. In fact, the government officials, H8 and H9, revealed that, during the devolution, the LGU-Malay was not ready to take responsibility. Primarily, the

municipal unit did not have the required technical personnel to implement BIMDP. At the time of implementation, the LGU-Malay officials were also studying the LGU Code. As H1, an NGO who used to work with the government, explained,

> LGU Code was prepared in 1990, implemented in 1992. BIMDP got confused when LGU Code was released. LGU Code took effect in 1992. It was approved in October 10, 1991, and its implementation starts in January 01, 1992. So it was a transition period for LGU Code and LGU-Malay did not manage to adjust its provisions for BIMDP. Before, it was DOT that managed Boracay and all of a sudden the LGU will have responsibilities. When it comes to facilities and services, these are the Municipal Government's responsibilities. After LGU Code had been implemented, DOT's regulatory function was delimited. Local Government [LGU-Malay] officials spent too much time studying the LGU Code, they have not realised that BIMDP could have been a great help to start.

The Municipal LGU actually recognised the difficulty in implementing BIMDP in Boracay. S12, who had been a Municipal Local Government employee for twenty-five years, described the plan as very idealistic that made it impossible to be fully implemented. She elaborated,

> Primarily, the Island had to be zoned, and the structures there needed to conform to the plan. So what will happen to those inhabitants who did not want to leave their properties and did not have money to invest in tourism? Secondly, the plan was not responsive to the situation of Boracay at that time. The plan specified native houses as shelters. However, the development in Boracay was rapid because the Island was marketable for investment. The government officials did not find this type of shelter acceptable because it entails high renovation, maintenance, and operational costs and the tourists were also looking for upgraded type of accommodation.

Similar arguments about the incapacity of BIMDP to meet rapid developments in the Island were expressed by another local government official H8 and Boracay business investor S10.

> BIMDP had not really been fully implemented when it was transferred to the Local Government Unit of Malay. Maybe it was due to the fact that its concept was not fully understood by the populace. The development guidelines in the BIMDP were not acceptable to the stakeholders. (H8)

> Rapid developments in Boracay did not coincide with the guidelines of BIMDP. BIMDP did not meet the fast paced change in Boracay. The plan was too constrained. For example, it only allowed native houses for tourists while tourists have varying demands for accommodations and investors had to respond to these demands to keep their investments profitable. (S10)

This problem was recognised by DOT. Since their responsibilities were devolved to the Municipal Local Government, the burden for implementation was transferred to the LGU of Malay.

> The problem with the LGU [referring to LGU-Malay] was that they did not have technical person to implement the development plan and tourists and investors were already in the area. The tourists already needed the facilities; the investors saw the problem and built establishments to cater the demand of the tourists. So even without a building permit, they constructed buildings. It seemed, at that time, the LGU [LGU-Malay] tolerated the act because of course the Municipality was not ready. The investment was faster than the development plan.

Despite the fact that the LGU-Malay was not ready for the development, H1 pointed out that the political system was one of the factors that influenced the ineffective implementation of BIMDP. He said, "You know, if members of the authority do not like it [referring to BIMDP], they would not implement plan. They have political and personal interests to protect. So, if BIMDP hinders their interests, this will not be implemented."

The same insight was shared by Lujan (2003) of the Manila Times in relation to development in Boracay by stating that:

> The Island has since become a case study of ill-effects of having local government [LGU-Malay] dominated by the wealthy and the powerful, whose concerns usually do not extend beyond their personal interest. In Boracay, this has meant governance largely dictated by the wants of the resort owners, who count the Mayor and Vice Mayor among them.

Also, S6, a resident of Boracay of sixty years stated lack of political will as the culprit for unsuccessful implementation of BIMDP by arguing that politicians in the Island can easily be swayed by political allies and friends and in some cases, money. In addition, municipal officials were also violators of law at that period. For example, one government official who

lived in the Island constructed a four-storey house and also Club Panoly having a fourth floor which was contrary to the guidelines of BIMDP for residential housing and commercial building respectively (Lujan, 2003).

BIMDP was often stated in the succeeding comprehensive plans of the Municipality as the primary planning background for Boracay. However, during the field interview for this research, government sectors for environment in the Municipality did not have any idea what is BIMDP. One reasoned their office is new in the Island and claimed to have no access to the plan (S7), while the other (H4) said, "What is that? I have not heard about it." Based from these statements, it was clear that BIMDP was no longer used as a guide for the development of Boracay. However, the researcher found BIMDP cited in other plans such as BBMP, MMCDP, and the proposed CLUP as part of the context of Boracay planning and development framework. These plans were the most current as of the date of field research and will be discussed in the following sections.

5.3 Planning in Boracay

The realisation from the government that Boracay is a '*pot of gold'* of the country, the Island was given value from National Tourism Strategies and Provincial Tourism Plan since the formulation of BIMDP. However, the provisions for the Island remain within the discretion of the Municipal Government for implementation or adoption. Other plans for Boracay after two decades from the implementation of BIMDP are discussed in this section.

5.3.1 Municipality of Malay, Aklan Comprehensive Development Plan (MMCDP)

As discussed in the previous section, BIMDP as a guide for coastal development was not fully implemented. In lieu of this, the Municipality formulated the Municipality of Malay Comprehensive Development Plan (MMCDP) which includes Boracay Island Comprehensive Development Plan (BICDP). BICDP (Appendix 3) is a six-page part of MMCDP based on the Barangay Development Plan (BDP). Although BICDP claimed to be comprehensive, it was not detailed on how to go about its implementation. According to H1, at present the Municipality does not actually have a concrete comprehensive development plan because the plan changes every year that it lacks continuity and was not iterative. This means that the activities were not connected from the previous plan to the new plan each year. The effects of the activities of the previous plan were, therefore, not reflected in the new plan. He elaborated,

> This is what is happening… whatever the invention of the mind is, so whatever idea that comes along will be the name of the program, even it is not responsive to the existing problem. It seems that every year the Municipality changes their plan. Is it not that when we have a plan, we have long term goals? But what the Municipality has is they have a ten-year plan every year, and they do not evaluate the effects of the previous plan. So at the end, their direction was not anchored to their ten-year plan…. I told them, before you do your annual planning you have to look at where you are at in your 10-year plan. You would not know if you should deviate or continue the projects for this year, and if the projects were responsive to the plan's direction. What they did is every year identified problems, every year identified priorities. This will affect your plans projections, or shall I say do they have projections if they keep changing priorities and not evaluating impacts?

Municipal planning is done by MPDC. At present, both H1 and S2 claimed that the MPDC office lacks technical people to conduct municipal planning. The MPDC coordinator also acts as Zoning Coordinator and doing related and non-related work for the Municipality which made her role complicated and somehow unmanageable and not focused on her job description. H1 reported,

> This is the problem – we lack personnel and the technical capacity of the person making the plan. They only rely to planning [referring to MPCD] where only Miss Alma is doing everything. She could not afford to do everything. She is also the Zoning officer of the Municipality. Aside from that, she is given other municipal work which is beyond her function as MPDC Coordinator or Zoning Officer. The concentration of work for Miss Alma is too much that she could not focus 100% on her immediate functions.

Although the plan was created through the process outlined in chapter two, it was reported by S11, H1, H6, H7, H8 and H10 that the planning actually depended on the perception of the elected Barangay representatives and the content of their Barangay Development Plan (BDP). The decision primarily depended on the municipal government officials believing that BDP and Barangay officials' representation was enough to mirror the needs of their Barangay (the process how BDP was actually planned is outlined in the consequent section). However, a concern from both government and non-government officials interviewed was that, ever since and up to the present, political influence is high when it comes to decision-making especially for Boracay.

Friends, relatives, and personal interest of government officials especially those who have establishments in Boracay were likely to succumb to this pressure. For instance, S12, H4, and H10 complained about Boracay West Cove, an establishment they referred to as owned by a boxing champion and a friend of then DENR Sec. Atienza. This development violated the environmental code of the Philippines by erecting a hotel over a cliff and public land. S11 reported during the interview,

> That is the resort where lots of people are angry. Hahaha! I do not know if you heard about the Paquiao [referring to a Filipino boxing champion] resort. The construction permit of that resort was denied in my office. The resort does not have zoning clearance, does not have a building permit, does not even have business permit! However, then-Secretary of DENR gave the owner a Flag-T permit – a security tenure agreement with DENR that the resort can be constructed in that area. But the area has a very close proximity to the shore. It violates the Municipal Zoning Ordinance.

S11 stressed that the Municipal Government took action to stop the construction in 2007 by ending water and electricity supply to the establishment, however, then-DENR Sec. Atienza released a memorandum for the Municipality to resupply these services.

Political influence was also stressed in the interview with H14, stating about Boracay West Cove Resort (Figure 4),

> We also applied to use the area where West Cove is situated now. Our purpose was to build a guard house for Bantay Dagat for environmental protection. The place is ideal because it overlooks wide area of the Boracay coastline. However, we were prohibited by Mrs. Aborka [Officer In-charge of DENR office in Boracay]. We even argued why Paquiao's resort was being built there, where it is clearly for business. She said that DENR had the construction stopped. But one of the Bantay Dagat who resides close to that area reported to me that the construction was not stopped. Now the resort is finished. The structure of the building is already clinging to the rocks of the shore.

DENR, when asked about the situation, defended that the order came from a higher entity and Boracay West Cove had acquired an environmental permit. The interviewee indicated that DENR's stand with respect to the violators is for win-win solution between the government and the violators stating,

> It is not easy to get rid of the structures that are already there. You stay there, mitigate the threats that you will encounter. As part of the government, we will prescribe your limits, but as part of the government, we have to have profit from you. We will not let you stay there without any compensation to the government. In the first place, you are in the public land, and you are not willing to leave. The question is, does the government have the power to get rid of millions of pesos investment in the Island? So the government has to provide a win-win solution to this problem.

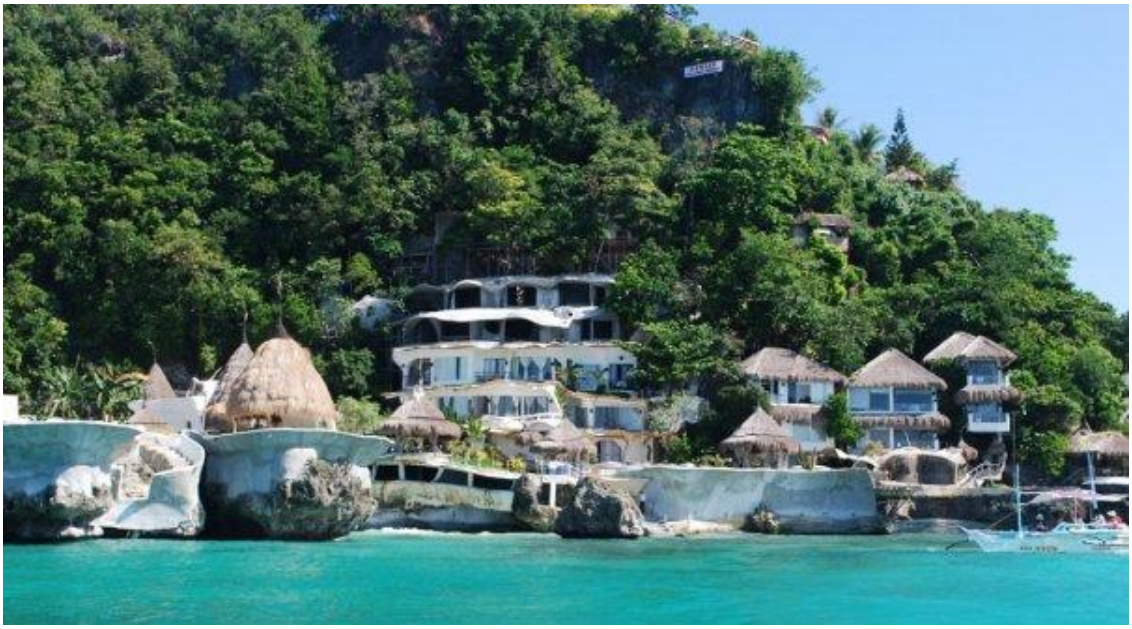


Figure 4. Boracay West Cove (Source: Conde, J. 2009).

Political influence is rampant since 1990s when it comes to Boracay. In fact, Trousdale (1999) recommended having a non-government related statutory body to manage Boracay, and it was formed. However, the statutory body formed became idle on its responsibilities because, in the opinion of S8, who has been a municipal government employee since 1996, the Municipality did not like this kind of governance because they might lose power over the Island. A DENR interviewee supported S7, claiming "Boracaynons have the attitude to monopolise the management in the Island. For example, BFAR supposed to still have influence in the Island in enforcing PD 704. But this responsibility was given to the MFO." MFO representative argued, however, that as much as possible they did not like to have other agencies managing Boracay because this could lead to conflicts and confusion over who has authority. A municipal government interviewee stressed,

> Sometimes National Government Agencies do not understand LGU Code. They want to overpower us, without knowing maybe, or with a personal

> interest. I think that is the reason why Boracay end-up like there is no governance there. The people do not know anymore whom to approach when they have problems LGU [LGU-Malay], provincial, national? Who among them is powerful?

Also, S2 explained,

> For example, the Philippine Tourism Agency (PTA), they were also given power by the national government to finance the infrastructure Boracay because it will also profit. Like last year, the national government profited twelve million pesos from Boracay. The national government should have given the Municipality some share from this profit. But PTA had to be the one to build these infrastructures; the national government would not give the money to the municipal government. PTA would also be the one to implement the projects, but when it turned out terrible, they would leave it to the Municipality for fixing. So, the negative feedbacks on these projects fell to the municipal government.

S2 further explained that it might also be the Municipal LGU's fault because their local officials did not fight for their authority. Aside from political influence and overlapping authority, implementation of MMCDP was challenged by the level of commitment of each Municipal LGU department because these offices were in charge of implementing the plan. S12 elaborates,

> Of course, this plan was made by them based on the needs of their respective departments. However, when it comes to implementation, there were department heads whom you need to poke and remind on their implementation. It was because sometimes they proposed projects and programs just for the sake of telling our Office that they have projects. But when it comes to implementation, they were either lax or lenient."

H1 and S3, both from NGOs, showed agreement to the above claim because even in NGOs programs where LGU-Malay has participation, they needed to remind them every time if the projects were implemented and how were these projects progressing. They considered that what Boracay needed is strong leadership and consciousness of department heads on the urgency of the programs under the plan (S2 and H1).

Monitoring and evaluation of the output of MMCDP is conducted annually during their Program Evaluation Review (PER) with the Local Development Council (LDC) where department agencies and Barangay submit their accomplishment reports to MPDC. In this way, S12 said, MPDC can evaluate progress and identify pressure points in each Barangay and department's plans. For Boracay, BDP states the needs of each Barangay which will lead to incorporation of these needs to MMCDP. It could be expected that the BDP would make a significant contribution to Boracay's development because the contents of this plan is site specific or for every Barangay. BDP will be the focus of the next section.

5.3.2 The Barangay Development Plan (BDP)

The BDP (2005 – 2010), when evaluated, was not as integrated and not comprehensive as expected. It was in tabulated form, did not have a clear scientific basis, and was not specific on its statutory bases. BDP does not internalise environmental factors except for intensification of sewage management which Boracay proudly claimed to be a champion of the Province. Issues and concerns reflected in BDP were based on perceived needs of the society as reported by the public to the Barangay Office. Although the public reported these concerns and issues to the Barangay Office, they had less participation in decision-making for planning. The planning members are the Barangay Council (BC) which is comprised of the Barangay Officials, NGO representative, and a representative of the Provincial Congressman. It is the Barangay Council's discretion to include or take action on the issues reported by the public. Among the three Barangays in Boracay, one of the Barangay Council representatives claimed to have public consultation while the other two confessed that they seldom do this effort. However, when residents, S4 and S6, were interviewed regarding public consultation, they hardly heard about this process. They claimed that they were only informed through the Island's news paper, radio stations, or word of mouth if there is a new law or policy that the government is implementing. The other Barangays claimed that they only internalise in their plan whatever the people are reporting to them or when their attention is called for.

In addition, interviews with Barangay Council representatives (H6, H7 and S5) revealed that the priority of the Barangay is to address the social needs of the community. Meaning, the plan concentrated with building and improvement of structures for the use of the public, and health improvement of the society. Although environmental health was acknowledged by the Barangay Council representatives as the most significant economic capital of the Island, environmental issues were left to be addressed by NGOs and other environmental government agencies. In relation to environmental management, BDP only reflects the intensification of solid waste management in Boracay where each Barangay has a Material Recovery Facility

(MRF). This is also the activity of each Barangay which is specifically supported by Ecological Solid Waste Management Act (RA 9003) and was one of the activities suggested in BIMDP, only that the new waste segregation process is more sophisticated than BIMDP's suggestion. It was argued by the same respondents that solid waste management is their primary environmental problem in Boracay, hence the need to specify this concern in the BDP. In Barangay Council's defence towards other environmental concerns, S5 argued,

> We cannot do so much about environmental management because we do not have the technical capacity to conduct this process. For these issues, the Municipal Government provides the services. They have offices for these concerns. What we do in our Barangay is to follow their instructions for implementation. We follow the chain of command. This is when we coordinate with other sectors - if we see environmental changes in our surroundings we consult them… DENR, BFAR, the Municipal Agriculture Office. They do the same. When they have projects in our Barangay, they also pay a courtesy call in the Barangay Office.

Coordination is one decisive factor for the Barangay Council because, through this process, they get technical and infrastructure support especially with the MRF operation where DOT and DENR provided each Barangay with a bioreactor and waste shredder.

For the Barangay, the Council is responsible for the management of the Island, but they also depend on Barangay Fisheries and Aquatic Resources Management Council (BFARMC) to manage the sea part of their jurisdictional limit. BFARMCs, however, reported that they do not actually participate in the decision-making in Boracay as discussed in Chapter 2. They report directly to the Municipal Agriculturist Office (MAO), specifically to MFO, for their concerns and these are integrated in the Municipal Coastal Resource Management Plan of the Municipality (MCRMP). BFARMCs receive technical and material support from the Municipal Agriculture Office. In terms of Social and Health needs, Boracay have Barangay Health Centres together with Barangay Nutrition Scholars (BNS) to facilitate resolving health issues while the Department of Social Work and Development (DSWD), a national agency, takes care of other social issues. Although BNS and DSWD coordinate with the Barangay Office, their plans and reports were submitted to the Municipal Rural Heath Unit and the MPDC for integration in MMCDP.

In terms of plan implementation, specifically regarding waste disposal, the EO was fully implemented. However, problems arise because of insufficient personnel to monitor

violations after office hours; thus, litter can still be observed during the night activities in the Island. The street cleaners clean these areas in the morning while violators are still free and not penalised. S4 also commented that implementation of laws in the Island is sometimes selective depending on your political influence. This is a common problem in Boracay since 1980s as discussed above.

Over the years, the content of the plan hardly changed. The activities were iterative but lack formal monitoring and evaluation and were still not integrated, which is contrary to their stated Strategic Directions. Monitoring is conducted during bi-monthly Barangay Council meetings where the respective project in-charge officer gives oral progress reports, but no written report is submitted. The minutes of these meetings served as the basis of their annual accomplishment report which is submitted to the MPDC Office. Their accomplishment reports showed activities such as improvement and beautification of the Barangay Hall, construction of a multi-purpose sport facility, and waste management.

H1, H5 and S2 criticise the plan as unresponsive to the issues in Boracay because of the incapacity of the government leaders to understand varying issues in the Island and their incapacity to plan to address these issues. These respondents felt that the qualification requirements to run for government office were too shallow and not suited to the needs of the position. For instance, respondents said,

> Oh well, the qualifications for running in a government office are not that you know… our constitution allows any individual who knows how to read and write to run whether for the presidency or Barangay Councillor. Actually, we have a problem with development planning because these officials always say yes to programs but when you asked for output, it seems that they do not know what they are doing. What can you expect from a grade school graduate? (S2)

> I'm sorry to say, but the Barangay Captain does not have a high level of education, so your questionnaire should be translated into tagalong or aklanon (local dialects) and will be answered in aklanon. (H10)

> How can you expect government officials to respond on things they do not know? They do not take environmental changes seriously and opt for more investment because they do not have high level of awareness towards environmental exploitation. (H1)

H1 further stressed that without education and with low environmental awareness of the government officials, especially at the local level, it is probable that environmental concerns will not be incorporated in their local plan, and the plan will not be holistic in addressing real issues. In the end, the government officials adopt a passive role in decision-making, agreeing to whoever they think is more knowledgeable, as long as their personal stake is not affected.

5.3.3 The Coastal Resource Management Plan

For coastal management, in general, the Municipal Agricultural Office – Municipal Fisheries Office formulated the Municipal Coastal Resource Management Plan (MCRMP). The Municipality only formulated MCRMP in 2005 when the Municipality employed a fisheries technologist. The plan was in table form with listed activities, strategies, legal basis, and progress of their activities. It was the only CRM plan formulated after BIMDP. H14, a representative from the Municipal Fisheries Office (MFO), reported that the plan was informal and non-statutory. He stated,

> At first, I do not have any idea about CRM plan. Actually, the MCRMP is in draft form. I created this in 2005 when I started in MAO [referring to Municipal Agriculture Office] as a response to our boss's personal request for his assignment in one subject in his Masters.

The plan was created by only one person, H14, a BS Fisheries major in Fish Processing graduate who passed the Fisheries Technologist Board Exam. He had no technical knowledge on CRM planning and management when he started planning for MCRMP. He acquired information about CRM planning from attending trainings and from conversing with the fisherfolks. The contents of the plan, therefore, were information gathered during monthly meetings of the MFO with the fisherfolks. This is where coastal Barangay representatives and BFARMCs report their needs. The content of CRM plan was focused on intensification of the fisheries management primarily by regulating the use of active fishing gears in the Municipality. Regarding Boracay Island, the MCRMP only focused on fish sanctuary management.

H14 also reported that the Mayor's Office does not have a copy of this plan. H14's office only submitted a copy to the Provincial Government Office as one of the requirements for annual reporting. This was confirmed when a copy was requested by the researcher from MPDC and was directed to retrieve the MCRMP from MFO. Also, the Barangay Council representatives of Boracay (H6, H7 and S5) revealed that they do not have a copy of the plan and were not aware that such a plan exists. They were aware that there were on-going projects both from

the government and NGOs and policies for coastal environment but not as activities of MCRMP. Even though the MCRMP was not approved, the MFO is using it as the guide for their activities and projects. They translated some of their activities into Municipal Executive Orders and used this as a mandate for implementation together with RA 8550 (the Fisheries Code of the Philippines), the most recent EO 533 (Presidential Executive Order for ICZM implementation) and continuous information dissemination and communication to the people involved or affected.

Not everyone is satisfied with MCRMP projects and program implementation. For instance, in Boracay, a fisherman respondent (H11) reported that he felt excluded from the sanctuary operation. He stressed,

> I felt that somehow my rights were stepped upon by this rule. I used to fish in that area. Now I have to move to another fishing ground. I have to spend so much for fuel. It is easy money for BFARMCs because they will just stay in the sanctuary and collect money from the visitors while I go fishing, exerting efforts to make an income. I wanted to join BFARMC before, but they said that they had enough members already.

Also, H12, another fisherman, had the same feeling of exclusion from BFARMCs but at the same time acknowledged the significance of having BFARMCs in the sanctuary, stating,

> It is also for the good of the sanctuary. Without someone to guard the area, it will be a disaster. People will just take advantage of the abundance of fish. I appreciate that in some areas, BFARMCs already extended their guarding operation to 24-hour duty. In this way, poachers will not dare intrude the sanctuary. Anyway they will eventually become our catch when they are adult.

In this regard, the MFO continuously communicate with these people and encouraged them to heed the order and provide them with alternative fishing grounds and subsidies for new fishing gear if required. In addition, MCRMP implementation was also challenged in their technical incapacity. MFO admitted their lack of technical knowledge in some areas of their plan that they resorted to coordination with National Agencies. Somehow, coordination with these agencies was also problematic. H4 of MFO explained,

> Before, I asked help from BFAR (referring to Bureau of Fisheries and Aquatic Resources) to identify prohibited shells. The problem was they do not want to go with us in the operation even they are the experts. My knowledge about

> species identification is limited because I am not from Marine Fisheries. They said our function would overlap. I told them that it would not, because LGU [LGU-Malay] would spearhead the operation. They would only provide us with technical support to identify correctly these species. Later we found out that BFAR in the province were not also expert in this field. We cannot implement the law because if we enforce this and we commit a mistake in identifying prohibited species, they can sue us.

Other than that, H4 elaborated that they still continue to consult BFAR with their projects especially in implementing RA 8550 and AFMA (Agricultural and Fisheries Modernization Act of the Philippines of 1997).

Aside from technical incapacity, both MFO and BFI (Boracay Foundation Incorporated, an NGO in Boracay) argued that it was difficult to implement MCRMP in Boracay because of many influential people. Examples of which are the following statements:

> There is one islet in Boracay which is not supposed to have any structures [referring to the islet where Boracay West Cove is situated]. We actually asked permission to build a guard house for 'Bantay Dagat' for the protection of the environment, but we were declined by DENR. But now the islet has a hotel structure. So the question is, 'how come they have allowed that to happen?' It was clearly, not for the environment but the money. C'mon, it is a hotel! (H2)

> MCRMP only focuses in fisheries. We cannot penetrate even the diving area in Boracay. The divers there are powerful. Although, I think it is also the LGU's [LGU-Malay] fault. Last time we issued an ordinance to have a diving fee for the diving sites. It was just 20 pesos. When it comes to public hearing, the divers and the diving shop owner did not agree to the ordinance. So the LGU [LGU-Malay] also succumb to the divers' decision. The ordinance was not approved, and now, no one is guarding and maintaining the diving areas. (H4)

> Actually for the mangrove areas, we have not gone into it. DENR tried to rehabilitate the 'Dead Forest' before but was confronted with violent reactions. Someone even threw a case of beer to Ma'am Aborka. So when we talked to her about mangrove reforestation, she said, 'I will not participate in that already.' They are now scared to penetrate the area. In our part, we lost motivation. The National Agency cannot do anything about it, how much more the LGU [LGU-Malay]. (H4)

Moreover, MCRMP implementation is confronted with loopholes in the municipal ordinances specifically in the management of fish sanctuaries in Boracay. H4, for example, explained,

> We have a problem in our sanctuary program implementation because there is one ordinance that establishes sanctuaries, many sanctuaries all over Boracay. Then, after two years, the Municipality released another ordinance amending the previous MO that these sanctuaries will become snorkelling areas. Supposedly, if it is a sanctuary, human activities even for eco-tourism should be prohibited. The problem with this ordinance now is it declares ten fish sanctuaries, but the operational at present is only three. The other seven serves as marine parks; of which, other areas are used for sea sports. So how can you snorkel there when they are using the area for sea sports? They might run you over with their toys!

Also, H3, a Bantay Dagat, stated that during their operation they had once had a conflict with the Boracay Coast Guard (BCG) when the BCG arrested a registered fisherman fishing around Boracay. He elaborated,

> The Coast Guard thought that entire Boracay is banned for fishing. However, banning of fishing operation is only prohibited in sanctuary areas. They did not have a legal basis to show us when we went there with Denric [MFO officer]. So they returned the gear to the fisherman and released him.

Ordinances for fishing and sanctuary and marine parks management are now being reviewed at the Office of Sanguniang Bayan (Office of the Municipal Councillor) for further amendments and approval.

For the impacts of MCRMP, MFO monitored its effect through informal conversation with the fishermen on their catch and BFARMCs on the status of sanctuaries. H14 said that their office's focus at the moment is to eradicate the use of illegal fishing gear specifically compressor fishing because there are many people having accidents using this gear and bag nets for its non-selectivity in fish catch. H14 was happy to share his views on the impact from bag net fishing gear operation (locally known as 'basnig) ban in the Municipality. Basnig and compressor fishing were stated as totally banned fishing gear in the Philippines pursuant to House Bill 1151, section 1.b.C. (totally banned gears), an act amending RA8550. He said,

> I am happy to see the improvements. The fishermen saw the positive impact on their catch from banning bag net in the Municipality. Now the fisherfolks voluntarily come to our office to register! They even attend meetings now!

H14 acknowledged also that banning of these fishing gears caused negative reactions specifically in 'basnig commercial fishing gear operators and somehow even harassed them in their office by complaining with such powerful voice and swearing.

> We had lots of fights with Basnig operators last year (2009) when this gear was banned in the Municipality. Last December 2009, basing was totally eradicated. Operators sold their nets. So there. There was this one operator, however, who could not get over from basnig banning in the Municipality. Somehow, I think, he wanted vengeance against our office. That man said, "why you banned basing whereas taksay [beach seine] is also catching many undersized fishes?" But of course the sample that he gave us, the undersized fishes were negligible and can be classified as by-catch. So we asked assistance from provincial BFAR office to explain to that man how these gears work and BFAR advised us to make the end pouch mesh size to 4cm. Aside from him, we did not receive any further complaints.

MCRMP was concerned only for the natural coastal resources such as mangrove forests, coral reefs, and fishery resources. Coral reef and fish sanctuary management and fishery resources utilisation were MFO's specific focus for the past years, while mangrove reforestation was one of the priority activities of DENR (discussed in section 5.3.a.). For concerns about Boracay on coastal land planning such as building constructions, the Municipal Zoning Office is responsible for its approval. It will be discussed later in this chapter.

5.3.4 The Tourism Plan

Although Boracay is the Province's epitome of tourism, tourism planning for Boracay is not clear. At present, there is no existing tourism plan. The Municipality has had a Municipal Tourism Office (MTO) only since 1996, and in 1998, the MTO formulated a Municipal Tourism Plan, but that was not approved due to lack of scientific support for their arguments. S8, a representative from MTO, reported that their function was limited to monitoring tourist arrivals and IEC material development and promotion together with the Department of Tourism (DOT). According to her, "The formulated Tourism Plan, although not approved, is what our Office use as a guide for our activities." However, when asked for a copy of this guide, the Office did not have one and sent the researcher to MPDC to acquire a copy which

yields the same result. MPDC instead showed the annual plan and accomplishment report of MTO. The plan and accomplishment reports showed promotional activities in Boracay and continued monitoring of tourist arrivals in the Island. In fact, MPDC personnel reported that environmental activities of MTO were initiated by private agencies or establishment owners stating "Treetment" a tree planting program of Titra Spa, and beachfront clean-up as responsibility of beachfront resort owners. She elaborated that the function of MTO and DOT is to help in promotion of the Island for tourism.

5.4 Other Planning Participants and their Participation in Boracay Planning and Management

Other participants both from the government and private sectors which have significant contributions in development planning for Boracay Island are discussed in this section. Each sector's contributions to developmental planning in the Island are discussed as well as the processes for its implementation.

5.4.1 The DENR

As the environment is a primary factor for Boracay's tourism, DENR as an environmental department serves as a consultant for environmental concerns in the Island and helps implement environmental laws. DENR's office was established in Boracay only in 2009. During this period, they formulated the Boracay Environmental Master Plan (BEMP) by an inter-agency consultation (municipal local government sectors, establishment owners and NGOs). BEMP is a non-statutory plan but is parallel to the environmental plan of the Municipality. It is not based on MPDC but on National environmental laws and environmental issues in the Island. The focus of BEMP is to have an integrated coastal resource management in the Island. DENR coordinated with the Municipal Local Government with the implementation of their projects by conducting a courtesy visit to the Mayor or the Barangay Captain of the area where they will have activities.

DENR had difficulty with technical people in implementing BEMP activities because most of the employees in this office were BS Forestry graduates and did not have any educational background in coastal management. DENR acknowledged their technical incapacity to deliver coastal management. To address this problem, S7 argued that they attended seminars, trainings and workshops for Integrated Coastal Zone Management (ICZM) and tapped relevant agencies to help them in formulating BEMP. DENR sought the help of MFO in implementing their activities. However, MFO, as discussed in the previous section, were technically challenged as well.

On the other hand, regarding the implementation of EO 533, DENR officers had negative sentiments about MFO. They claimed that MFO did not participate in the implementation, and when workshops were conducted, MFO refused to participate. In addition, when a regional ICZM workshop was conducted by DENR, the Municipal Government sent a non-technical person to attend the workshop whose employment status was co-terminus with the Mayor. MFO verified this statement and reported that the person from MFO who attended the workshop did not relay to other MFO personnel what he learned from the ICZM workshop. DENR representative, S14, argued, "They do not want to attend seminars that convince ICZM. Because before, even CENRO-Kalibo was in-charged, we penetrated them for ICM, but ICM was not their priority."

In MFO's defence towards not adopting ICZM, H4 stated,

> It is hard to implement ICZM in the Municipality. Let alone in Boracay where there are lots of conflicting interests. When DENR asked us for ICZM workshop, our office actually asked them for a shorter time frame for the workshop because it was not feasible for the fisherfolks. It was too long and would have a significant effect on their income. We asked to have the time shorten into two days, but DENR declined.

The conflict between LGU-Malay and DENR could be traced from vague authority responsibilities between national and Municipal Local Government Unit up to the present. As S7 argued,

> The LGU [LGU-Malay] has confusion on their side. They think because they have local autonomy they should rule everything. They did not think that their function has certain mix. The National Agencies still have functions here and not only for LGU [LGU-Malay]. Environmental protection is our function. The problem is each agency here does not coordinate.

Contrary to the LGU code, DENR as a national agency has overlapping function with MPDC. MPDC has the authority to plan for the Island while National Agencies like DENR should provide assistance to the Municipal Local Government to ensure improving LGU performance (see LGU Code Book I, Title I, Chapter 1, sec. 2.c and sec.3. i, k, and m). However, DENR formulated BEMP which their office implemented. It is DENR's plan to promote ICM by focusing on issues about coastal ecosystem. S13 reported that BEMP undergo the process of endorsement by presenting the plan to the Municipal and Provincial Local Government Units and to the National Economic Development Agency (NEDA).

However, the plan, as mentioned earlier, was not anchored or based on the BIMDP or the MMCDP of the Municipality. It was based on the information gathered by DENR from the Municipal Local Government's environmental issues in Boracay from a workshop. There was no general public consultation for this plan. The workshop process also appeared problematic. A DENR representative said, "We are the one inputting words for the plan as long as they will agree to it." This confirmed H1's concerns when interviewed about planning in Boracay, where he stated that LGU-Malay officials were passive in decision-making for BDP (see section 5.2.b.). He also added that the Municipal Government sometimes gave the 'go' signal for environmental plans for Boracay although LGU-Malay was unwilling to participate especially when it was in collaboration with NGOs of Boracay. He stressed that the Government [LGU-Malay] somehow felt threatened by the presence of NGOs because NGOs in the Island were very imposing when it comes to environmental issues especially because their members are business investors in the Island.

Aside from the fact that implementers were technically challenged, implementation of the environmental laws was hard for them because of political influence and people who deliberately ignore the environmental laws. DENR stated,

> You are dealing with non-law abiding citizens. It seems that the impression of people from the mainland towards local people in the Island is true. They are very greedy, both investors and the locals. You cannot lay out environmental programs in response to environmental laws because people here are rejecting it. What is important to these people is profit. When you implement environmental laws, they will say the government is unfair.

DENR was also unsuccessful in implementing mangrove reforestation in one major mangrove area, locally called as 'Dead Forest' because it is now barren from mangroves. In this regard, DENR reasoned,

> We did a consultation with the community residing in the proximity of the 'Dead Forest'. From that consultation, they agreed to let us reforest the area. We invited the coast guards and the Boracay police to join us for tree planting. The more people, the more trees we can plant. So we had our initial tree planting and we scheduled for another tree planting session. They entertained us nicely when we were explaining about the project and the benefit they can get from it. However, when we had our open forum, there! They got so intense! They were insisting that they own the land. But of course they do not

> according to the law. They do not have land titles, and that area is classified as forested land. They treated us with scurrility, and worse, they even throw a beer case at my side! So we pulled out. My fault in that incident was I did not bring along with us the Barangay Captain who was out of town that day. I had the incident reported to the Barangay Captain, but we pulled out the project and relocated the reforestation project to Nabas – an adjacent area to Boracay. It can still be justified as environ of Boracay and can still help the ecosystem. We cannot risk ourselves again. They said, the leader should have the political will… but that is difficult because of the threats to us from the community. The project will not be successful if the community does not support it.

In addition to implementation challenges, DENR admitted that National Agencies and LGU-Malay did not have harmonised actions due to compartmentalised plans of the Municipality. DENR stressed, "Of course, each agency has its own mandate. But the problem is, most of the time, we do not coordinate with each other; only when problem arises. In fact, it should be an integrated management."

In terms of coordination, DENR admitted that their Office's annual activities and output of the previous year was not presented to the Municipality yet. A plan to report to the new Municipal Administration was made, but the reality '*remains to be seen*' (S13).

In addition, for project monitoring, the DENR claimed not having enough employees to monitor all their projects and activities. They did not have counter-balance checks of the progress other than those reported by their available personnel and the public. DENR had problems with their time to monitor all their projects because aside from the needs of the Island their employees also had to respond to the needs of their office and projects in Nabas.

5.4.2 The Municipal Zoning Office

The primary responsibility of the MZO is to provide guidance to building construction in the Municipality including Boracay. In 1989, a resolution for adopting BIMD guidelines for building construction was passed to the Sangguniang Bayan for review and approval. In 1991, the guidelines was approved for implementation in Municipal Ordinance (MO) Number 44: Zoning Regulation. However, this code remains controversial and was found to have contradicting clauses to those of the National Building Code and was not acceptable as viewed by the municipal government for the development in the Island.

The Municipality has formulated an improved Municipal Ordinance for building construction in Boracay in year 2000 (MO Number 2000-131). Still, the environmental aspect of the ordinance attracted criticism especially on its lack of a sewerage specification clause which was known as the cause of coliform contamination of Boracay waters in 1997. The MO was again amended in 2008 in response to the criticism and to match further development in the Island.

However in May 2008, news about environmental violation was reported due to reclamation of mangrove forests for expansion of a hotel (ABS –CBN, May 15, 2008). In this case, the Mayor, Municipal Engineer, Rafael King and Board of Directors of K. King and Sons Co. were sued by DENR for abuse of authority for allowing such acts to continue even though a warning had been issued by DENR. Ignoring the issued warning from DENR marks the presence of local political influence in the Island. Even up to the present, political influence is distinct in Boracay and creates a gap on policy implementation in the Island. For example, the scenario of Boracay West Cove discussed in section 5.3.a. The zoning Officer, together with the Mayor, and the Municipal Engineer had not approved the permit for the hotel construction, but also became oblivious to the on-going construction claiming that they cannot do anything about it since the establishment owner has acquired an environmental permit from DENR. During that period, the DENR Secretary was known to be a good friend of the establishment owner. These are examples of violations of the Municipality's own ordinance.

In addition to this problem, grave threats to MZO Officers are also persistent. Armed men are common when dealing with MZO's disapproval to the proposed building construction. An MZO officer, however, refused to admit succumbing to these threats. Saying, "They cannot do anything to force me. It is my neck which will be prosecuted if I approve the construction with a building code violation."

Although the MZO is in an open ground for criticism, the officer admitted that the Municipal Mayor also has full accountability with MZO decision-making as it is a thread of authority. "What MZO decided reflects also the Mayor's voice. You know the chain of command. So to avoid getting prosecuted, I just follow the ordinance."

The process for acquiring building construction permit was viewed by some Barangay officials as flawed. This was because although the Barangay Offices provide clearance to commence building construction in their respective Barangays, the approval for building construction was given by the Municipal Office before acquiring the said clearance. A

Barangay official stated that they were not provided with many options in giving clearance because, in the first place the permit was already rendered to the building owner - meaning the requirements for building construction had been satisfied. The public or the Barangay community was not consulted nor informed prior to the construction of buildings in their area. S6, a resident of Boracay for 40 years, reported, "We only knew that there is something going to be constructed in our area when they put up construction signs already. It was too late for us to protest, since the project was already approved."

Also, a Barangay official, H10, argued, "Well, we only provide clearance in the Barangay level. Most likely, we give them clearance since it is already approved in the Municipal Office. It means the project is good to go. Legal matters had been evaluated and rendered." He further stressed with regards to public's reaction to construction, "At first the public will react. But in time, the public gets used to it. People here in Boracay have high coping level to changes. Eventually they will accept the changes."

Development in Boracay is explicit from the construction of hotels and other establishments. According to the MZO, DENR, MTO, DOT and MFO, high-end hotels are usually environmentally conscious and comply with the Municipal construction regulation. Further, MZO stated that the problem of their Office relates to small establishment (hotels with less than 50 rooms) and with the residential areas especially from temporary houses of transient workers. MZO officer argued, "They build temporary houses anywhere without knowing the environmental consequences. Some of them do not have septic tanks. In other residential areas, they throw water with detergent anywhere they please. Where else should these pollutants go?" MZO, DOT and DENR argued that the sewerage facility in the Island is not enough to cater to the needs of the society. Also, it was only in 2008 that the sewerage clause was included in the amendment of MO for building construction.

Both the Government and NGO recognised the low environmental awareness of the general public of Boracay. In addition, an NGO argued that people in Boracay grew tolerantly to problems and believed this as one of the coping mechanisms of the people towards unresponsive government. Another NGO, S3, from a different group agreed to this statement saying, "They [referring to the public] had enough from the Government. They got tired from expecting the government to deliver efficient services, but over the years, they cope by being tolerant to these problems."

In this situation, she elaborated that the public also became less interested in environmental issues and unresponsive to environmental problems. When projects affect negatively the environment, NGOs in Boracay move to protest against the action.

5.4.3 The Significance of NGOs in Boracay

Active NGOs in Boracay are composed of establishment owners in the Island. Based from information gathered in Boracay, environmental planning is usually initiated by NGOs. There are three most active NGOs in Boracay at the moment, two of which [referring to BFI and BCCI], are composed of establishment owners while the other one is composed of young professionals who are native Boracaynons.

Both BCCI and BFI acknowledge the significance of the environment in Boracay; hence they have environment committees. Both also reported to have conducted efforts in environmental management. Working within the Municipal Government, H4 reported that he personally does not want to work with NGOs because he thinks that they are over ruling the system. This sentiment was actually supported by H1, an NGO saying "Perhaps the Government is threatened with NGOs presence because the members of NGOs in Boracay are investors in the Island". Also, S9 said,

> As NGO's are establishment owners or investors, we usually look through the environmental situation in the Island. Because, primarily, that is our business capital and secondly, of course that is part of our social construct and thrust of our organisation. So whatever problems with the environment, we see to it that it is being addressed, that is why we take action.

NGOs usually make petition letters protesting against government projects that they think will violate Mother Nature's right. They have efforts in exposing to the public the environmental problems in the Island specifically with BFI which has a public forum over the local radio station where they discuss Boracay issues with the public. For instance, the Young Professionals (also known as Boracay Yuppies) had submitted a resolution towards the controversial land reclamation in Caticlan which they believe to have negative impacts to the ecosystem of Boracay. This problem with land reclamation was also criticised by BFI, and they sent a petition to have it stopped. The land reclamation in Caticlan is a project of the Provincial Government and has conflicts on the MMCDP.

With regards to NGO's projects, both NGOs affirm that they make an effort to make their plans legal for implementation. They lobby the Municipal Government for issuance of

Memorandum Orders or Executive Orders to implement their plan or project. Other NGOs, like Boracay Yuppies, are recognised also by the government and their efforts for both social and environmental aspects were appreciated. However, this organisation has simple projects and does not need MO or EO to implement their projects. They coordinate only in Barangay level for programme/ project implementation. The most constant activity they conduct throughout the year is coastal clean-up. A representative from Boracay Coast Guard and Boracay Police actually claimed that they now regularly join the coastal clean-up of Boracay Yuppies and argued that seeing the efforts of this organisation they become more active in environmental awareness.

In terms of accountability with projects, programs, and plans of NGOs, they claimed to have shared accountability with the government. This claim was also affirmed by the municipal government official. NGO claims that they are initiating the projects and programs, but once it is translated into a municipal program, the municipal government is the one spearheading the implementation. As H1 said,

> Actually this is the governments work, thus their responsibility. But if it is our employee and our activity, we claim full accountability; if they are theirs, then theirs. But for BBMP, many organisations can claim accountability because we have seven priorities and each priority has an organisation to follow-up and implement the activities.

BBMP was initiated by BFI in coordination with LGU-Malay, DENR, and scientists from UP-MSI. As mentioned in Chapter Two, BBMP is primarily funded by Petron Gasoline Station as their social and environmental responsibility to Boracay when they established a gasoline station in the Island. BBMP is being lobbied by BFI to the Municipal Government to become an EO as a response to EO 533, thus will become the Municipality's ICZM Plan. As discussed in MCRMP section, the Municipality does not have an ICZM plan at present, hence the effort in making this plan. As a BFI representative argued,

In my opinion, the municipal office does not have sufficient capacity to formulate plans and programs because their awareness to issues are low and their planners do not have the background and have multiple and overlapping responsibilities (referring to MPDC and MZO).

BFI also admitted that they have difficulty in forming integrated plans and in organising common goal in Boracay due to division of interests of the people. Frequent communication and consultation with government agencies was conducted to overcome this problem.

However, for project implementation of NGOs in collaboration with LGU-Malay, NGOs did not fully trust to the monitoring system of the LGU-Malay. H1 argued, "We had set-up shared monitoring with the LGU [LGU-Malay]. Because maybe if we give them full responsibility, the result will be magic! And our organisation advocates transparency". Also, S9, in agreement said, "We have to double check the progress of the projects. We do not want to rely with LGU [LGU-Malay] to facilitate monitoring. Let's leave it at that."

5.5 Impacts of Developments in Boracay

There are different perspectives on the impacts of development on Boracay. Interview respondents saw these impacts on the environment, society, and economic aspects in the Island. Common to all the interviewees were the negative impacts of development on society and culture in the Island. They argued that development brought western culture in the Island, and the changes were illustrated by teenagers. As H1 argued, "Since then teenage pregnancy has risen. Of course, they saw that what was not okay before is acceptable now. At present, it is okay to smoke… it is okay to skip classes. Also, HIV cases in the Island increases." However, in the case of MTO, interviewees argued that the impacts in society were not entirely negative. S8 stated that,

> The local people, especially the teenagers become very competitive. I cannot say that the morality of the people totally deteriorates in the Island because DECS [Department of Education, Culture and Sports, now named Department of Education] has continued educational campaign on morality issues. So although there are negative impacts, there are also positive.

In terms of the economy, research respondents claimed to have positive impacts on job creations and for the municipal income. Specifically, H15 argued,

> Economically, we are lucky for this industry gave our constituents greater livelihood and employment opportunities. Boracay Island is the main source of revenue of our local governments [Municipal and Barangay LGUs]. In fact, our Municipality was just classified into a First Class Town because of the revenues from Boracay. We are the Municipality in the province of Aklan with the highest local revenues.

However, as H1 argued,

> What is their physical indicator? It is really deceiving. Yes, the number of tourist increases every year, but how about their spending in the Island? And

> how are your investments on the services? Is it not it that your maintenance for garbage is expensive… for water too. The depleted resources in this case are big. So if I look at it, it seems that the government did not profit from it.

Also, negative economic impacts in the Island were argued to have occurred to the neighbouring Islands. S2 stated that the prices of the commodities not only in the Island but also in the main island increases. Stating not only about food but also labour. She argued, "Of course, if we hire for construction, workers who also have works in Boracay charges us with the same rate when they work in the Island. But of course I know the transfer of goods to Boracay caused the price of these goods to increase. However, I cannot explain why the goods in the main island have the same price where transfer of goods here does not pay for porters". In the case of impact on prices of goods, the researcher asked also someone who lives as far as seventy one kilometres from Boracay and was informed that the prices do have impacts in their commodities specifically with sea food prices. He argued that whatever the price of sea foods in Boracay, most likely, will also be the price in Kalibo and in Banga, Aklan.

Environmental concerns from the developments in the Island are also visible and faced controversies as discussed in chapter two. Although H15 viewed developments in Boracay in a positive way, he argued, "However, due to the fast development, environmental problems occurred. At present, the LGU-Malay is challenged by the negative impacts of developments because these are uncomplimentary to its goal to sustain the tourism industry."

People's environmental awareness was also stated as a reason for the negative impacts of developments in the Island. S2 shared, "Maybe because people are not aware, not conscious on the impacts of development." S2 elaborated, "The problem is they are not aware of the impacts of their actions to the environment. People in the Island are less educated about environmental impacts. And of course the transient migrant workers in the Island are one of these people who come in Boracay thinking only of gaining profit but not the environment health".

Fear of losing the ecosystem due to development was stated by H10. He argued that,

> Economic-wise, the economy in the Island will improve but environmental-wise, I pity the environment especially here in Barangay Yapak. We like having lots of investors so that the income of the Barangay will improve. But for me, personally, what I see in this area, I will specially mention the area leased by San Miguel Corporation, it seems that is the only forest left around here and I know monkeys and bangbas [a kind of bird], and other indigenous species live there.

> That is what we fear. Where will these animals go in case that San Miguel will decide to develop this area?

According to H15, Boracay Island's development has already gone too far. It changed almost all aspects of its people's lives, socially, economically, spiritually and culturally. These were considered the price of development and progress. No matter how proactive the government in arresting negative effects of tourism in the Island, still it brought negative impacts to the community. To overcome this problem, H15 stated, "We only have to strengthen our programs on the empowerment of our basic political units, the business sectors and civil society organisations in the furtherance of our common thrusts."

Basically, when it comes to controlling developments in Boracay other interviewees, except for H15, stated that the development programs of the Municipality were not effective because of the negative impacts that come along with the development. H15 argues that,

> On the effectiveness in controlling the Island's development, on one hundred percent scale, I can proudly rate our effectiveness at eighty-five percent. Comparing to other destinations in the Philippines with economic thrust which is tourism, Boracay Island is still far better than others in terms of marketability.

At this stage, it is clear that development will lead to impacts, whether positive or negative, on the socio-cultural structure of the Boracay as well in the Island's economic and environmental context.

5.6 Chapter Summary

The information gathered from the field research yields understanding of the context of planning and management of Boracay for its development. It showed awareness amongst those involved that planning and management in such area with high economic importance is not an easy task. Planning and management were confronted with administrative and social challenges. Administrative challenges range through levels of commitment of government and availability of technical people for projects, programs, and policy implementation, and overlapping government functions as broad themes. Low level of issue awareness, a lack of trust in the government and planning processes, as well as an increased tolerance to changes, were perceived as the social challenges. These points will be discussed further in the next chapter.

Chapter 6
Discussion

6.1 Introduction

Tourism is often studied from a systems approach whereby there are multiple components that interact with each other, including the tourist, industry and the destination itself (Leiper, 2003). In this system, it is also crucial to consider planning for the sustainable development of the destination (Mills and Morrison, 1998). Haywood (1986) and Inskeep (1991) argued that tourism destinations should be strategically planned so that the destination may become sustainable given the tourism developments in the area. As tourism is a system and influenced by socio-economic, socio-cultural, and environmental stresses, these influencing factors should be integrated into the tourism planning process (Getz, 1986; Mason, 2008; Inskeep, 1991; Matheison and Wall, 1998). Integrated tourism planning is suggested especially in places where the destination's livelihood is highly dependent on tourism, such as coastal tourism.

In island tourism, ICZM is suggested as a means of controlling development and the consequent impacts to society, economy and environment of the island. In the context of coastal tourism, ICZM is designed with an overall aim to move towards sustainable coastal tourism development and minimise degradation of coastal resources from tourism development (Cicin-Sain and Knecht, 1998). In this regard, ICZM has to be planned in such a way that it is comprehensive enough to address the needs of the destination as well as the entirety of the coastal interactions in the area. The plan should be able to anticipate problems that may arise from tourism development and provide precautionary measures to mitigate or avoid the negative impacts. Also, decision-making must be holistic to incorporate relevant stakeholders in planning and plan implementation. ICZM also promotes integrated management to ensure consistency from national to local programmes, policies, plans and projects as well as their implementation. It also requires coordinated actions between parties of interest sharing information, technical skills and resources to achieve common goals. ICZM theories are argued to be iterative in a way that the impacts of the plan implementation are monitored, evaluated, and adapted to adjust the plan accordingly to the current needs of the area. These ICZM requirements will be discussed in the next sections based on the results of the field data gathering in Boracay. By discussing the planning and plan implementation in Boracay, this chapter will address if BIMPD manifest the components that one would expect in an ICZM plan and what is the extent of the application of these components in BIMDP.

Also, this chapter will provide answers why Boracay continue to exhibit uncontrolled development and what are the contributing factors that have led to this circumstance. Further, this chapter will discuss if the development pattern in Boracay is due to the application of ICZM and what extent has ICZM been applied, and the factors that help facilitate or impede ICZM application in the Island. The main threads of the arguments and will be drawn together in the subsequent, concluding chapter.

6.2 Comprehensiveness of the Plans in Boracay Island

There are several plans existing in Boracay. Primarily, planning was given emphasis in 1990 where BIMDP was formulated. Many plans were made following BIMDP specifically to control development in the Island. Planning in Boracay is administered at different levels of Government. Specifically, at the Municipal level, planning was reported to be compartmentalised. Each sector prepares their plans independently and without a sense of integration with the other plans. Each plan is highly sectoral that every one of them deals with specific sectoral issues. BIMDP, for example, was formulated to control tourism development through zoning of land use; BDP was designed to focus on the social needs of each Barangay; MCRMP was devised specifically for fisheries and marine sanctuary management; MMCDP was prepared to control the development of the whole Municipality, but also gave emphasis to controlling Boracay Island's development in its specific section for Boracay Island Comprehensive Development Plan (BICDP) (Appendix 3). In addition, BEMP was made by DENR to control and mitigate impacts of developments in the Island towards the environment while BBMP, an NGO-made non-statutory plan, had (and continues to have) the same purpose.

Particularly the case for environmental plans where NGO or non-municipal government sectors initiated the planning, plans formulated, BBMP and BEMP respectively, were without reference to neither the Municipality of Malay Comprehensive Development Plan (MMCDP) nor to the Municipal Coastal Resource Management Plan (MCRMP) which are the supposed basic guide in environmental planning for Boracay. Although BEMP and BBMP claimed to promote comprehensiveness and holism in their planning, these plans did not include fisheries and marine sanctuary management. The involvements of these plans to the marine ecosystem were limited to mangrove reforestation and coral reef rehabilitation. The combination of being inconsistent with other plans and not covering a variety of sectors and issues marks that planning in Boracay lacks integration.

A key question in this research focused on whether or not these plans were comprehensive enough to address environmental, economic, social, and political issues in Boracay. Comprehensiveness as discussed in Chapter three stated that plans should have long-term goals but provide short-term achievable objectives which incorporate the issues in the area to be addressed. There are four core elements of ICZM – society, economy, physical environment, and politics (Kenchington, 1993; Burbridge, 1997; Bower and Turner, 1996; Cicin-Sain, 1993) and these elements are imperative to consider as part of ICZM's encompassing goal but also providing short-term achievable objectives (Burbridge, 1997, p. 178).

Based on the research, it was clear that plans in Boracay addressed the goals and objectives for sustainable development in the Island, but the plans differed in the scale of period for implementation. It was found that the timeframe for implementation appeared to align with the incumbency of the government officials, where short-term objectives were formulated for each year. NGO-made plans, on the other hand, depended on their available funds for projects and programme implementation. The content of the plans for Boracay, in general, however, were not comprehensive. Although these plans envision sustainable development incorporating the four core elements of ICZM mentioned earlier in this section, the content of the plans was very sector or issue specific. For example, in the case of MCRMP, the content targeted environmental issues in the marine environment but were limited to fisheries management and the target beneficiaries, who are exclusively fisherfolk. In BDP, the content of the plans were concentrated on social issues specifically in improving infrastructure and buildings. Although a budget for environmental management was established in BDP's strategic directions, environmental programs were limited to waste disposal and were incorporated only in one, out of three, BDPs. BEMP and BBMP as mentioned earlier were focused primarily on addressing environmental problems. Although the plans were claimed to be comprehensive, economic impacts were not given specific consideration in the plans. Moreover, plans in Boracay did not anticipate possible changes in the environment except for BEMP and BBMP. Cumulative impacts resulting from the changes that the plans might facilitate, particularly in the case of BDPs and MCRMP, were not considered in the plan. The omission appeared, from interviews, to be due on the lack of scientific information and related ability to forecast probable plan impacts.

Although as Bührs (1995) points out, it is not necessary to be totally comprehensive when addressing environmental management but instead to use the most contextually appropriate, feasible, and effective approaches (p.8). Plans in Boracay, based on the results of this

research, did not adequately address the four elements of integrated coastal zone management previously noted. The way in which the plans were initially developed could be the reason behind why the plans were not comprehensive, integrative to other plans, and holistic in context. The next section discusses the planning process in Boracay.

6.3 Impacts of Top-Down and Science-based Planning

BIMDP was formulated based on scientific research. The researchers were contracted primarily for the purpose of providing land zone planning to support tourism development in the Island. Zoning aimed to provide organised and efficient land use, and equal access of the hotels to the beach, which is the main tourism product. Interagency and community consultation was done when the plan was already made. Consultation, particularly with the local community and establishment owners, became problematic at this stage resulting in community rallying in the streets strongly indicating that the plan was not acceptable to them. As Madrigal (1995) argued, in tourism, an individual usually reacts to policy and land use planning made by local government officials, and in response, residents are forced to take some kind of position on the development (p. 87). The most common reason for resident apprehension towards tourism development is due to their fear of losing control over investment and subsequent development, and about attrition of the rural environment and the fear over environmental impacts (Simmons, 1994, p. 106; Jamal and Getz, 1995, p. 197). All these reasons for resident apprehension were exhibited in the community of Boracay. Continued and furthered dialogue and intensification of information dissemination to the general public made the general public understand the significance of the plan which resulted to its acceptance. Hence, it was approved in 1990.

It is clear that the use of top-down planning, which is based only in scientific information aimed to alter the environmental setting of an area where there are already resource users, was not effective. Scientifically based planning was not enough and effective base in convincing resource users to accept the plan. It is crucial to consider the view points of resource users who are already established in the affected area in the early stage of the planning process.

The present informal institutional arrangement in the area should be considered where norms and beliefs of the community are taken into account. As Haywood (1986) argued, the first step in tourism planning should involve all relevant and interested parties in a participatory planning process aimed to heighten awareness of the consequences of tourism development in the community. In a democratic society [which Philippines is], success of a plan and actions may be determined by the support of the community (Tousun and Jenkins, 1998, p. 104). It is,

therefore, necessary to develop new mechanisms and processes for incorporating the diverse elements of the tourism system (Jamal and Getz, 1995, p. 187).

In this regard, there has been an evolution in resource planning in Boracay after the era of the reign of DOT management. Planning was developed by incorporating stakeholders during the onset of the post-BIMDP planning process. This will be discussed in the following section.

6.4 Public Consultation and Planning

Planning processes in Boracay, in general, rely on being required or based on provisions and statutes for their legitimacy. Thus, they may have legitimacy in law. However, the legitimacy of the plan does not depend only on enacting laws of the constitution, but also on "the discursive quality of the full processes of deliberation leading up to such a result," (White, 1995, p.12). Therefore, legal bases for planning do not necessarily entail that the plan is legitimate in the eyes of those affected by it. To achieve general legitimacy of plans, planning organisations seek to establish congruence between the social values associated with or implied by their activities and the norms of acceptable behaviour in the larger social system in which they are a part (Mathews, 1993, p. 350). It is, therefore, necessary to consider the views of the society when seeking to legitimise planning processes and decisions in the context of that society. An over-reliance on statutory bases for legitimacy may mean that the wider community, with its variety of social processes and norms, does not perceive the plans as legitimate.

Public consultation is, therefore, generally seen as enhancing the legitimacy of the planning process. To achieve this, it is argued that public consultation must be holistic, where the totality of the community is well represented (Pomeroy, 2008; World Bank, 1999). Based on the result of this study, there were segments of society in Boracay who see the planning process as legitimate because they were consulted and believed that the major stakeholders were consulted. Therefore, it was apparent that the Municipal Local Government decision-makers and NGO's involved in the planning process considered that the plan had taken a holistic approach through considering everyone's concerns. This had been achieved through consultation with those stakeholders and their views been clearly taken on board. To the satisfaction of those consulted, it had legitimacy and was regarded as holistic. However, those who were not consulted, or did not have their concerns addressed to a level they considered adequate, did not accept the level of consultation was sufficient and, therefore, did not consider the plan had legitimacy.

In an attempt to encourage local participation in the planning process (specifically in the most recent management plan - BBMP), a local news paper helped in disseminating information about the developmental plans to be made in Boracay and public participation was encouraged through a public forum over a radio program. However, this did not result in additional participation since there were actually less people participating in this process after this initiative. There were three reasons pointed out in the research that may explain this less than ideal participation in planning processes in Boracay. Primarily, people in the Island became tolerant to changes over time that lead to the argument that the general public has developed a low level of issue awareness. The research found that people in Boracay were more focused on generating money than in social and environmental changes. Also, residents have seen these changes, and the government permitted these changes to happen. The people, then, can be argued to lack confidence to the government in arresting improper changes. The lack of confidence to the government resulted to the community's high level of adaptability to environment changes, members of the community who were participative in the planning process were people who have high financial investment in the Island (such as hotel owners), resource users for tourism purposes (example SCUBA diving and recreational tourism organizations), and those residents whose properties were directly affected by the changes.

The case being argued in this section is that, in tourism destinations where strong growth and impacts arising from tourism are felt [such as the case of Boracay], the development of collaborative planning process is crucial because of the diverse community attitudes toward tourism (Jamal and Getz, 1995, p. 195). Public consultation needs intensification in this case especially in the site-specific or Barangay level where the each Barangay Council should reflect the needs of the community. The Barangay Council has to represent the general public in the Boracay Island development planning process. For instance, as Boracay is a coastal area, coastal management plans should incorporate the views of other resource users and not only to sanctuary users and the fisherfolks. Boracay is an area where the tourism system and coastal system are interrelated. Also, issue awareness of the general public has to be heightened in such a way that they will be more knowledgeable about the impacts on their environment. Inclusion and consideration of the different views of the people comprising the community of the area will make the planning process holistic.

"Inclusive decision-making should not presuppose the priority of expert over lay or scientific over non-scientific, knowledge. Rather, it should provide a forum which acknowledges, amongst other things, the provisional, uncertain, value-laden and contestable nature of knowledge; which respects the diverse and sometimes incommensurable discourses voiced by

different stakeholders; and which allows for differences to be debated in a spirit of openness and mutual trust." (PCE, 2004, p.28).

However, public consultation is not the only consideration in order to have a successful planning process. Planning also depends on the ability of the planners to formulate the plan. These will be discussed in the next section.

6.5 The Planners and the Planning Process

Planning is dependent on how the planners formulated the plan. It basically depends on the ability of planners to incorporate varying voices of the community in the plan, and their technical capacity to develop a plan.

The research found that planners for Boracay's management faced a challenge on their technical incapacity to formulate a plan. Primarily, planners were composed of members of the LGU-Malay who, in general, did not have an environmental management or planning background. They also have a low level of commitment to implement environmental programs, and have the tendency for passive decision-making as long as their personal stake in Boracay is not jeopardised. They were more focused on addressing social issues and developing visible infrastructure through which the Municipal Local Government Officials' names are recognised and remembered.

The best planning practice that achieves integrated environmental management has been argued to be iterative (Margerum and Born, 1995, p.386) and adaptive, learning from previously learned lessons (Stojanovic, 2004, p. 288). Plans relevant to Boracay had an annual evaluation process, but its impact on the plan is rather chaotic where the plans change every year, considering new directions, which are not connected to the previous implemented activities. Also, planners have failed to integrate the many plans for Boracay. As mentioned in section 6.2 there were many existing plans to control development in Boracay but these plans were not integrated and preceded with individual plan implementation. There Planning for Boracay did not recognise the need of integrating tourism, coastal management, and fisheries management. Although Boracay is a prime tourist destination of the Philippines, the Island did not have a tourism plan. The tourism plan of the Municipality was not approved due to insufficient scientific background as the basis for planning. There was also a split in planning and management of terrestrial and marine water resources where terrestrial resources, specifically land use, was (and continues to be) managed by DENR and MZO, whereas the marine ecosystem is managed by MFO. However, for the marine ecosystem, the focus of management planning for Boracay was limited to sanctuary management and regulating

fishing activities. Implementation EO 553 that promotes sustainable development through ICZM caused difficulties between DENR and MFO as stated in the previous chapter. Aside from the uncoordinated planning at the local level, it was clear that there was also a conflict in planning between the provincial government and municipal government particularly in the reclamation of land in Caticlan (main island where Boracay belong). Land reclamation in Caticlan is a project of the Provincial Government that is being opposed by the Municipal Local Government up to the present arguing particularly on its impact to Boracay's ecosystem.

Integration is an essential aspect of the management system which ensures consistency in linkages between policies and actions, projects and programs and the connections between the process of planning and implementation (Chua Thia-Eng, 1993, p. 85). There has been a move to integrate development plans in BBMP where each agency has their specific area for management. The output of BBMP cannot be evaluated at the moment since it is the most recent, and had been implemented for just a few months when field research was conducted. What is important in integrating different plans is to make its components work in harmony (Touson and Jenkins, 1998, p.105). The factors influencing plan implementation both during and post-BIMDP implementation is discussed in the following sections.

6.6 Factors Influencing Plan Implementation: The Case of BIMDP

ICZM is not designed to be a complex and elaborate plan which requires full-scale implementation throughout the coastal area, rather ICZM is an incremental approach which is applied first to coastal areas that have high needs of integrated management (Cicin-Sain, 1998, p. 126). Therefore, plan implementation generally depends on the ability of the implementers to enforce the activities of the plan to meet its target objectives. Berke, et al. (2006) posed questions in evaluating local plans and implementation practices in New Zealand:

> Do planners use enforcement strategies that inadvertently undermine the intentions of plans? Do planning staffs have the capacity to deal with powerful special interests that may exert undue influence on permit decisions? Does the quality of plans (clarity of goals and policies, adequacy of fact base) affect the prospects that permit decisions will address the issues deemed important in plans? Do local government awareness-building and educational programs expand developers' and landowners' understanding of and ability to act on problems faced by localities? (p.583)

These questions are critical in assessing the success of plan implementation. Their research found that the success of plan implementation generally depends on the actions of implementation agents. However, in the case of BIMDP implementation, aside from the actions of implementers (discussed above), change in institutional arrangements also had a drastic effect on plan implementation.

As discussed in the previous chapter, implementation of BIMDP took effect after the implementation of LGU code of the Philippines when management of local resources was devolved to the Municipal Local Government. The promise of devolution was to give equitable management to the locality because decisions are taken by accountable local bodies, and decision-making processes were moved closer to the people which enable them to affect those processes directly. Contrary to this promise, the issue of devolution lead to the chaotic implementation of BIMDP. Primarily, because the plan was made by a national agency and the Municipal Local Government had less participation during the planning process. This process resulted in less favourable implementation of the Municipal Local Government when the plan was transferred to them for implementation. The plan was adopted by the Municipal Local Government, but policy translation was limited to building set-back from the shore which was recommended by the plan. Secondly, the technical capacity of the Municipal Local Government to implement the plan was in question. This is a common problem in the Philippines during the early phase of LGU code implementation. For instance, DENR et al. (2000) argued in their NCRMP proposal that there is a general need to improve local government's capacity (technical expertise and trained staff, and financial resources) to implement coastal management. These resources are not readily available in developing countries. Furthermore, at the period of BIMDP implementation, the Municipal Local Government was not yet ready on their interpretation of the Local Government Code and both DENR and LGU-Malay were confused over their responsibilities in implementing the plan. This leads to the issue of accountability, with regards to who is going to be responsible for the implementation of the plan and the future impacts arising from implementation of the plan.

Watson (2008) found that:

> A management plan should establish a framework of policies, procedures and responsibilities that are necessary to coordinate management decision-making by sector agencies on appropriate resource allocation and use. Most importantly, it should identify the government agencies that are responsible and accountable for ICM program implementation, and the structure and composition of any program management bodies, or committees that are to be

> created. The process leader was argued to be accountable for maintaining forward momentum in plan implementation. (p.17)

In this case, Boracay faced an issue over the accountability of BIMDP implementation after the devolution of management from a National Government Agency to Municipal Local Government Unit. Along with the devolution, the DOT, who was the author of BIMDP, devolved their total power over BIMDP implementation to the Municipal Local Government. Their accountability on the plan after the devolution was limited to having the plan approved for implementation. As Dixon and Wrathall (1990) argued in the case of New Zealand reorganisation of Local Government, "The disappointing feature of the reform process has been the emphasis on the establishment of new institutional arrangements with little consideration of the importance of human activity. New institutional arrangements will not necessarily lead to improved territorial government practices." (p.6). This also appeared to happen in the case of BIMDP where Boracay underwent a process of formal institutional reform as a result of devolution. Because of less participation in the planning process of LGU-Malay in BIMDP planning, the plan was perceived to be unacceptable to the LGU-Malay and unresponsive to the rapid development phase in the Island. Without strong acceptance of BIMDP, the LGU-Malay became lenient on its implementation allowing building establishment in improper places. There was also confusion over the national building code and the local building code that made it more difficult to implement the plan fully.

In this regard, my research shows that the plan's implementation was highly dependent on the ability, and willingness of the plan implementers to enforce the plan. The factors that influenced the characteristics of the implementers will be discussed in the next section.

6.7 Factors Influencing Plan Implementation: the case of Plans Implemented after BIMDP

Integrated environmental plans deal with wicked problems. Wicked problems are planning issues that are too complex and that do not have clear solutions, where proposed interventions cannot be tested for efficacy (Rittel and Webber, 1973). Hence, it is difficult to ratify integrated environmental plans for its implementation because aside from the fact that environmental issues are complex and diverse, it often occurs together with social and economic issues. Environmental plan is also influenced by the ethics of planners, lobby groups, implementers and public participation that contribute to the success or failure of plan implementation. If the environmental plan implementation yields a laudable influence on the problem or issue, every individual involved in plan formulation through plan implementation will claim their contribution and publicly support the plan. However, when the plan is deemed

to fail to solve the problem, every person involved in the planning process seeks to avoid blame. Failure to implement a plan is then often regarded as the Government's fault.

When the plan is ratified for implementation, the enforcement falls on the hands of the plan implementation agents. Implementation agents usually are the bureaucrats, local government officials, and sometimes non-government organizations (NGOs). At this stage, plan implementation can fail to be enforced because implementation agents are influenced by different factors in enforcement. These factors include: 1) administrative discretion; 2) weak and fragmented multi-sectoral system; 3) incapacity of the implementers to enforce the plan; and 4) morals and values of enforcing officer. For this section, it is, therefore, important to bear in mind Berke, et al.'s (2006) questions stated in section 6.6. regarding plan implementation.

a) Ambiguous administrative discretion

A major factor in plan implementation is to know what the implementers have to enforce and to what extent should it be implemented. This entails knowing their administrative discretion and legislative jurisdiction in the implementation of the plan. "Initially, a jurisdictional boundary should be identified that represents the municipality's authority over land and waters." (DENR et al., 2001, p. 34). In the case of Boracay, administrative discretion and legislative, jurisdictional boundaries are problematic. Overlapping authority was present, characterised by the presence of national government agencies such as DOT, DENR, and EPG having some form of control over the developments in Boracay. DOT has almost the same function as MTO in developing IEC materials for tourism, and has even more functions than MTO, including certification of hotel classification. MTO's responsibility is limited to monitoring tourist arrivals in the Island. Although the relationship between DOT and MTO is harmonious, it shows an overlap in functions of National and Municipal Agencies.

Also, DENR and MZO have conflicts in providing permits in land use, as demonstrated by the West Cove Resort and Regency incidents.

Moreover, EPG, another national agency, reports directly to the President of the Republic and had the option to consult or not with the Municipal Local Government prior to their reporting. There was also an overlap in administrative discretion over provincial and municipal governments where the province has some form of control over the jetty port of Caticlan – an entrance and exit point of Boracay. In street-level bureaucracies, Bantay-Dagat and PCG have conflicts in implementing guidelines for fishery resource extraction.

Aside from overlapping authority, overlapping functions of municipal agencies' officials were present. MZO and MPDC, although almost related in function, are handled by the same person; DENR has two separate Municipal administrative responsibilities (in Boracay and in Nabas). The overlapping authority reduces the time available and the effort required by the personnel leading to a loss of efficiency in managing Boracay.

Administrative discretion was also challenged by the existence of ambiguous laws in Boracay. For instance, Municipal Ordinance No. 2001-139 (Sanctuary) and Municipal Ordinance No. 162, S. 2002 (Designating Snorkelling Areas) are ambiguous for MFO because the definition of 'sanctuary' is unclear, and it is not clear whether human activities in such an area are not permitted or can be regulated. Ambiguity of the term sanctuary is common in the Philippines, particularly at the local government level where in some instances it is referred to as marine reserves or marine sanctuary which are strictly no-take zones or alternatively may be regulated areas but not a total no-take zone, respectively (Crawford, Balgos & Pagdilaw, 2000, p.iii). Also, the national building code and municipal building ordinance for Boracay has been cited as reasons for questioning building height requirements in Boracay. Unclear administrative discretion leads to questioning who should be accountable in implementing the plans for Boracay and its consequent policies, programs, and projects.

b) Weak and fragmented sectoral system

Although many researchers argued that decentralized (top-down) planning and policy formulation can make implementation successful, this research found that planning and policy implementation in decentralised government can fail because there is a weak and fragmented multi-support system. Multi-support systems in this context mean cooperation and participation of communities (including also the private sectors), interest groups (NGOs), and academic institutions, or simply the participation and coordination of stakeholders for plan implementation. Each government level has its own mandate and forms of planning. However, to be successful, tourism development requires coordinated efforts between two or more levels of government and integrated strategic planning (Timothy, 1998, p.55). The barrier in involving stakeholders and different levels of government in Boracay is poor - cooperation and coordination between them gives rise to weak and fragmented multi-support systems.

For example, DENR and MFO coordination in Boracay for implementing coastal management, especially in enforcing EO 553 remains problematic. This was caused by

insufficient communication between parties which gave different reasons for a lack of coordination. The rift between DENR and MFO can be described as a silent war. DENR and MFO coordinated with each other but were unsatisfied with each other's efforts. MZO and DENR also have problems in coordination where each group did not have clear and open communication in deciding to give out permits and clearances for land use. Conflicts were not only limited to municipal and national government. DENR and DOT which are both national agencies experienced conflict and a lack of coordination during the 1997 case of coliform contamination in the Island. Also, between municipal environmental agencies and NGOs, trust is needed. NGOs usually take the initiative to formulate environmental plans and implement the consequent environmental projects in the Island. Government sectors choose to adapt this plan and participate in plan implementation, but their participation can be viewed as a sense of tokenism. It was also revealed that NGOs had to remind the Municipal Government officials to update them on the progress of the plan's implementation. In this case, the collaboration between sectors in Boracay was not satisfactory and needed more effort to strengthen their relationship especially in dealing with 'wicked' coastal resources issues. One-way communication reduces policy implementation effectiveness, as does communication that is infrequent or only occurs at the beginning of the project (PCE, 2004, p. 67).

Despite the communication issues between agencies in Boracay, they still coordinate with each other when the need arises. For instance, DENR asked for help from MFO in implementing projects for coral reef rehabilitation, and MFO coordinated with BFAR in implementing RA 8550 and conflicts in fishing. However, output of coordination is unsatisfactory because of the insufficient technical capacity of the personnel to extend needed services.

c) Incapacity to implement PPPs

The success of plan implementation relies also in the capacity of the implementers to implement the plan. In this case of coastal management, different sectors involved need to work together in ICZM management planning and implementation with sufficient resources, including having time, skills, and appropriate funding. Mayors in the Philippines, for example, claimed that lack of technical (technology for enforcement), human (trained policy enforcers who have sufficient knowledge on the issue), and financial resources (for enforcers salary and for purchasing the technology needed for efficient implementation) incapacitated implementers to enforce ICZM (DENR et al., 2001).

There were no claims in Boracay regarding problems with funding as the municipality had enough income to support projects in the Island and NGOs also had their own funds to implement their projects. What is in question then is the capacity of the implementers to implement the projects and activities that the plan targets to achieve in a specific period. Implementers in Boracay were challenged on their lack of technical capacity to implement the plan. A lack of technical skills was observed at the onset of management devolution in 1991. However, up to the present time, the Island continues to experience this limitation. Primarily because implementers were not trained for the roles they play in Boracay's development. For instance, DENR personnel in Boracay were all foresters even though their mandate includes part of the coastal area management, especially in protected areas (the entire Island was declared as a protected zone in Presidential Decree No. 1152), making them technically challenged in implementing their coastal resource management projects. Consequently, coordination with MFO was sought, but MFO personnel were experiencing the same challenge. Their MFO officer had no previous experience or qualification in coastal management planning. Further, Bantay-Dagat also lacks training and sophisticated equipment in patrolling the municipal waters and the sanctuary. The findings from this research suggest that Timothy (1998, p. 55) may be correct in asserting that coordination efforts between relevant sectors should eliminate the provision of overlapping services, reduce misunderstanding and conflicts from overlapping agency goals, avoid duplication of resources in various government tourism bodies, and parallel planning should improve efficiency in terms of time and money.

Human resources and capacity are essential for successful plan implementation. Although having technically difficulties in plan implementation, implementers still strived to enforce PPPs. Therefore, it can be argued, in the next section, that plan implementation also depends on the psychology of enforcement of the implementers.

d. Psychology of enforcement

Enforcement, especially in environmental plans, is the work of street-level bureaucrats who really go to the field for implementation. Enforcement also depends on the values of the enforcing officer or what Weales called a psychology of enforcement (1992, p.57). In some cases, implementers are influenced by their values to execute the plan.

Political influence in decision-making and implementation is very common in Boracay since the 1990s. This was one of the reasons stated for inefficient plans and policy implementation in the Island. It was in the political culture where supporters of decision-

makers are highly favoured. This was one of the challenges in managing the Island because of its small scale and insularity. McElroy and de Albuquerque (2002) argued that, due to insularity of island destinations, there is a possibility of compartmentalised thinking in the society and strong kinship ties among leaders which can multiply conflicts and make planning and management, and everyday decisions difficult. Also, tourism is heavily influenced by local politics, which often favour the political or economic elite, and furthermore, tourism is often concentrated within enclave resorts or tourist ghettos, thereby contributing to socio-economic inequalities through the development process (Pearce, 1989, p. 95).

Aside from political influence, grave threats to the implementers were also experienced in the Island particularly when dealing with land use. This research found that land user applicants were accompanied by armed men in dealing with MZO signalling threats to the MZO. Threats were also reported when DENR implemented their mangrove reforestation projects based from BEMP. MFO Officers were also reported to experience harassment from excluded fisherman because of banning specific fishing gear. Harassment and grave threats to the officers of environmental sectors of the Municipality raised a question of the extent of political will needed in the Island. Political will is not enough in mitigate this type plan implementation challenge. What is needed is to further educate local residents about the plan, policies, and programs being implemented in the Island, and to help them understand the significance of the implementation.

6.8 Summary

In summary, planning in Boracay, particularly in BIMDP, was influenced by the government devolution in 1991. The impact of this incident resulted to the retreat of the plan authors on their accountability for the plan. Further, the implementation of the Municipal Local Government of a not fully accepted plan because the LGU-Malay had less participation in the planning process. Also, the lack of readiness of the Municipal Local Government to implement the plan and the unresponsiveness of the plan to the rapid changes in Boracay were factors that influenced the failure of plan implementation.

To date, planning in Boracay still does not internalise the concept of ICZM. Primarily because planning is highly sectoral, lacks horizontal integration and is uncoordinated in planning and implementation processes. Secondly, planning was not holistic in decision-making where public consultation was rather limited to specific persons. Lastly, the impacts of the plans were not integrated with the consequent plans.

Although plans in Boracay were highly sectoral, these were endorsed to the Municipal Government for adaptation as formal plans of Boracay. The planning and implementation processes and factors that influenced these processes aid this research in answering if formal planning is effective in minimising environmental impacts in the Island. This will be discussed in the next chapter.

Chapter 7
Conclusion

7.1 Introduction

This research utilised qualitative research methods to explore the effectiveness of formal planning to guide the sustainable development of coastal areas in developing countries that are under pressure from high demands for tourism. Boracay Island in the Province of Aklan in the Philippines was used as a case study for this research because the Island is the prime tourism destination of the country, has high dependency in tourism for its revenue, and has a formal integrated management plan that was intended to address such development pressures.

Tourism and Integrated Coastal Zone Management theories served as guides for evaluating planning and plan implementation of the research setting. Particular emphasis was placed on the ICZM literature in developing an evaluative framework because it provides a more integrated cross sector framework than the tourist literature.

The field research results and the subsequent discussion of the results in previous chapters served as bases for the research conclusion in this chapter. As the main objective of this chapter, a general conclusion will be derived from the discussions in the previous chapter to address the main research question. The following sections will provide a summarized discussion of the reasons why formal plans in Boracay failed to control the development in the Island. It is followed by a post script stating research suggestions to further improve local management issues in an area with similar case to Boracay Island.

7.2 General Conclusion

It is apparent that the BIMDP failed to deliver the anticipated sustainable development of the area and that this appears due to the change in formal institutional framework of the area, not integrated plans, uncoordinated sectoral system, and the plan implementation challenges of street-level bureaucrats. These influencing factors will be discussed in the subsequent sections.

7.2.1 The Challenges Brought About by Changes in Formal Institutional Arrangements

In the case where there is a transfer of plan implementation responsibility and accountability, like in the case of BIMDP, a close coordination and good relationship with the BIMDP planner must be employed in order to support the technical implementation of the plan. The

key finding of this research is that devolution of management from a national agency to the Municipal Local Government Unit played an important role in defining the success or failure of implementation of BIMDP. Based from the previous two chapters, it is now evident that BIMDP failed on its implementation and this was caused primarily by the devolution from national to local governance in the Philippines. What happened to BIMDP was that upon the transfer of plan implementation to the Local Government Unit of Malay (LGU-Malay), the National Agency and scientific community involved in developing BIMDP had retreated on their responsibilities for implementation and left everything with LGU-Malay's insufficient technical capacity for implementation of a not fully politically accepted plan. This suggests that in developing a formal integrated coastal management plan the implementation regime must be considered. Both new and previous formal institutional arrangements and how these arrangements will be of help in facilitating plan implementation must be part of that consideration. It should be ensured that, upon the transfer of responsibility and accountability of the plan, the new implementers have accepted the plan fully and are technically equipped for its implementation.

To add to this dilemma, both during and post-BIMDP, implementers faced difficulty in implementations brought about by the conflicting municipal laws and ordinances and varying plans. This suggests that for ICZM to be effective, clear policies and unambiguous laws and ordinances are required for clear jurisdictional implementation. Knowing 'what, where, and when' to implement the plan and their consequent policies, projects, and/or programmes should enhance the relationship of relevant sectors for coordination in planning, integration of different plans and plan implementation.

7.2.2 The Need for Coordination between Sectors and Integrated Plans

The failure to implement BIMDP fully and to integrate subsidiary and related formal plans (e.g. BEMP and MCRMP) showed that the challenges of decentralization have not been overcome after two decades of Municipal Local Government Unit's administration over Boracay. Technical capacity to implement plans, specifically for environmental plans such as BEMP and MCRMP, was still the primary challenge stated for plan implementation. Technical personnel were not trained to formulate, implement, monitor and evaluate plans, and to calibrate existing plans. This situation leads to lack of coordination between sectors when the need arises. In the case when coordination occurs, it appears to be token in nature that elicits lack of trust in plan enforcement.

The principle of integrated management was, therefore, not applied in Boracay. Plans across local government units and national government agencies were highly compartmentalised. Each sector formulated its own plan regardless of the other existing plans from the other sectors. The contents of these newer plans were still not holistic and focused primarily in developing destinations for tourism. Genuine coordination with different sectors might have constrained this challenge. However, poor coordination between sectors was observed in Boracay. Coordination between groups is needed for effective and efficient planning process and ease in plan implementation. By implication, genuine coordination will enhance trust between sectors and will mitigate conflicts and redundant activities.

7.2.3 Political will or Informed Citizenry?

It is often stated that political will is needed for effective plan implementation. Indeed, this need was also stated as a challenge in Boracay because of high political and strong kinship influences on decision-making in the Island. Furthermore, the research revealed that decision-makers exhibited a low level of issue awareness, and a lack of drive and commitment toward environmental programs in the Island. Moreover, grave threats to the implementers were observed in the Island. The general public also exhibited low level of issue awareness and developed high tolerance to environmental and socio-political issues. These characteristics made the general public negligent in taking actions in response to the problem. Most actions towards environmental awareness and protests against environmentally degrading activities were spearheaded by NGOs.

Therefore, for plan implementation, political will is not enough to augment the challenge in plan implementation. It should be coupled with the support of the public which can be possible only if the general public is well-informed of the problem, the consequences of the problem, and how this problem is augmented to have positive effects.

7.3 Concluding Remarks

BIMDP was said to be an exemplar of ICM. However, the said plan did not exhibit, technically, the principles of ICZM. Theoretically, ICZM is an ideal management scheme where all agencies work in harmony, where plans are coordinated, actions are synchronised, and all agencies have desirable relationship with each other. However, there are many things to consider in the real world when applying the aforementioned management scheme. In sum, each sector of the government, though claimed to coordinate with each other, proved to be only an act of tokenism; plans are also disintegrated and not harmonise; the change in governance too proved to be a challenge in plan implementation, as well as the varying

informal institutions of the area; and the capacity of the implementers and other factors that influence them to enforce the plan.

Therefore, a successful ICZM plan has to be developed based on a strong structural foundation that reflects the context of the area being planned. As coastal area has varying uses and users, planning has to be built with the principles of ICZM as pillars where the plan is made with a common goal that is reinforced with coordinated actions of relevant sectors, consideration and integration of both formal and informal institutions of the planned area, and integrated plans both horizontally and vertically across sectors. It also needs sufficient technical capacity of the planners to formulate an integrated plan and technical capacity on street-level bureaucracy to implement the plan. The plan does not have to be too comprehensive, but comprehensive enough to consider the needs of the planned area and to gain support from the Municipal Local Government and the local community for effective plan implementation.

Hence, what is needed to consider for further research is how to overcome the challenges posed both in planning and plan implementation processes. Primarily, it will be interesting to conduct further research on how to link the relevant sectors to coordinate efficiently and integrate their plans that will facilitate harmonious planning and plan implementation that do not have conflicting interest with other plans. Also, political influence, political will, and grave threats are challenges in plan implementation. It is also worth noting that it is imperative to conduct research that will help improve the social structure of a community that is highly dependent in tourism into a more participative and issue responsive community. Given the lack of technical capacity both in planning and plan implementation, what might be a fruitful and pragmatic research response may well be an on-going action-research partnership between the local university and the various stakeholders in Boracay Island to provide synergistic technical capacity and support and relevant educational and learning opportunities to improve the skills of the local administrators and the community.

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APPENDICES

Appendix 1

Relevant Acts, Decrees, Orders, Ordinances in Developing Management Plans in Boracay Island

Presidential Decree No. 1801, s. 1978	• Selected marine resources were declared as marine reserves and tourist zones, including Boracay Island. • led to the formulation of BIMDP.
Municipal Resolution No. 98, s. December 1989	• to adopt BIMDP to complement the implementation of zoning regulations in Boracay and to update the previous comprehensive town plan (1982-1992)
Republic Act No. 7160, s. of October 1991	• *Local Government Code of the Philippines* or the LGU Code of 1991. • Decentralisation of the Philippine Government giving local autonomy to the territorial and political subdivisions of the country. • Led to the transfer of BIMDP enforcement to the Municipal Local Government Unit
Executive Order No. 6, s. of 1998	• *Aklan Province Tourism Special Development Task Force*; to update and refine the Boracay Tourism Master Plan in accordance with the Regional Development Plan, Aklan Province Master Plan and Local Development Plan of the Municipality of Malay
Republic Act No. 8435, s. 1998	• *Agriculture and Fisheries Modernization Act* (AFMA). The AFMA was more concerned with providing the appropriate budgetary and logistical requirements for the modernization of the country's entire agricultural base and encouraging a more rapid shift towards industrialization. • Basis for the formulation of MCRMP and BEMP.
Republic Act No. 8550, s. 1998	• *Fisheries Code of the Philippines*; an act providing for the development, management and conservation of the fisheries and aquatic resources. • Basis for the formulation of MCRMP and BEMP.
Municipal Ordinance No. 301, s. of 2001	• establishment of seven coral reef sanctuaries in the Municipality of Malay
Municipal Ordinance No. 2001-139, s. 2002	• Designating sanctuary areas in Boracay
Municipal Ordinance No. 162, S. 2002	• Designating snorkelling areas in Boracay

Executive Order No. 337, s. 2004	• *Creating Eminent Persons Group* tasked to formulate plans for the sustainable tourism development in this Boracay.
Provincial Ordinance 2005-32	• Implement *One-entry, One-exit Policy* by creating one port for entrance and exit in the Island in order to control sea traffic and water pollution. • Ordinance as output of Provincial Tourism Plan and Provincial Physical Plan
Executive Order No. 533, s. 2006	• Adapting *ICM as a national strategy* to ensure the sustainable development of the country's coastal and marine environment and resources and establishing supporting mechanisms for its implementation. • One of the bases in formulating BBMP
Presidential Proclamation No. 1064, s. of May 22, 2006	• Land in Boracay Island is *classified into Forested and Alienable and Disposable*
Executive Order No. 05-A, s. of 2007	• *Task Force Bantay Boracay*; to coordinate the actions of the Provincial Government to unify the implementation of laws and local ordinances of Boracay
House Bill 1151	• An act amending section 4 (paragraph 40) and providing additional section on Municipal Fisheries, Chapter 2, Article 1 of RA 8550 • totally banned gears)
Department Order No. 23-08, Effective July 29, 2008	• Municipality of Malay was *declared a first class municipality* by the Department of Finance
Memorandum Order No. 214, s. April 18, 2008	• Mandating Philippine Tourism Authority to exercise administration and control over Boracay

Appendix 2

Municipal Coastal Resource Management Plan (MCRMP)

COASTAL RESOURCE MANAGEMENT PLAN OF MALAY, AKLAN

OBJECTIVES	ISSUES CONCERNED	STRATEGIES & ACTIONS	EXPECTED OUTPUT	TIME FRAME	INSTITUTIONAL & LEGAL FRAMEWORK	MONITORING & EVALUATION
1. Creation of basis for legal framework	- implementation of the CRM Plan will be very difficult if there is no legal framework that will serve as basis	- create ordinances that can serve as the legal framework for the CRM Plan (through the Committee on Agriculture)	- greater chance for the implementation of the CRM Plan to be successful	Nov. 2005 -	- R.A. 8550 sec. 16	- constant checking/ evaluation of the effectiveness of the ordinances created
2. Establishment of Marine Protected Areas (MPAs)	- lack of sanctuaries in Malay	- evaluation/assessment of the possible areas for a sanctuary - selection of the best area for sanctuary - designation of the selected area as a sanctuary through an ordinance - building a guardhouse near the sanctuary - designation of the selected *Bantay Dagat* members (with honorarium) to guard and protect the sanctuary 24 hours a day	- greater production of fish and other marine organisms - greater fish catch for the fisherfolk, thus higher income for them - sustainability of supply of marine products	Jan. – May 2006	- R.A. 8550 sec. 81	- semi-annual evaluation of the outside perimeter of the sanctuary by the OMA, FARMC & volunteer divers - semi-annual evaluation of the performance of the *Bantay Dagat* members who guard the sanctuary
	- the use of the municipal water and its resources is not organized	- zonation of the municipal water into: 1. sanctuary 2. marine parks 3. fishing areas - information dissemination for those who uses the municipal water of their respective areas - designation of the *Bantay Dagat* members to guard each areas to prevent improper usage	- organized use of resources of the municipal water - disputes between fisherfolks and snorklers/scuba divers will be eliminated	May – Dec. 2006	- R.A. 8550 sec. 81 - M.O. no. 162	- semi-annual evaluation of the performance of the *Bantay Dagat* members - annual evaluation of the effectiveness of the zonation of municipal water
3. Law enforcement	- presence of illegal fisherfolks: 1. commercial fishing 2. unregistered municipal fisherfolks 3. municipal fisherfolks using active gears 4. fisherfolks using explosives &noxious or	- Malay's municipal water should be accurately mapped and well documented - create an ordinance that states that the use of the municipal fishing area are exclusive only for	- apprehending group will not have difficulty in pin-pointing the territory of Malay municipal water during operation/apprehension - prevent illegal fisherfolks to operate inside the fishing areas	May 2005 – Dec 2006	- R.A. 8550 sec. 90 - M.O. no. 64 - M.O. no. 65 - M.O. no. 75 - R.A. 8550 sec. 19	- semi-annual evaluation of the performances of the *Bantay Dagat* members - constant checking/evaluation of the effectiveness of the ordinances regarding law enforcement

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	poisonous substances	registered municipal fisherfolks of Malay - registration of municipal fisherfolks - select *Bantay Dagat* members that will guard the sanctuary and assist in the operation of apprehending illegal fisherfolks; should be given an honorarium of Php 100 per operation or duty - purchase/build a fast boat/craft for apprehending operations - patrolling in Malay municipal water by the concerned group (once a week or if needed) - reorganize/activate BFARMC members	of Malay - the *Bantay Dagat* will be more active and they will carry out their responsibilities properly - functions of BFARMC will be properly carried out - communications with the MFARMC and BFARMC will be easy - prevent destruction of corals - sustainability of fish supply		- R.A. 8550 sec. 16 - R.A. 8550 sec. 17 - F.A.O. no. 196 - F.A.O. no. 201 - R.A. 8550 sec. 88 - R.A. 8550 sec. 92 - M.O. no. 87 - M.O. no. 98-119 - M.O. no. 99-123	- registration of municipal fisherfolks should be renewed every 3 years - strict monitoring on the use of active gears by the OMA and FARMC

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		- information dissemination on the prohibition/regulation of all active gears in municipal water				
	- protection of Marine Protected Areas (MPAs) 1. sanctuary 2. marine parks	- designation of the *Bantay Dagat* to guard and protect the MPAs - information dissemination about the MPAs and fishing areas, and its location - strict enforcement of the ordinances regarding the prohibition of anchoring in marine parks	- use of municipal water will be organized - awareness for the people who uses the municipal water as their source of income - lessen destruction of corals	On going	- R.A. 8550 sec. 81 - R.A. 8550 sec. 96 - M.O. no. 162	- semi-annual evaluation of the performance of the *Bantay Dagat* - evaluation on the effectiveness of the information dissemination
	- protection and conservation of rare, threatened and endangered species, and other materials prohibited by the law	- designation of the *Bantay Dagat* to guard and protect these rare, threatened and endangered fishery species	- multiplication of the rare, threatened and endangered species - additional income for eco-tourism	On-going	- F.A.O no. 208 - F.A.O no. 185-1 - F.A.O no. 193 - F.A.O no. 202	- monitoring of the performance of the *Bantay Dagat* - semi-annual evaluation of the performance of the team

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	- depleted mangrove areas	- surveillance of possible new mangrove plantation areas - planting of mangroves in the selected areas - revival of old mangrove plantations - designate BFARMC to guard and protect the mangrove plantations	- presence of breeding area for the fish and other organisms - sustainability of fish supply - additional livelihoods - additional income for eco-tourism	Nov. 2006	- R.A. 8550 sec. 16	- strict monitoring on the growth and protection of the mangrove plantation areas - evaluation on the effectiveness of the BFARMCs in guarding and protecting the mangrove plantation areas
		- information dissemination on the uses of mangroves	- if the people are aware of the uses of mangrove, they will help in protecting the area	Jan. 2007		
5. Livelihood programs	- lack of livelihood projects for the residents of coastal *barangays*	- introduce possible fish processing technologies in *barangays* 1. fish drying 2. fish smoking 3. other products - introduce other	- alleviation of the economic status of the residents of coastal barangays	Jan. 2007	- R.A. 8550 sec. 24	- monitoring of he effectiveness of the livelihood projects - technical assistance for the livelihood projects

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		livelihood programs 1. rice/vegetable farming 2. livestock raising				
6. Research and new technologies	- we are not aware and updated of the new technologies	- always coordinate with institutions such as ASU regarding new technologies and research - if possible, implement/introduce the new technologies - encourage institutions such as ASU to formulate researches here in our municipality	- we will be updated with the new technologies and researches	2007		- monitor the implementation of the new technologies
7. Public education	- public is not aware of the current situation of our coastal resources	- update the *Sangguniang Bayan* through the Committee on Agriculture on the activities being taken in Coastal Resource Management - coastal resource conservation through information	- there is public awareness on coastal resource conservation and management	2007		- monitor the effectiveness of public education

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		dissemination in schools and associations concerned - information dissemination through leaflets/brochures				

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Appendix 3

Boracay Island Comprehensive Development Plan

BORACAY ISLAND COMPREHENSIVE DEVELOPMENT PLAN

I. SOCIAL DEVELOPMENT

Population Management

Objectives:

1. To regulate and control the influx of migrant workers on the island.
2. Support the vision for a committed and disciplined residents
3. To promote strong public-private linkages in the provision of benefits to the local populace.

Strategies:

1. Implement Family Planning Program.
2. Enactment of Migration Control Ordinance.
3. Inclusion of the Island's Vision and the role of the populace in its achievement in all primary and secondary schools.
4. IEC activities shall be pursued regularly for all stakeholders.
5. Integration of the populace in the overall development of Boracay Island. (Initiatives that will displace the local people should be avoided)
6. Encourage adherence to its corporate social and environmental responsibility among firms in Boracay island.
7. Appoint Population Officer

Education

Objectives:

1. To increase chances of local residents to become qualified or eligible for tourism jobs.

Strategies:

1. Establishment of Tourism Services School in the mainland of Malay.
2. Establishment of a Training Center for skills needed in tourism industry.

Health

Objectives:

To ensure a healthy citizenry in Boracay Island

Strategies:

1. Implementation of a comprehensive health care program.
2. Ensure accessibility, affordability and availability of quality basic health care.
3. Upgrading of existing health facilities and services.
4. Promotion of health care services and programs through IEC.

Social Welfare

Objectives:

1. To promote the upliftment and rehabilitation of disadvantaged sectors of society and help them attain better quality of life.

Strategies:

1. Integration of the concerns of the disadvantaged sectors in all level of development planning and implementation.
2. Enhance the delivery of social services in the island to cover a wider section of the island's population.
3. Data Banking of poverty situation using the Minimum Basic Needs (MBN) indicators and the Community Based Monitoring System (CBMS)
4. Establishment of the Crisis Intervention Unit.
5. Monitoring and surveillance of social welfare related laws.
6. Hiring of additional manpower

Protective Services

Objectives:

1. To have a peaceful and orderly island.

Strategies:

1. Involve the community in peace and order activities through the strengthening of "Barangay at Pulis Laban sa Krimen."
2. Modernization of police and fire-fighting facilities and equipment.
3. Institute crime and fire prevention measures and system for speedy response to emergencies.
4. Conduct of police information and education campaign for continuing education of the policemen and firemen on policies, rules and regulations and police-community affairs.

Housing

Objective:

1. To carryout resettlement of households in Boracay Island and discourage establishment of informal settlement .

Strategies:

1. Providing low cost housing projects in the mainland.
2. Encourage investments on low cost housing projects.

Employment:

Objectives:

1. To achieve the vision for an empowered citizenry through employment and livelihood generation.

Strategies:

1. Institutionalize the hiring of local residents as resort staff/worker through enhanced partnership with private sectors.
2. Capability building of local residents to acquire appropriate skills.
3. Enforcement of employment related ordinances.
4. Requiring of Individual Occupational Permit from all who work in the Island.

II. ECONOMIC

Tourism and Culture

Objectives:

1. To diversify and sustain the marketability and global competitiveness of tourism industry in the area.
2. To attain the vision for a dignified, fulfilled and self-worthy residents with improved quality of life within a sustainable tourism industry.
3. To promote the cultural, historical and values of Malay.

Strategies:

1. Diversify and enrich tourism activities in Boracay Island through a strong partnership with privately run activities and the community based tourism initiatives.
2. Promote investment for a more affordable accommodation facilities in the mainland.
3. Enhancement of the existing tourism climate through implementation of accreditation and standardization system of various services in Boracay Island.
4. Giving of incentives (e.g. tax discounts or exemptions, commendations, etc.) to a certified establishment or service provider that religiously follows policies and systems.
5. Maximize transfer of technology and skills from foreign investors/hotel operators to the local people with high potentials on hotel and restaurant management capabilities.
6. Strong support with the effective private promotion and marketing strategies.
7. Activate Municipal Tourism Development Council as venue of public-private partnerships in programs, projects, activities and policies formulation.
8. Holding of cultural and festivals in consonance with the local culture and values.
9. Establishment of Museum which could provide tourist with information about the culture and history of Boracay and Malay.
10. Regular office of Tourism and Culture in Boracay Island.

Agriculture

Objective:

1. To increase production of all kinds of agricultural products.
2. To promote employment opportunities in the mainland and therefore diffuse congestion in Boracay Island through improved agro-farming industries.

Strategies:

1. Cultivate agro-farming industry in the rest of Malay and strengthen linkages to Boracay's tourism industry.
2. Promote investment for large scale agricultural production such as high valued vegetables and fruits, swine and poultry and even inland fishing.
3. Initiate programs on development of native cottage industries that can produce handicrafts, souvenir items and native delicacies that will be identified as "intrinsically Malay".
4. Minimize leakage of agricultural products captive market which is Boracay by maintaining a strong linkage with the establishments and the LGU.

III. GOVERNANCE AND ADMINISTRATION

Objectives:

1. To attain an improved and proactive governance and create a healthy and conducive investment environment.
2. Promote a participative development planning, implementation and monitoring system.

Strategies:

1. Improvement of law enforcement strategies especially those pertaining to negative externalities such as visual (traffic, unregulated transfer of vehicles from the mainland. illegal construction, annoying vendors, etc.) noise, air and water pollution.
2. Provision of basic necessary infrastructure that will improve tourist satisfaction and the welfare of the local populace.
3. Strengthen the LGU organizational structure, personnel capabilities and facilities that would efficiently address to Boracay Island's needs.
4. Maintain strong linkage with National Government Agencies pertaining to matters with their concerns.
5. Maintain strong partnership with NGO's and People's Organization in any development planning, implementation and monitoring.

IV. INFRASTRUCTURE

Transportation

Objectives:

1. To improve both land and sea transport system as catalyst and as support mechanism for a sustainable tourism development.

Strategies:

1. Improvement of both the jetty ports in Caticlan and Cagban.
2. Periodic Inspection of vessels/pump boat to ensure that safety standards are being complied with.
3. Upgrading of boats being used to ferry passengers.
4. Provision of an additional port of entry to operate simultaneously with the Cagban Jetty Port to diffuse the concentration of travel demand.
5. Implement the proposed traffic Management plan for Boracay Island.
6. Construction of road parallel alignment to the Boracay Main road.
7. Construction of roads connecting the Main Road to the proposed New Road
8. Improvement of the transfer system from Caticlan and Boracay Island
9. Provide waiting areas and loading/unloading bays.
10. Implement a Public Transport rationalization Plan
11. Implement a more efficient route-based, higher capacity public transport system
12. Phase out tricycles in lieu of higher capacity mode such as multi-cab.
13. Limit the volume of motorized vehicles within the island.
14. Formulate and implement a transport and Traffic Code for Boracay Island.
15. Transportation Regulation Officer be regular in Boracay Island

Building Construction

Objective:

1. To harmonize and promote ecological integrity in all developments.

Strategies:

1. To develop the land in Boracay Island to its optimal use and to its maximum value.
2. Eliminate illegal construction.
3. Implement Building and Sanitation Code.
4. Monitor all types of infrastructure projects
5. Hiring of building inspectors for the island
6. Regular office of engineering and zoning staff in Boracay Island.

Power, Energy and Communication

Objective:

1. To have an affordable and accessible services.
2. To achieve a hazard-free installation and connection system.

Strategies:

1. Coordinate with the AKELCO and telecommunication companies to stop on using overhead cables and start using underground connecting lines.

V. ENVIRONMENTAL MANAGEMENT

Objectives:

1. To keep the nature based environment of Boracay Island into its best state.

Strategies:

1. Promote ecological integrity as part of tourism development through participation in the review and evaluation of any development proposals for Boracay Island.
2. Regular monitoring of coastal water quality
3. Monitor the PTA sewerage outfall.
4. Enforce Municipal Ordinance 188.
5. Enforce the compliance of all dwellings with the Phil. Sanitation Code which specifies the design, construction and maintenance of sewage facilities in close coordination with the MHO and DENR.
6. Disallow discharge of sewage into the storm drainage.
7. Push the expansion of PTA STP of Boracay in coordination with the Mayor's Office and the PTA.
8. Conduct beach clean up.
9. Strictly monitor gasoline stations and mechanical repair shops and other sources of toxic and hazardous waste.
10. Monitor the implementation of SWM program in consonance with RA 9003.
11. Enforce Ordinance 183.
12. Monitor forests, wetlands and mangroves usage in accordance with environmental guidelines in coordination with the DENR.
13. Enforce Municipal Ordinance 144 (Noise Pollution).
14. Initiate the efficient operationalization and maintenance of existing drainage facilities.
15. Protect flora and fauna in the Island.
16. Enforcement of National Caves and Cave Resource Management. RA 9072.
17. Initiate the protection of watershed in the mainland.

VI. POLICIES/ORDINANCES NEEDED

1. Passage of guidelines for construction of residential houses or extension of existing houses.
2. Resolution promoting investments for low cost housing and accommodation facilities in the mainland.
3. Ordinance on the establishment of a Migration Center.
4. Creation of Population Office and positions necessary for its operation.
5. Enactment of Migration control Ordinance.
6. Disallow practicumers from outside the Province of Aklan.
7. Diversify tourism activities in Malay by transferring adventure sports in the Island to the mainland.
8. Institutionalize the requirement of an orientation to all applicants for development and business permits to promote awareness on their corporate social and environmental responsibilities.
9. Policies on accreditation of various services in the island including all types of establishments.
10. Finalize the passage of policies on the change of mode of mass transportation from tricycle.
11. Passage or ordinance adopting the 3 route-based public transport.
12. Regulations on the number of vehicles per establishment.
13. Imposition of development bond equivalent to 5% of the total development cost.
14. Ordinance disallowing overhead power and communication cables.
15. Formulation of Local Building Code.

Prepared by:

ALMA S. BELEJERDO
Municipal Planning and Development Coordinator

Appendix 4

BIMDP Land Zoning

BORACAY ISLAND MASTER DEVELOPMENT PLAN
TABLE 1: TABULATION OF AREAS

[NOTE: ALL AREAS IN HECTARES ARE ROUNDED-OFF TO TWO DECIMAL PLACES]

LAND USE	GROSS AREA IN HECTARES [A]	AREA OF CIRCULATION NETWORK [B]	% OF CIRC. NETWORK [B/A]	NET AREA IN HECTARES [A-B]	PERCENT OF TOTAL LAND [A/1038.8]
BUILDABLE AREA	83.06	6.18	7.44%	76.88	8.00%
SUB-TOTAL	83.06	6.18		76.88	8.00%
FOREST RESERVES	278.19	6.51	2.34%	271.68	26.78%
NATURE PRESERVE	11.24	0.00	0.00%	11.24	1.08%
ORCHARD AREAS	282.31	22.43	7.94%	259.88	27.16%
GOLF COURSE	117.47	2.12	1.80%	115.35	11.31%
WETLAND DEVELOPMENTS	28.77	0.96	3.34%	27.81	2.77%
LAGOONS AND RESERVOIRS	42.28	1.41	3.34%	40.87	4.07%
WATERWAYS	29.30	0.00	0.00%	29.30	2.82%
SUB-TOTAL	789.56	33.43		756.13	76.01%
BEACH/PROMENADE/WINDBREAKS	8.81	0.00	0.00%	8.81	0.85%
SUB-TOTAL	8.81	0.00		8.81	0.85%
BUILT-UP AREA	116.07	4.75	4.09%	111.32	11.17%
PANAY ISLAND TRIBES CAMP SITE	20.99	1.55	7.36%	19.45	2.02%
LOW-DENSITY RESIDENTIAL	6.91	0.77	11.17%	6.14	0.67%
CIVIC CENTER	5.76	0.22	3.84%	5.53	0.55%
SPORTS AREA	7.66	0.39	5.04%	7.27	0.74%
SUB-TOTAL	157.39	7.67		149.72	15.15%
TOTAL AREAS	1038.82	47.28 *		991.54	100.00%

* CIRCULATION NETWORK AS A PERCENTAGE OF THE TOTAL LAND AREA (47.28/1038.82) 4.55%

Appendix 5

Commercial and Residential Clustering in BIMDP

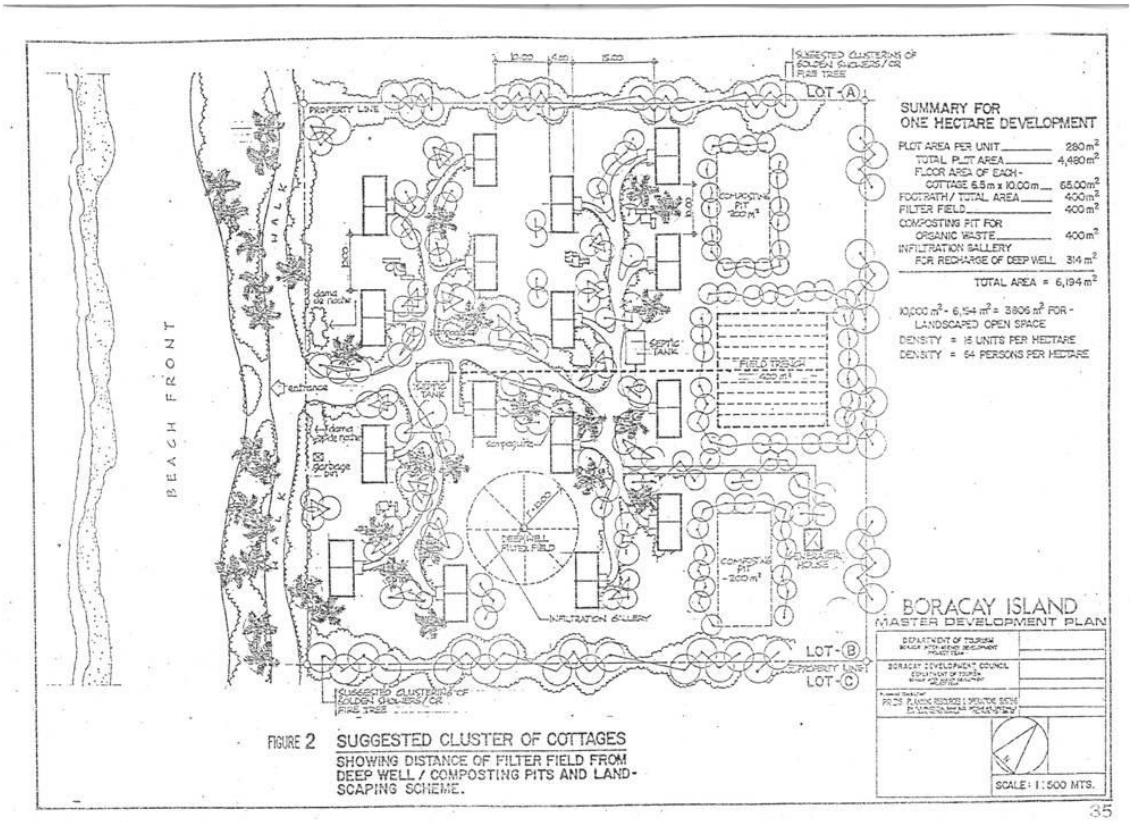

FIGURE 2 SUGGESTED CLUSTER OF COTTAGES
SHOWING DISTANCE OF FILTER FIELD FROM DEEP WELL / COMPOSTING PITS AND LANDSCAPING SCHEME.

35

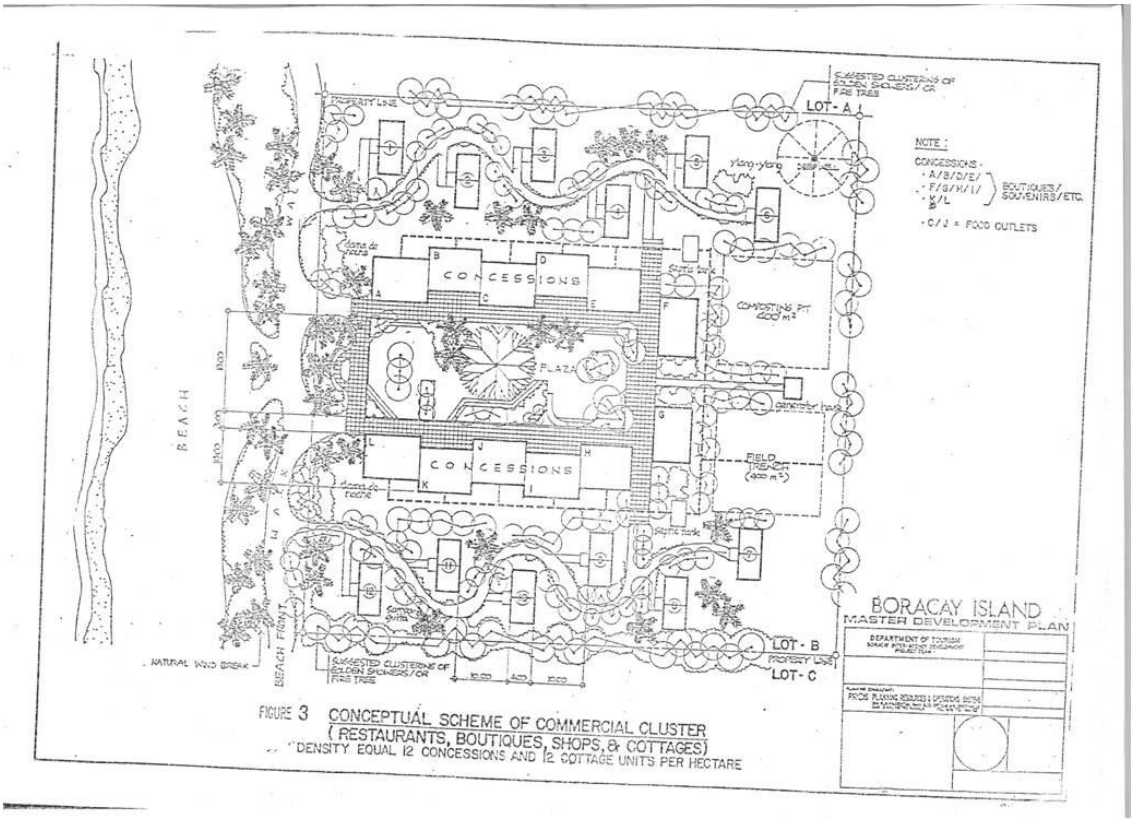

FIGURE 3 CONCEPTUAL SCHEME OF COMMERCIAL CLUSTER
(RESTAURANTS, BOUTIQUES, SHOPS, & COTTAGES)
DENSITY EQUAL 12 CONCESSIONS AND 12 COTTAGE UNITS PER HECTARE

Appendix 6

Political Units of the Philippines

National Government

- Responsibility radiates throughout the country for general supervision over provinces, cities independent from a province, and autonomous regions.
- The country has 13 regions and 3 autonomous regions to generally supervise through the Department of Interior and Local Government (DILG) in each province.
- Has three branches: Executive Branch (President, Vice President, Secretaries of different National Agencies), Legislative Branch (Senate and the House of the Representatives) and Judicial Branch (Supreme Court, *Sandiggang Bayan*, Court of Appeals);
- Headed by the President; the Chief Executive of the country.

Provincial Government

- Each region or city is composed of provinces; Aklan is one of the six provinces of Region VI.
- Each province is administered by an elected governor. The governor oversees various local government entities;
- Represented by a Congressman in the House of the Representatives or commonly known as The Congress;
- Each province is composed of several municipalities. The Province of Aklan, for instance, has 17 Municipalities including the Municipality of Malay.
- A local government unit, also called Provincial Local Government Unit (Provincial – LGU)

Municipal Government

- Administered by the Mayor, the Chief Executive of the Municipality
- Each municipality is composed of several Barangays. The municipality of Malay has 17 barangays, including the three barangays in Boracay Island.
- A local government unit, also called Municipal Local Government Unit (Municipal – LGU) or LGU and the name of the municipality (e.g. LGU-Malay referring to the Municipal LGU of the Municipality of Malay).

Barangay Council

- Headed by the Barangay Captain together with the Barangay Councilours, Barangay Police
- The smallest political unit in the Philippines.
- Also referred as Barangay Local Government Unit
- The most in touch with the local people.

Appendix 7

List of Acronyms

BBMP	Boracay Beach Management Plan
BCCI	Boracay Chamber of Commerce and Industry
BDC	Barangay Development Council
BDP	Barangay Development Plan
BEMP	Boracay Environmental Master Plan
BFAR	Bureau of Fisheries and Aquatic Resources
BFARMC	Barangay Fisheries and Aquatic Resource Council
BFI	Boracay Foundation Incorporated
BICDP	Boracay Island Comprehensive Development Plan
BITZA	Boracay Island Tourist Zone Association
BIMDP	Bracay Island Master Development Plan
BNS	Barangay Nutrition Scholar
CLUP	Comprehensive Land Use Plan
DSWD	Department of Social Welfare
DENR	Department of Environment and Natural Resources
DILG	Department of Interior and Local Government
DOT	Department of Tourism
EPG	Eminent Person Group
IEC	Information and Educational Campaign
LGU	Local Government Unit
MAO	Municipal Agriculture Office
MFARMC	Municipal Fisheries and Aquatic Resource Council
MCRMP	Municipal Coastal Resource Management Plan
MDC	Municipal Development Council
MFO	Municipal Fisheries Office
MPDC	Municipal Planning and Development Coordinator
MMCDP	Municipality of Malay's Comprehensive Development Plan
MTO	Municipal Tourism Office
MZO	Municipal Zoning Office/r
NEDA	National Economic and Development Agency
PTA	Philippine Tourism Agency
SB	Sangguniang Bayan (or Municipal Councillor)
UBIBA	United Boracay Island Business Association

Appendix 8

Invitation Letter, Consent Form and Prepared Semi-Structured Interview Guide Used in the Research

Environment, Society and Design Division

Department of Environmental Management
Christchurch, Canterbury, New Zealand

June 02, 2010

_____
_____
_____
_____

Dear _____,

Mabuhay!

I am studying for my Master in Applied Science degree at Lincoln University in New Zealand. As part of the requirements for my degree, I am undertaking some research for my thesis that explores the effectiveness of Integrated Coastal Management (ICM) approaches to guide the sustainable development of coastal zones that are under pressure from tourism. The Island of Boracay is appropriate for this study because it is the top tourist destination of the country and a significant contributor to the Philippines economy.

This research is funded by the New Zealand Agency for International Development (NZAID) as part of my scholarship.

In conducting this research the result will shed light on the usefulness of formal approaches for ICM in developing countries. This research can reveal possible approaches to other developing touristic islands in the Philippines for sustainable coastal tourism. It may also aid the coastal resource management process in Boracay by focusing on the ICM planning and implementation strategy to ensure sustainable development of tourism and coastal resources.

This research will be available as an unpublished thesis at Lincoln University and there is also a possibility that the research will be published in scientific or academic journals. It is also possible that the findings of this research will be utilized for better coastal resource management in the Philippines.

Given your expertise in this field, I would like to invite you to participate in my research. As a respondent you will be interviewed for not more than an hour. If there are matters that arise from my other data collection where your views will be significant, I hope that I can contact you to organize a follow-up interview which will not exceed half an hour in length.

The interview will revolve around the topics about your participation, and your professional and personal opinions towards Boracay's development, and the application of Boracay Island Master Development Plan (BIMDP) and ICM initiatives in the Island. The interview will be recorded using a

digital voice recorder. If you are not comfortable with this method, please advise the researcher and notes will be taken instead.

If you are willing to participate, I ask that you sign and return the attached consent form that indicates your willingness to participate in the study by giving it directly to the researcher, or by using the enclosed self-addressed stamped envelope, or by e-mailing a copy to the researcher not later than a week after you received this letter. Please be assured that your responses will be held in the strictest confidence. Pseudonyms will be given to names of each respondent as well as the name of the organization (unless otherwise specified by the respondent or group members) to maintain anonymity. No identifying information will be used if the results of this study are to be written for publication, for oral presentation or for any general discussion. Transcriptions of interviews and analysis of field notes will be undertaken solely by the researcher. If you wish to have a copy and to check the accuracy of your interview transcription, please advise me during the interview.

During the research, data will be kept in the researcher's safe filing cabinet and personal computer with an anti-hacking device. All data obtained from this study will be stored in a secure facility at Lincoln University, Department of Environmental Management, for a minimum period of six years after the research has been completed. The data will then be destroyed using the University's secure destruction service.

Your participation in this study is voluntary. You may also withdraw your participation and the information you have provided for the study by contacting me prior to July 19, 2010 by phone, mail, or email.

Contact details:	Address:	Department of Environmental Management PO Box No. 84 Lincoln University Lincoln, Christchurch New Zealand 7647
	E-mail:	Thesa.Rowan@lincolnuni.ac.nz
	Mobile Number:	+639089689606

This study has been reviewed and approved by the Lincoln University Human Ethics Committee (LUHEC).If you have any questions or concerns regarding this study please contact the Researcher or the Supervisors.

I hope that you will be able to participate. It will be an honour for me to work with you in this research.

Thank you very much.

Respectfully,

THESA SARACANLAO ROWAN
Master in Applied Science (candidate)

Supervisors:

HAMISH RENNIE, PhD
Supervisor
Email: Hamish.Rennie@lincoln.ac.nz

EMMA STEWART, PhD
Associate Supervisor
Email: Emma.Stewart@lincoln.ac.nz

Consent Form

Research Title: Revisiting Boracay Island, the Philippines: An Integrated Resource Management Perspective

I confirm that I am of legal age (above 18 years old) at present and I have read and understood the description of the above-named project. On this basis I agree to participate as a respondent in the research. I give my consent for the interview to be recorded by (__) a digital voice recorder or (__) manual note (please tick one) and I agree to be contacted for a follow-up interview if needed. I also consent to the publication of results with my understanding that my anonymity will be preserved. I understand also that I may, at any time, withdraw my participation from the research, including the withdrawal of any information I have provided prior to July 19, 2010 by directly contacting the researcher at the given contact details.

Name: _____

Signed: _____ Date: _____

Environment, Society and Design Division

Department of Environmental Management
Christchurch, Canterbury, New Zealand

Guide Questions for Key Informant Interview

Questions for Government and NGO Representatives

Warm-up Questions – Getting to know the Informant

1. Are you of legal age (more than 18 years old)?
2. How long have you been here in Boracay?
3. How did you end-up working in your organization?
4. What is your role in your organisation?

General Information about the Organization

1. How long has your organization been in Boracay?
2. What is the general structure of your organization?
3. What are the vision, mission, goals, and objectives (VMGO) of your organization?
4. Where and how does Boracay fit in the VMGO of your organization?
5. What are the roles and goals of your organization towards the development of Boracay?
6. How do these goals fit in BIMDP?
7. What is your mandate in your organization and how relevant is your role to Boracay's development?

Strategies of the Organization to fulfil its Role for Boracay's Development

1. What are the group's resources to implement strategies/activities?
2. What kind of collaboration does your organization have with government, NGOs, and other stakeholders?
3. What could account for this collaborative engagement?
4. What are the challenges faced for collaboration?
5. How are these challenges been overcome?

Plan, Program, Project (PPP), and Activities Implemented

1. What are the PPPs and/or activities of your organization to fulfil its role in developing Boracay Island?

2. How do these PPPs and/or activities conform to or fit with National to Local Agenda and PPPs for tourism and coastal management?
3. What are the goals and objectives of the PPPs and/or activities of your organization?
4. How do these goals and objectives fit with BIMDP's goals and objectives?
5. What are the processes undertaken to implement the PPPs and/or activities?
6. Who are the participants in making decisions towards Boracay's development?
7. What is the extent of public participation towards decision-making for the approval of PPPs and/or activities?
8. What are the challenges during the process of PPPs and/or activities approval and how are these challenges dealt with?
9. What are the risks at stake if these PPPs and/or activities are to be implemented?
10. How does your organization mitigate the impacts of the foreseen risks?
11. What is the extent of accountability of your organization and the approving authority when the PPPs and/or activities are implemented?
12. How are these PPPs and/or activities being implemented in the Island and how do the general public and stakeholders reacted to the implementation?
13. What are the challenges faced during the implementation of PPPs and/or activities and how are these challenges being managed?
14. How do PPPs and/or activities affect your organization, the stakeholders and the coastal resource management in the Island?
15. Have these PPPs and/or activities reached their target outcomes?
16. What is the extent of its goals and objects have been reached?
17. What are strategies used to attain this level of achievement?
18. How are the outcomes of PPPs and/or activities being monitored and evaluated?
19. How are the results of evaluation being disseminated to the general public and stakeholders?
20. How are the results of the evaluation being utilized for the development of Boracay Island and the management of the Island's coastal resources?

Summing-up Questions on BIMDP and ICM

1. What is your view about the effectiveness of BIMDP to control the development in Boracay?
2. In your opinion, does BIMDP serves as a good tool for ICM?

3. How do you perceive the effects of the current coastal resource management in Boracay to the local economy, environment and society?
4. Do you believe that ICM (failed/ succeed) in Boracay, and why?

Guide Questions for Key Informant Interview

Questions for Establishment Owners, Managers, Employee, or Vendors

Warm-up Questions – Getting to know the Informant

1. Are you of legal age (more than 18 years old)?
2. How long have you been here in Boracay?
3. How did you end-up in this line of work?

General Questions about the establishment

1. How long has your establishment been set-up in Boracay?
2. What are the services of your establishment?
3. How do these services affect Boracay's development?

Establishment Participation towards Boracay's Development

- *Decision-making*

1. How does your establishment participate in the decision-making for Boracay's development?
2. Has your participation been voluntary, encouraged by the Government, or required by the Government?
3. What is the extent of your participation (planning → implementation → evaluation)?

- *Establishment Activities*

1. What activities or strategies does your establishment practice towards Boracay's development?
2. Are these activities or strategies only practiced by your establishment? Do you have collaboration with other establishment?
3. How do these activities and/or strategies fit with BIMDP?
4. Are these activities or strategies part of Government and/or NGOs' projects/programs?
   If yes, then what are these projects/programs? How does the Government and/or NGOs give support to the implementation?
   If no, how do you implement these activities/ strategies? Where do you get support (financial/technical) to properly implement these activities/strategies?
5. What are the probable risks entailed by these activities/strategies? How are these risks being mitigated?
6. Do these activities practice ICM principles? If yes, in what way? If not, why not?

Plan, Programs, or Projects (PPPs) Implemented by the establishment

1. What are the projects and/or programs of Government and/or NGOs that are implemented in your establishment?
2. How do these PPPs affected your establishment?
3. How do you ensure that the objectives of these projects and/or programs are reached?
4. What are the challenges faced on the implementation of these projects/programs?
5. How does the Government or NGOs help your establishment for the implementation?
6. How much of the project/program objectives have been satisfied by your establishment?
7. How does the Government and/or NGOs monitor and evaluate the implementation and effects of these projects/programs?
8. How are the results of monitoring and evaluation being disseminated to you and the general public?
9. How do the evaluation results affect your establishment?

Summing-up Questions on BIMDP and ICM

1. How do you feel about the extent of your participation towards Boracay's development?
2. What is your opinion on the PPPs (that are under BIMDP) implemented by the Government and NGOs towards Boracay's development? Are they effective in controlling Boracay's development? Do they make Boracay's coastal resources sustainable? If yes, what factors aid in its effectiveness? If no, what are the factors that hinder its success?
3. Do you believe the ICM plan of Boracay is effective? If yes, what factors aid in its effectiveness? If no, what are the factors that hinder its success?
4. What is your general opinion on the status of Boracay's development?
5. What is your view on the effects of these developments to Boracay's economy, environment, and society?