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Tourism Planning at the Local Level:
A Case Study of Lundu-Sematan, Sarawak, Malaysia.

A thesis
submitted in partial fulfilment
of the requirements for the Degree of
Master of Parks, Recreation and Tourism Management
at
Lincoln University, New Zealand

By

Nazaruddin Haji Hamit

Lincoln University
2003
In Loving Memory of

May Your Soul Be At Peace With The Al-Mighty.
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# Acronyms and Abbreviations

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<th>Full Form</th>
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<tr>
<td>DDC</td>
<td>District Development Committee</td>
</tr>
<tr>
<td>DO</td>
<td>District Office</td>
</tr>
<tr>
<td>DO</td>
<td>District Officer</td>
</tr>
<tr>
<td>EPU</td>
<td>Economic Planning Unit</td>
</tr>
<tr>
<td>FELCRA</td>
<td>Federal Land Custody and Rehabilitation Authority</td>
</tr>
<tr>
<td>FELDA</td>
<td>Federal Land Development Authority</td>
</tr>
<tr>
<td>IAPG</td>
<td>Inter-Agency Planning Group</td>
</tr>
<tr>
<td>ICU</td>
<td>Implementation and Coordination Unit</td>
</tr>
<tr>
<td>JKKK</td>
<td>Jawatankuasa Kemajuan dan Keselamatan Kampung (Village Development and Security Committee)</td>
</tr>
<tr>
<td>KPLB</td>
<td>Kementerian Pembangunan Luar Bandar (Ministry of Rural Development)</td>
</tr>
<tr>
<td>LKIM</td>
<td>Lembaga Kemajuan Ikan Malaysia (Fisheries Development Authority Malaysia)</td>
</tr>
<tr>
<td>MAMPU</td>
<td>Administration and Modernization Unit</td>
</tr>
<tr>
<td>MDPS</td>
<td>Malaysian Development Planning System</td>
</tr>
<tr>
<td>MOCAT</td>
<td>Ministry of Culture, Arts and Tourism (Malaysia)</td>
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<tr>
<td>MOT</td>
<td>Ministry of Tourism (Sarawak)</td>
</tr>
<tr>
<td>MTR</td>
<td>Mid-term review</td>
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<tr>
<td>NDPC</td>
<td>National Development Planning Committee</td>
</tr>
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<td>NPC</td>
<td>National Planning Council</td>
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<tr>
<td>OPP</td>
<td>Outline Perspective Plan</td>
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<td>PATA</td>
<td>Pacific Area Travel Association</td>
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<tr>
<td>Acronym</td>
<td>Full Form</td>
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<tr>
<td>PSD</td>
<td>Public Services Department</td>
</tr>
<tr>
<td>RDAs</td>
<td>Regional Development Authorities</td>
</tr>
<tr>
<td>SALCRA</td>
<td>Sarawak Land Custody and Rehabilitation Authority</td>
</tr>
<tr>
<td>SAO</td>
<td>Sarawak Administrative Officer</td>
</tr>
<tr>
<td>SDO</td>
<td>State Development Office</td>
</tr>
<tr>
<td>SEDC</td>
<td>Sarawak Economic Development Corporation</td>
</tr>
<tr>
<td>SEDCs</td>
<td>State Economic Development Corporations</td>
</tr>
<tr>
<td>SEPU</td>
<td>State Economic Planning Units</td>
</tr>
<tr>
<td>SESCO</td>
<td>Sarawak Electricity Supply Corporation</td>
</tr>
<tr>
<td>SPU</td>
<td>State Planning Unit</td>
</tr>
<tr>
<td>STF</td>
<td>Sarawak Tourism Federation</td>
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<td>STGA</td>
<td>Sarawak Tourist Guide Association</td>
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<tr>
<td>STMP</td>
<td>Second Tourism Masterplan (Sarawak)</td>
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<td>VIDP</td>
<td>Village Integrated Development Project</td>
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Abstract

Abstract of a thesis submitted in partial fulfilment of the requirements for the Degree of Master of Parks, Recreation and Tourism Management (M.P.R. & T.M).

Tourism Planning at the Local Level:
A Case Study of Lundu-Sematan, Sarawak, Malaysia.

By N.H. Hamit

Many of the studies in tourism planning have given much emphasis on the economic imperatives to encompassing a broader perspective that includes social and environmental factors. Thus, governments of various developing countries have taken up tourism as a panacea for economic development and diversification of the national economy. More often, tourism plans are formulated and developed at the National or Federal, and State level as a move towards an orderly development for the various sectors within the country. By and large, these plans are farmed out to foreign consultants as the main expert, with some input from their local counterparts.

Seemingly, as some authors (Getz, 1986; Fayos-Sola, 1996, WTO, 1994) have articulated, these plans are often hardly implemented. Planning remains a paper exercise at the Federal or State level, while implementation at the Local level is not given adequate attention. In this regard, the purpose of this study is to use a qualitative approach to explore the post formulation stage of a tourism masterplan and to investigate the barriers and impediments to tourism development at the local level.
Information was gathered through a triangulation of methods: document research, key-informant interviews and informal participant observation.

Analysis of the interview data indicates some issues and challenges that possibly will hinder or impinge on tourism development at the local level. These issues and challenges were categorised into three major themes: Infrastructure, Tourism Institutional Framework and The Community. These research findings suggest that there are various elements that may possibly inhibit the development of tourism at the local level unless remedial actions are taken soon. Hence, it is the responsibility of the government at the various levels to address these issues before tourism can effectively contribute to the overall development of the community at the local level.

Keywords: Tourism Planning, Barriers and Impediments, Infrastructure, Tourism Institutional Framework, the Community, Lundu-Sematan.
Acknowledgement

In the name of the Almighty Allah S.W.T, the Most Gracious and Most Merciful.

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To my parents and family members, thank you for your prayers, love and support. To my beloved mom and eldest sister, I have done it. This is for you. Though you’re gone, never will you be forgotten. I miss you dearly. Above all, I thank you God for giving me Your Blessings, the strength and the perseverance during “those moments” in completing my study.
Chapter 1
Introduction

1.1 Introduction

"The trend in tourism planning has been to use comprehensive, flexible, community driven and systematic planning approaches. These approaches seek to sustain tourism as an agent for socio-cultural and economic development. Contemporary planning approaches were developed by taking into account the socio-economic, political and human resources conditions in developed rather than in developing countries. Therefore, these planning approaches may not be transferable to and implementable in developing countries without considerable adaptations" (Tosun and Jenkins, 1998, p. 101).

Tourism has often been professed as a remedy for declining economies globally, because of its imperative economic benefits for host countries and their communities. Nonetheless, there is also mounting concern that the effects of tourism can be negative and catastrophic (Johnson and Thomas, 1992; Laws, 1995) and several authors have recorded an extensive multidisciplinary literature on this paradox of tourism (Pearce, Moscardo and Ross, 1996). There are escalating criticisms of the industry for the negative economic, environmental and socio-cultural impacts evident in host destinations. Although these criticisms are varied in their focus, many have been largely attributed to the development of tourism as an unplanned activity (Gunn, 1994; Hall, 2000; Inskeep, 1991; Mathieson and Wall, 1982; Pearce, 1989).

These criticisms have built an awareness of the negative outcome of either no, or shortsighted development planning approaches, as well as developing a more comprehensive planning approach that takes into consideration the many factors that influence tourism development. Contemporary planning approaches such as
sustainable development, system approaches, integrated planning, community-based
tourism, comprehensive planning, and a continuous and flexible approach seek to
sustain tourism as a vehicle for socio-cultural and economic development (Tosun and
Jenkins, 1998).

1.2 Tourism: Policy, Planning and Implementation

There is a strong linkage between policies, planning and implementation strategies
(Jenkins, 1994, p. 3). In many developing countries, the formulation of policies and
plans for the tourism sector have usually been undertaken by foreign consultants;
implementation has almost been neglected with the host government being expected,
in most cases, to undertake this for itself. Perhaps this is one of the fundamental
weaknesses of tourism development where much emphasis has been placed on the
technical coherence of the plans, with less attention given to implementation (ibid).

The “tension” which tourism carries is the requirement that government be obliged to
act on behalf of host communities and future generations to capitalize on the benefits
of tourism, while minimising or eradicating tourism’s negative impacts. The creation
of policies and implementation plans are vital to governments’ involvement in tourism
development. By developing tourism policies, plans and strategies, they articulate
goals and objectives for the future. They consider the modifications that are
necessary to change from the present situation to the desired future state of tourism.
Policies and plans therefore, provide a bridge between the current realities of tourism
and the future and require cooperation of government agencies at the local,
regional/state and national levels.
Numerous authors have attempted to define tourism policy. Mill and Morrison (1992, p. 311) suggested that a tourism policy provides “a set of guidelines to determine which specific objectives and actions should be pursued to meet the needs of the particular destination areas under consideration”. Tourism policies specify a set of objectives that the destination will pursue and the programmes or strategies that will be used to achieve these objectives. The objectives typically fall into several broad categories: economic, socio-cultural, environmental, consumer protection and service, and industry competitiveness.

Fayos-Sola (1996) argued that, between 1945 and 1980, most tourism policies emphasised economic objectives: increasing employment, foreign exchange earnings, and income; and improving the balance of payments and regional economic development. In pursuing these policies, most countries focused almost exclusively on communications, especially promotion. During the 1980s and 1990s, tourism policies have become more comprehensive in response to new market realities, such as a greater concern for the social-cultural well-being of host communities, which are not ameliorated by market forces. Government agencies therefore have become more focused on issues that are not accounted for by market forces and require government programmes, legislation and/or regulations to achieve socially desirable conditions, instead of just being involved in developing and improving physical products.

Government agencies are usually the catalyst for tourism planning. While most planning exercises result in the production of a written plan or strategy, the planning process itself can be of great value in generating involvement and input from all parties interested in tourism, including the host community's residents. Getz (1986)
reviewed more than 150 tourism-planning models, and found that many past tourism plans had failed to be implemented fully. Like Fayos-Sola (1996), he argued that many plans almost exclusively emphasised economic growth through tourism: they were based on inadequate input from residents and showed little concern for the hosts.

For several decades, developing nations have sought and attracted technical assistance from overseas consultants to prepare tourism 'master plans' or tourism 'development programmes' typically under the auspices of international, national or state agencies (King, McVey & Simmons, 2000). Despite the fact that governments continue to participate actively in such processes, sceptics have criticised several elements of the development and implementation of such tourism plans. The following major criticisms have been identified: a lack of consultation between local communities and consultants during the planning process; an inadequate commitment to implementation; and a failure to achieve national self-reliance because of an excessive dependence on overseas expertise (Douglas, 1996, 1997).

Pearce (1992, cited in Pearce, 2000) observed the continuing importance of tourism planning in developing countries despite critiques. Drawing on the works of various authors (Lawson & Baud-Bovy, 1977; Murphy, 1985; Getz, 1986; Pearce, 1985, 1995; Gunn, 1994, 1997) he noticed a tendency on the development of a tourism master plan but lacks implementation therewith. Like Choy (1991), he affirms that there is neither scant evidence that these plans are ever fully implemented nor how it is being conducted.

Tourism planning is now recognised as a fundamental component of the development
and management of tourism in any location, and Sarawak is no exception. Tourism planning is an emerging specialization, particularly in developing countries, and in many cases undertaken by planners who have little explicit knowledge or understanding of the nature of tourism as a dynamic business activity with its own peculiarities (Smith, 2000).

As with any form of development, a primary concern for tourism will be economic benefits for individual enterprises, related communities and the country as a whole. Tourism development does generate wealth, and in areas of unemployment creates jobs. There is also considerable potential for community development, the conservation of historic and natural sites and cultural practices. Tourism may, however, be responsible for extensive social and environmental damage, and economic gains are not always assured.

Weaknesses of planning in practice relate to insufficient data (which is a major and common problem in developing countries), unforeseen future change in the developmental context, poorly defined planning scope, inadequate coordination and insufficient resources for planning (such as finance, expertise and time) (Smith, 2000).

Despite these problems, real benefits have been achieved with tourism development that has arisen from effective tourism planning. These are nevertheless not perfect. The complexity of tourism development and the diversity of the vested interests of the stakeholders involved ensure that not all will agree that desirable development objectives have been adequately achieved. Tourism planning should result in
sustainable tourism development that satisfactorily fulfils most objectives to a high
degree and does not disadvantage communities or degrade resources. In short,
tourism planning seeks to enable tourism development, especially at the local level.

1.3 Rationale for the Research and Focus of Study

The preceding introduction to the tourism policy, planning and implementation
dilemma indicates that more than ever the implementation stage of any tourism
development warrants further research and investigations, especially within the realm
of developing countries. As King, McVey and Simmons (2000, p. 413) argued a key
criticism of tourism planning has been the tendency of documents to remain as “paper
exercises”, and to “sit on government shelves collecting dust”. There has been a lack
of attention to institutional strengthening, and implementation has been a limitation of
traditional planning processes.

Likewise, Pearce (2000) reiterated the need to re-examine or reassess a tourism
masterplan, which span more than 5 years because of “…the exogenous changes and
additional information” Lawson and Baud Bovy (1977, p. 143 cited in Pearce, 2000)
and “…where the nature and impact of all relevant factors cannot be predicted at the
outset with ease or complete accuracy.” A similar emphasis on plan implementation
was pointed by the World Tourism Organization (WTO, 1994, p. 16) to ensure that
policy objectives are accomplished whilst problems can be mitigated and acted upon
as soon as it is realised.

This research takes the position that in order to develop an effective tourist
destination, all stakeholders at the local level have a responsibility to deal proactively
with destination planning and development management. The Sarawak Second Tourism Masterplan (1993), for example, provides a vehicle for the incorporation of tourism policy into local level planning in order to build a framework for planning and management. However, there is a need to revisit the masterplan and perform an audit of what has been achieved thus far and what is yet to be accomplished. This is particularly the case with medium to long-term plans (of 10-20 years) where the nature and impact of all relevant factors cannot be predicted at the outset with ease or complete accuracy.

1.4 The Case Study Area

Lundu-Sematan District was chosen as the case study area because it was one of the seven key development areas identified in the Second Sarawak Tourism Masterplan. The district is one of three that make up the administrative division of Kuching. It is an important tourist destination because of its proximity to Kuching, the hub of the State's commercial and recreational growth and is the gateway city to Sarawak. Also because of the positive buoyant economy the State is experiencing and a growing middle class population with associated leisure time, the case study area is set to become an important alternative tourism and recreational destination for the urban dwellers that seek to escape the hustle and bustle of city life. Therefore, it was judged appropriate to examine tourism planning and development achievements at the local level since the inception of the State tourism masterplan in 1993. The characteristics and features of Lundu-Sematan will be discussed later in the thesis.
1.5 Research Aims and Objectives

The purpose of this study is to investigate the barriers and impediments to tourism development within a key tourism development area in Sarawak, and make recommendations to facilitate future planning implementation. The main objectives of this research are:

1. To describe the progress (and processes) made to develop the case study area as a key "site" for tourism development.
2. To identify current impediments and opportunities for tourism development at the local level.
3. To examine the responsibilities and roles of State and Local Government, and the private sector in tourism plan implementation in Sarawak.
4. To review the current management and communication structures that influence local level tourism development.
5. To make recommendations to overcome impediments to future local tourism development.

1.6 Significance of the Study

This study is an exploratory study and to the best of the researcher's knowledge, this is the first of its kind conducted within Sarawak. It is hoped that the results and discussion sections of this study will assist decision makers in creating a more effective environment for tourism planning and development especially to the implementation stage of any development plan. This descriptive study generated
primary and secondary information that could assist scholars and researchers interested in exploring and understanding tourism planning.

While far from being conclusive, this case study may provide insights into the dynamics of the various stakeholders at the local level in tourism planning and development.

1.7 Thesis Outline

This thesis is divided into six chapters and includes an attached bibliography and accompanying appendices. Chapter One is the introductory chapter. Chapter Two is the first of the two-literature reviews supporting the research and thesis. The literature reviewed covers the theoretical perspectives of tourism planning and development within the context of developing countries. Chapter Three introduces readers to tourism development in the Malaysian state of Sarawak and the case study area of Lundu-Sematan. Chapter Four outlines the research design employed in this study. Chapter Five will present the discussions of the results and findings of the study. Chapter Six presents the conclusion and recommendations.
Chapter 2
Tourism Planning at the Local Level: An Overview

2.1 Introduction

The objective of this chapter is to discuss tourism development within the context of
developing countries. The chapter begins with a discussion of the reasons behind the
adoption of tourism as a development tool in most developing countries. It then
describes the paradox of tourism development and discusses “market failures” that
arise within tourism development. Subsequently, the need for planning to mitigate
these outcomes is discussed. The reasons for tourism planning and the various
approaches to it are included. The chapter concludes with a discussion of planning at
the community, at the local level.

2.2 Tourism and Development

Tourism is a major force in global trade. It plays a vital role in the social, cultural and
economic development of most nations, and has the potential both to preserve heritage
and to destroy it. Despite the importance of the industry, it often lacks intellectual
credibility because of its youthfulness (Tribe, 1997). There has been an array of
perspectives by which research is carried out in the field of tourism. These include,
amongst others, tourism viewed as human experience, social behaviour, geographic
phenomenon, resource, business, an industry and an intellectual debate. Each of these
perspectives is equally legitimate and important. Each represents a different set of
questions and issues of relevance to different individuals or groups involved in
tourism. While any discussion, of which perspective is right, or best, would be
misconceived, there is still substantial intellectual debate among analysts interested in
tourism. This debate reflects fundamental differences in assumptions and value judgements made about tourism.

Jafari (1989) summarises these debates as a series of changing or evolving platforms from which authors, commentators and policy analysts write. The appearance of each new platform does not suggest the disappearance of the previous perspectives, as it is still possible today to find supporters of all four platforms (Weaver & Oppermann, 2000). The earliest platform is that of advocacy, with concern for maximising the economic benefits of tourism. It also emphasise the potential of tourism to preserve natural and cultural heritage, and to promote international understanding and is shared both by businesses that profit from tourism as well as governments that are seeking tax revenues, economic diversification, foreign exchange and job creation.

Over time, groups who did not share in the economic benefits of tourism began to describe tourism as a blight rather than a blessing. Jafari labels this perspective as the cautionary platform. The cautionary platform emphasises negative social and environmental impacts of tourism and downplays its economic benefits. The advocacy and cautionary platforms represent polar views on the nature of tourism, yet they share a concern with assessing the impacts of tourism. The third platform to emerge, adaptancy platform, attempted to find a compromise between the extremes of the two earlier platforms, by acknowledging that tourism may create problems in some circumstances, but asserting that appropriate forms of tourism development are possible. ‘Appropriate’ tourism development balances the demands of tourists, the needs and values of host communities, environmental constraints, and the goals of
business. This platform has given rise to terms such as alternative tourism, ecotourism, sustainable tourism, green tourism and community based tourism.

The most recent platform attempts to understand the perspectives, assumptions and values of the two extreme platforms (advocacy and cautionary) as well as the compromise platform (adaptancy). This platform is the 'knowledge-based' or 'scientific' platform. This perspective asserts that a more comprehensive understanding of tourism is both possible and necessary. While the advocacy and cautionary platforms focus on impacts, and adaptancy focuses on development, the scientific platform focuses on the systematic study of tourism. This study is necessarily interdisciplinary and recognises the legitimacy of the perspectives identified previously.

2.2.1 Why Tourism?

Tourism, arguably, has grown substantially over the past few decades and is perceived to be one of the largest industries in the world, reported to be worth billions spreading well into the heart of the global economy. The ongoing growth of tourism is associated with technological progress in the areas of transport and communications as well as the more stable and relatively prosperous economic outlook after World War II. This growth of tourism internationally has enticed the governments of developing countries to embrace it as a means to generate revenue and diversify their ailing economies.

Tourism is developed for various reasons. One reason for the adoption of tourism in developing countries is due to its perceived benefits as a tool for development.
Perhaps one of the most compelling reasons for pursuing tourism as a development strategy is its positive contribution to the local and national economy. Most governments promote tourism in order to earn more foreign exchange, to increase national income and employment, and, sometimes, to achieve regional development (De Kadt, 1979, p. 20). Inskeep (1991, p. 15) echoed this view and added that it could be a catalyst for the development of other economic sectors such as agriculture, fisheries, forestry and manufacturing and to help pay for and justify infrastructure that serve general community and economic needs. The inflow of international tourism into developing countries makes it a lucrative source of foreign exchange earnings and has helped in the balance of payment of respective countries as they import capital goods for development elsewhere.

2.2.2 The Paradox of Tourism

Tourism often enjoys a bittersweet relationship with its host communities. On one hand, it has been identified as an economic panacea, generating employment, income and tax revenue and acting as a catalyst for regional development. On the other hand, tourism carries with it the potential to inflict detrimental impacts on host communities and their environment. To date, numerous authors have deliberated on the impacts and issues of tourism development on communities (De Kadt, 1979; Wall, 1982; Hitchcock, King & Parnwell, 1993; McKercher, 1993; Butler & Hinch, 1996; Mowforth & Munt, 1998; Hall & Page, 2000; Harrison, 2001; Sharpley & Telfer, 2002; Singh, Timothy & Dowling, 2003). The magnitude of the impacts, however, varies from one destination to the other depending on the ability of the community to respond to, and mitigate the changes brought about by tourism development in the area. Some theoretical models are thus helpful to planners in their quest to monitor
and analyse tourism development in destination areas, so that remedial actions can be initiated in anticipation of the outcomes.

2.2.3 Destination Area Evolution

The evolution of tourist destination areas is not based solely on a reflection of an area’s innate attractiveness nor a reflection of tourists’ changing taste. In fact, the evolution is a reflection of the dynamism of the two elements, which come into existence, interact and evolve to create the essence of any tourist destination. The idea that destination areas experience the process of birth, growth, maturation and possibly a similar “death” (Weaver & Oppermann, 2000) is embodied in the concept of destination lifecycle (Butler, 1980).

2.2.3.1 Destination Area Life Cycle

Butler’s (1980) destination life cycle model (Figure 1, p. 15) draws upon the product life cycle concept originating from the discipline of marketing to describe the evolution of tourist destination. This concept suggests that the evolution of destination areas follows several predictable stages and has seven distinct stages:

- **Exploration**: Initially, the destination will attract the most adventurous travellers who can tolerate little or no infrastructure. Visitor activity is low and does not affect the lives of the host population. Word-of-mouth helps promote the destination and entice more travellers to come.
Involvement: Because of the increase in visitor numbers due to word-of-mouth, locals begin providing visitor-specific facilities and services. Residents will adjust their social patterns to accommodate visitors. Advertising inducements increase visitor numbers and the public sector begins to develop the necessary infrastructure.

Development: The destination will have a defined tourist market (less adventurous) due to rapid advertising. Fabricated attractions replace natural and cultural ones. There is an increase in the inflow of external capital and control and a decrease in local control and participation.

Consolidation: The local economy will be reliant upon tourism. Marketing activities will be widened to attract new, distant markets and to correct and stretch the tourist season. Visitor numbers will still increase, but at a decreasing and slower rate.

Stagnation: The negative impacts of tourism become apparent and the
destination is no longer fashionable. There is a heavy reliance on repeat visitors and a frequent change in tourism business ownership. Eventually carrying capacity will be reached and visitor numbers peak.

A destination will face the following outcomes at this point in its development:

- **Decline**: The destination has lost its appeal in tandem with the deterioration of tourism infrastructures. Visitor numbers decrease as they seek more fashionable, or less degraded destinations. There is an exodus of external investors.

- **Rejuvenation**: New attractions are developed or new natural resources are used to revitalise and appeal to a new market.

2.2.3.2 *Destination and Visitors' Preferences (Market)*

Another model that has been popular in tourism is the one developed by Plog (1973, cited in Plog, 2001; Figure 2, p. 17). Plog's hypothesis is that the destination areas tend to rise and fall in popularity according to the preferences of those in the predominant psychographics' groups to which they appeal at different stages in their evolution.

A new destination tends to appeal to the *allocentric (venturer)* group who are trendsetters or lead the way in seeking out new, uncrowded and unique destinations.
They constantly desire new experiences, are confident and "... will gladly adapt to the area by eating native foods and using less adequate accommodations ..." (Plog, 2002, p. 246). Their influential character will persuade friends and colleagues to emulate their travel adventures. Soon the near-allocentric (near-venturers) will follow suit upon hearing the intriguing stories, and thus stimulate local communities to develop tourism-related infrastructure and facilities in light of the increase in visitor numbers and their needs. As the destination area becomes well known it loses its appeal to the both the allocentrics and near-allocentrics, who are replaced by the mid-centrics, forming the bulk of visitors to the destination. Destination development accelerates and mass-tourism prevails. Over time, the mid-centrics will then be replaced by the psycho-centrics (dependables) who, like the allocentrics, represent a much smaller proportion of the tourist population. Due to their indecisiveness and low level of anxiousness, dependables prefer to make safe and comfortable decisions, and select a
familiar and overdeveloped destination (Plog, 2002, p. 246). Tourism growth continues unabated and the seeds of destruction which tourism carries appear and may overwhelm the host communities and their environment.

2.2.3.3 Residents’ Attitudes towards Tourism Development

An inherent and apparent feature of tourism development is that it is a major agent of community transformation. Wherever it occurs, tourism development changes society and its surroundings. Development places new values on local resources and new strains on the existing infrastructure. But as development increases and destinations become more popular, residents often pass from a state of euphoria over tourism development to one of antagonism (Doxey, 1975).

The Irridex (Irritation Index), developed by Doxey, illustrated the shift in residents’ attitude parallel to the stages of development in the destination life cycle curve. Consequently, the stages of changes in attitude can be monitored in a continuum consisting of:

- **Euphoria**: corresponds to the early stages of destination development where residents welcome the arrival of tourists with joy and excitement because they could do with the much-needed income. Host-guest relationships are cordial and little planning or control mechanisms are in place.
- **Apathy**: As visitor numbers increase due to intense marketing the host-guest relationship becomes more formal. Still, the influx of tourists is welcome because they are the ‘cash cows’ for the destination.
• **Annoyance:** This corresponds to the consolidation and stagnation stages on the destination life cycle. The point of saturation (visitor numbers) has been reached and residents appear resentful of the industry, as they have to share and compete for the same resources. Planners are more concerned with the provision of infrastructures to accommodate tourists rather than executing control measures to limit visitor growth.

• **Antagonism:** Those who do not benefit directly from the industry no longer welcome visitors, at the very least. Residents resent and blame the tourists for the adversity the community has to deal with. Remedial planning is a major concern at this stage to mitigate the impacts of mass tourism.

### 2.2.3.4 Implication of these models on Destination Development and Planning


The underlying reason for the model’s widespread application lies in its simplicity and intuitive appeal. Its simplicity enables greater accessibility and thus appeals to a
great number of users who can readily understand and apply it. Its appeal makes it easy to comprehend that some kind of life cycle dynamic is evident across some, if not all destinations. According to Weaver & Oppermann (2000, p. 318) the model is also comprehensive and integrated allowing for the simultaneous incorporation of all facets of the tourism experience. The Butler model is generally applicable to various types of destinations or environments and also allows for "...continuous changes in all components of the tourist system: visitor tastes, perceptions of hosting population, and changes to the physical setting" (Simmons & Leiper, 1993, p. 215).

Likewise Plog's model of 'psychographic personality types' reminds us "...that destinations change over time, and that the type of tourists attracted will change, and that the different types of tourists will, by their various sets of behaviours, have differing effects on destinations" (Burns & Holden, 1995, p. 179). In the same way, the Irridex developed by Doxey (1975) shows the "...effects of tourism development on the social relationships between visitors and the visited ... the four stages describe different states of tourism development and the ways in which tourists and local people perceive each other" (Mowforth & Hunt, 1998, p. 276).

What these models suggest is that destination areas are dynamic and they evolve and change with the passage of time. The change is brought about by a variety of factors both internal and external to destination. These include changes in the preferences and needs of visitors, the gradual deterioration and possible replacement of physical resources and facilities, and the change (or even disappearance) of original natural and cultural resources, which were responsible for the initial popularity of the area. In some cases, while these resources remain as attractions, they may be employed for
different purposes, or come to be regarded as insignificant in comparison with imported or manufactured attractions (Butler, 1980).

Perhaps of greatest importance is that these models remind us to recognise that the resources upon which a destination depends and thrives are finite and non-renewable. As a diagnostic device these models highlight the critical elements of the destination’s carrying capacity which, when exceeded, results in a loss of environmental quality - and thereby, visitor satisfaction (Kelly & Nankervis, 2001, p. 53). Planners may possibly use such insights to deliberately slow down, or speed up, the evolutionary process to suit particular objectives. While it seems inevitable that the ultimate consequences in the Butler’s model will be a decline, Cooper (1997, p. 81) pointed out that this decline “... can be prevented with sound planning and management of growth and change so as to achieve sustainable tourism at each stage of the cycle”.

2.2.4 Market Failure: Complexities of Planning for Tourism.

Undoubtedly, an understanding of destination evolution is vital for planning and management of a destination area, but the models outlined above imply a degree of order and predictability in the processes occurring. In reality, the evolution of a destination is frequently subject to forces beyond local control (such as transfer of land and businesses ownership to outsiders who have the financial means and knowledge of the market). Thus, it is essential to note that the way in which market forces interact does not always bring about the perceived positive benefits to the destination area or the development of these as suggested by the models. As Hall (2000, p. 18) mentioned, “the market method of deciding who gets what, and how is
not always adequate”. Additionally, the pecuniary benefits derived from tourism vary across the host community, yet the negative impact will be borne by all.

Failure to recognise these complexities is at the heart of many tourism planning failures or inadequacies. Choy (1991) discussed such failures and commented that the market failure “does not refer to the financial failure of tourism projects, but to situations where market forces do not account for the total costs and/or benefits of an economic activity” (p. 328). He described the circumstances in which market failure can take place (ibid, p.328-329). Firstly, it happens when the market forces are incompetent to protect the collective interest in the consumption of public goods such as parks, highways and public beaches. Secondly, market failure happens when any tourism development project affects individuals who are not directly involved in tourism such as in the case of the right to public access, or the loss of earning a livelihood due to such development. Similarly, it happens when market forces fail to appraise the value of public goods such as open space, social impacts, and the environment. Consequently, the values of these goods are not reflected in the market price. Clearly there is an inherent risk in the assumptions of a free market.

As Hall (2000,p.19) pointed out, the “tragedy of the commons” (Hardin, 1968) happens when individuals or business entities within the market place fail to come to a compromise to protect and enhance the same resources upon which the market is sustained. Everyone feels that his or her action does not jeopardize the common good, and the situation is further aggravated by the motive of short-term profits rather than long-term sustainability. The benefits derived from tourism do not come without a cost, but as Gunn (1988, p. 3) noted, most of the problems associated with the
negative impacts of tourism "can be ameliorated or eliminated through planning". Tourism carries within itself the seeds of its own destruction and pro-active management strategies are therefore essential if this self-destruction is to be avoided (Weaver & Oppermann, 2000, p. 327). As such, there is a need for intervention to mitigate the harmful effects of tourism, which is often the responsibility of the policy makers.

2.3 Tourism and Planning

2.3.1 The Need for Tourism Planning

A demand for tourism planning and government intervention signifies a response to unwanted effects of tourism development, particularly at the local level (Hall, 2000, p. 10). Planning is important in tourism for a variety of reasons. Gunn (1994) suggested five basic reasons for tourism planning (paraphrased):

1. Impacts, both negative and positive, associated with tourism development.
2. Tourism is highly competitive as can be seen through the proliferation of tourism destination promotions.
3. Tourism is a complex and intricate phenomenon.
4. Tourism has damaged many resources (natural and cultural).
5. Tourism affects everyone in a community, and all people involved in tourism should participate in the tourism planning process.

Correspondingly, Williams (1998, p. 129-130) identified six reasons for tourism planning (paraphrased):
1. It provides a mechanism for a structured provision of tourist facilities and associated infrastructure.

2. It permits coordination in view of the fragmented nature of the industry.

3. It allows appropriate intervention for the conservation of resources with the hope of maximising the long-term benefit.

4. It can be a mechanism for the distribution and redistribution of tourism-related investments and economic benefits.

5. The integration of tourism into planning systems gives the industry a political significance for an activity that has not always been taken too seriously as a force for economic and social change.

6. It can be used to anticipate demand patterns and to attempt to match supply to those demands.

2.3.2 Tourism Planning: What? Where? and When?

Getz (1987, p. 4) defined tourism planning as “a process, based on research and evaluation, which seeks to optimise the potential contribution of tourism to human welfare and environmental quality”. Similarly, “it is a process of choosing among alternatives of action that involves an analysis of the future and entails selecting goals, strategies and objectives” (Mills and Morrison, 1998, p. 264). Planning has evolved from its traditional focus on land zoning to include an expanded and broader perspective of environmental and socio-cultural concerns and the need to develop and promote economic development strategies at local, regional and national level (Hall, 2000).
As Hall (1994, p. 34) indicated, “planning for tourism occurs in a number of forms (development, infrastructure, promotion and marketing); structures (different government organisations); and scales (international, national, regional, local and sectoral)”. Ultimately, the goals of tourism planning as envisaged by Gunn (2002, p. 15) include: enhanced visitor satisfaction, improved business and economic success, sustainable resource use, and community and area integration. Likewise, Simmons (2002) stressed, “... tourism planning is not about making more tourism ... but about making better tourism”. The benefits of carrying out planning are wide ranging but there are wide variances in its implementation too (WTO, 1994, p. 3-4).

2.3.3 Approaches to Tourism Planning

There has been a growing realization in recent years that planning for tourism development is necessary, if perceived benefits are to be maximized and problems are to be avoided (Pearce, 1989, p. 244). Various authors are of the view that tourism planning necessitates an integrated systems approach (Inskeep, 1991; WTO, 1994; Pearce, 1995; Mills and Morrison, 1998; Gunn, 1994, 2002). Equally, Getz (1987, p. 34) emphasised a planning approach that should be:

- **"Goal Oriented":** with clear recognition of the role to be played by tourism in achieving broad, societal goals;
- **Democratic:** with full and meaningful citizen input from the community level up,
- **Integrative:** placing tourism planning issues into the mainstream of planning for parks, heritage, conservation, land use and the economy;
• **Systematic:** drawing on research to provide conceptual and predictive support for planners, and drawing on the evaluation of planning efforts to develop theory.

Tourism planning, as previously mentioned, can exist in various forms, structures and scales (Hall, 1994, p. 34); it encompasses various activities and addresses various issues that involve diverse stakeholders (Williams, 1998, p. 131). Clearly, this fragmentation can lead to further ambiguity and thus create an implementation gap—"a divergence between what is intended by a tourism plan and what is actually delivered" (ibid, p. 133). In order for tourism to be planned, there is a need for an understanding of the interrelationship of all the components involved in the supply, demand and existence of tourism (Gunn, 1994, p. 33).

The conceptual framework underlying the formulation of the Second Tourism Masterplan for Sarawak, Malaysia is an example of an innovative multi-scaled and integrated approach to planning for tourism (Pearce, 1995, p. 232-240). This framework (Figure 3., p. 27) has incorporated a comprehensive element, setting it against a multitude of scales, looking to the past and present and projecting future trends along a continuum of time. It also emphasised the interrelationship of these various elements, scales and time frames within a tourism environment that is dynamic.
Foremost, this framework depicted the ‘organic nature’ of what tourism planning should be, and reiterated the need for continuous monitoring and evaluation in tourism plan implementation, which is often lacking in traditional methods of planning for tourism. This ‘proactive nature’ thus permits tourism planners to make necessary modifications and corrections to the implementation of the tourism plan in light of the changes in internal and external factors that may have an impact on the attainment of tourism goals and objectives that were predetermined in the tourism masterplan.

2.4 Tourism at the Local Level

The influence of tourism on a community is significant. Most obviously, tourists bring revenue to destinations. However, how this revenue is attracted and the
numbers of people who reap the benefits vary greatly. This leads to criticism that too much planning for the industry is based solely on isolated economic criteria (Murphy, 1983). Murphy argued that tourism is essentially resource based and by ignoring social and ecological implications, the industry is in danger of undermining its very existence and suggested the development of a mutual symbiotic relationship if all stakeholders were to benefit (ibid).

2.4.1 Community Tourism Planning: An Overview

There have been numerous studies and books written that emphasize the significance of community participation in tourism planning (see for example, Glass, 1979; Murphy, 1983, 1985, 1988; Haywood, 1988; Blank, 1989; Keogh, 1990; Ap, 1992; Brent Ritchie, 1993; Prentice, 1993; Din, 1993, 1997; Getz & Jamal, 1994; Simmons, 1994; Jamal & Getz, 1995; Pearce, Moscardo & Ross, 1996; Harrison & Husbands, 1996; Reed, 1997; Bramwell & Sharman, 1999; Pearce & Moscardo, 1999; Timothy, 1999; Dahles & Bras, 1999; Bramwell & Lane, 2000; Tosun, 2000; Mitchel & Reid, 2000; Brown & Hall; 2000; Scheyvens, 2002; Sharpley & Tefler, 2002; Singh, Timothy & Dowling, 2003).

The rationale for incorporating greater resident input into tourism planning is because it is "... seen increasingly as an essential ingredient of the tourism product" (Simmons, 1996, p. 1). It is often at the local level that the activities and impacts from tourism are manifested most strongly. In these studies, there have been a variety of mechanisms suggested for accomplishing community participation. The "intention of facilitating judicious use of common endowments for the benefit and perpetuation
of community values and for the health and well-being” (Boyd & Singh, 2003, p.19) seems admirable but “… putting these mechanism in place is a daunting task” (ibid).

Additionally, Getz and Jamal (1994, p. 155) noted, “… tourism planning and development as a political process within the numerous stakeholders representing the community, industry and environmental interests can strive for common objectives”. Noting tensions between stakeholders inside and outside the community, Taylor (1995) remained sceptical whether an “insider approach” to community tourism differs from non-community based approaches.

2.4.2 The Functioning Tourism System

Gunn (1988) described the structure of tourism in terms of the twin economic concepts of demand and supply (Refer Fig. 3, pg. 30). The importance of his analysis of tourism structure is that it points out that successful tourism development depends on the planning for both of these economic elements. There must be balance in creating and satisfying both demand and supply, or development plans will fail.

2.4.2.1 Demand

Demand in Gunn’s Model refers to the population (market) who may have the ability and interest to travel due to the availability of discretionary resources – time and money. These are some of the elements that constitute the “push factor” that motivate and influence tourists to purchase and choose certain destinations.
Source: Gunn (1988, p. 68)

**Figure 4: The Functioning Tourism System.**
A model of the key functional components that make up the dynamic and interrelated tourism system.
2.4.2.2 Supply

Gunn viewed supply as composed of four components: transportation, attractions, services, and information and promotion. Transportation has to be considered on two levels. First is the linkage between the tourists' place of origin and their destination; the second is the destination area's transportation network.

The attractions of a destination constitute "... the most powerful component of the supply side of tourism. ...[they] provide the major "pull". Attractions provide two major functions. First, they entice, lure and stimulate interest in travel. Second, attractions provide visitor satisfaction" (Gunn, 1994, p. 57-58). Attractions may include natural, man-made, or cultural attractions or events organised at the destination.

Service is another significant experience generating component of tourism. This constitutes the variety of direct and indirect business entities (hotels, motels, food and beverage outlets, retail shops and other services) that cater to the tourists' needs while they are at the destination. Destination areas gain in terms of income/revenue from the purchases made by the tourists. A complete planning process should consider provision of all aspects of physical infrastructure: transportation, water, sewage, energy and communications in this structural component.

The last but not least of the components is information and promotion which Gunn (1994, p. 70-71) suggests apparently is often misunderstood. As Gunn argued, "Many public tourism agencies still confuse information with promotion. Advertising is intended to attract whereas information is description – maps, guidebooks, videos,
magazine articles, tour guide narratives, brochures, and traveller anecdotes" (ibid). It is important to provide tourists with information and promotional materials that can and will bring tourists to the destination and create the experience expectation.

2.4.3 Problems and Issues of Tourism Development at the Local Level

Even though integrated tourism planning and development seems fashionable and community participation has been advocated widely, in reality, there is still little progress. There seem to be "...significant gaps between the concept as described in many plans and what actually appears and is operationalised in specific tourist destinations... and ... it is often not a lack of intent nor a lack of desire to achieve integration, but ... a lack of understanding and information about the nature of tourism which prevents the goal being achieved" (Butler, 1999, p. 68).

Mowforth & Hunt (1998, p. 240) noted, "... the principle of local participation is easier to promote on paper from a distance than it is to put into practice at the local level. A range of difficulties, such as conflicting interests and the existence of local power bases and elites serve to complicate and confound the good intentions of the planners".

Likewise, Butler (1999, p. 68-78) deliberated at length on some of the problems and issues that may have affected tourism development at the local level. He indicated that the integration of tourism development would involve policy issues (priorities, control, scale, stage or timing of development, community harmony or conflict), and its practicality (multiplicity of form, dynamics, benefits and cost). Some of the problems, he highlighted, that could have a profound impact on tourism development
include: lack of equality, lack of desire, lack of appreciation, lack of mechanism, and lack of data and knowledge at the local level.

2.5 Summary

The preceding discussion has delved into tourism as a tool for development. Three relevant theories were described to explain their utility and importance in the evolution of destination areas. Clearly, many deviations have been identified when these theories have been subjected to empirical testing. Nonetheless, they establish different typologies of consumers, tourism providers and regulating authorities interacting through time with a myriad of objectives, and that while the development is compatible with the goals and objectives of some authorities and organizations, it involves major adaptations, impacts and change elsewhere down the hierarchy. In these models, tourism impacts range from positive, constructive to negative and destructive depending on the stage in the growth cycle. Attitudes and perceptions of impact will vary depending on attitudes towards development and economic growth, and what hierarchy and interest group are represented.

For that reason, it can be stated that the evolution of a destination is dependent on the interaction of both the tourists and the destination itself. The Butler model is a good basis to analyse the evolution of destinations, but to conclude that it can be generalised to all destinations would be a naive. Through the studies that were cited there are numerous reasons given for tourist destinations growth and decline through the passage of time often based on unique sets of characteristics. Some, for example, grow exponentially but lack the longevity and decline abruptly, while others
demonstrate innovativeness and ingenuity in adapting to meet the challenges and needs and demands of the consumers and thus evolve into other cycles of their own.

Tourism planning activity, too, is increasingly being tested by the degree to which it enhances opportunity and reduces social, economic and environmental disparities. By accepting tourism as a community industry, by encouraging a participatory approach to tourism planning and introducing techniques in order to formulate community goals and strategies for tourism, it is hoped that the tourism planning agenda can be legitimised. Nevertheless, the path towards achieving and maintaining public participation contains numerous obstacles (Haywood, 1998). Furthermore, there is difficulty in obtaining commitment from various stakeholders at the local level over a long period of time. It is important therefore, that continuity be ensured. This may require that leadership and management for tourism be vested in an individual or group of people who can sustain the necessary effort and this effort and commitment by all must be rewarding and rewarded. Effective tourism planning at the community level must serve to enhance the operating effectiveness of tourism for all parties.

Glass (1979) is probably correct to conclude that there is no participatory technique that emerges as the most desirable in all situations. Rather, the best technique is dependent upon the situation and the objective sought (ibid). Haywood (1988) and Simmons (1994) demonstrated that trade-offs (such as greater representation, equity or efficiency) are inevitable in the methodologies of their research. Simmons (1994) noted that it is difficult to attain the three objectives simultaneously.

The following chapter will provide an overview of tourism development in Sarawak, Malaysia. Lundu-Sematan was chosen as the case study area to explore and examine
the barriers or impediments to planning and development for tourism at the local
level. The chapter will set the context and demonstrate the complexities of
reconciliating development plans between Federal or National level, State and Local
level before concluding with the issues and challenges that might have an impact on
its implementation and the justification for conducting this study.
Chapter 3
Tourism in Lundu-Sematan

3.1 Introduction

The main aim of this chapter is to provide an insight into tourism development in Sarawak and Lundu-Sematan. It begins with an overview of Sarawak, including its geographical background, which is followed by a discussion of National, State and Local systems of Government and the Sarawak Economy. The chapter continues with a discussion of tourism development in Sarawak. The discussion includes the development planning process in Malaysia, the National Tourism Strategy and the Sarawak Tourism Masterplan and concludes with the issues and challenges facing such development.

3.2 Sarawak

3.2.1 Geographical Background

Sarawak is one of the 13 states and two federal territories that make up Malaysia, a country that is located in South East Asia. Sarawak is located on the island of Borneo, is separated from Peninsula Malaysia by the South China Sea, and directly adjoins the State of Sabah to the northeast where the sultanate of Brunei forms a double enclave. Inland, the State borders Kalimantan, Indonesia. In terms of size, Sarawak is the largest State in the Federation of Malaysia with an area of approximately 124,449 sq. km, which accounts for about 37.5 percent of the land area of Malaysia. Given its size, the State has a relatively low population density of approximately two million people.
Until 2002, the State was divided into nine divisions: Kuching being the State Capital, Sri Aman, Miri, Limbang, Sarakei, Sibu, Kapit, Samarahan and Bintulu. Two new divisions, Betong and Mukah were established in 2002, making the total number of divisions in Sarawak eleven. The title of Resident is given to the head of each division or administrative region, which may be further divided into between two and four districts. This is a form of administrative decentralization to enable the District Officer (DO), the head of the civil service administration at the District Level, to make day-to-day decisions. Some districts may be further divided into sub-districts administered by the Sarawak Administrative Officer (SAO). The daily affairs of the Kampungs, or villages, in the sub-districts are under the charge of the Ketua Kampungs or Penghulus (Village Headmen).

3.2.2 System of Government in Sarawak

The system of government adopted by Malaysia since independence is based on the concept of parliamentary constitutional monarchy, with a Federal Government structure. The present Constitution with its parliamentary and cabinet system is based
on the British model and adheres to a three-tier system of government administration, namely, the Central or Federal Government, State Government and Local Government.

Malaysia’s unique system of constitutional monarchy gives each of the nine State Rulers a chance to be King (Yang di Pertuan Agong), or head of state, for five years in rotation. The Government, headed by the Prime Minister and members of his cabinet, is a coalition of elected parties representing different racial groups. The Constitution explicitly defines Executive, Legislative and Judicial authority. This separation of power operates at both the Federal and State levels, reflecting the federalist structure of the Malaysian state. At the federal level, legislative power is vested in a Parliament and consists of two houses – the Senate (Dewan Negara) and the House of Representatives (Dewan Rakyat). The function of the Federal Parliament is to make laws, control government finances, raise Federal revenue and monitor expenditure. The Constitution distributes legislative powers between Federal and State governments.

Unlike the nine states with hereditary rulers with the status of Sultan, a Governor of the State (Tuan Yang Dipertua Negeri) is appointed for Malacca, Penang, Sabah and Sarawak. Each of the thirteen states has its own written Constitution and Assembly, which empowers the Legislative Assemblies to legislate on matters not reserved for the Federal parliament. Members of the State Assembly are directly elected from single member constituencies. The Head of State acts on the advice of the State Government.
The lowest level of government in the hierarchy is the Local Government. There are three types of local authority, namely: city and municipal council for urban areas and the district council for the rural areas. Local Government is dependent on the responsibilities and autonomy accorded in fiscal, functional and administrative matters by Federal and State Governments. The traditional functions have been development control, planning and infrastructure provision. In recent times, these have included a range of responsibilities for service delivery and management of urban services.

3.3 Development Planning

3.3.1 Planning at the Federal and State Level

The approach of preparing a medium to long-term goal serves a twofold purpose of gaining support for national development and acting as a basis for the private sector to respond in a congruent and concerted manner to national aspirations. Malaysia’s Development Planning System (MDPS) is elaborate and it serves as the major policy and planning instrument to ensure the achievement of the Country’s development objectives and strategies of economic growth, and equitable and sustainable development, observed Wan Ibrahim (1994:278). The government undertakes both a direct and indirect role in attaining these goals through a series of public investments via the various State Economic Development Corporations (SEDCs) and Regional Development Authorities (RDAs) and intervenes in certain sectors of the economy in order to correct the deficiencies of market mechanisms.
Figure 6: Stages in the process of National Development Planning

The MDPS is intended to synchronize and direct both the roles of planning and implementation of publicly financed development activities. It involves both vertical and horizontal planning processes and reflects the government’s position in planning and managing development in Malaysia (Figure. 5, p. 40) noted Wan Ibrahim (1994:281).

At the Federal level, the National Planning Council (NPC) is the highest level of decision-making in matters of public policy. The NPC is entrusted with the responsibility of devising and harmonizing the country’s socio-economic development policies (Wan Ibrahim, 1994:283). It is assisted by the National Development Planning Committee (NDPC), a committee of senior government officials, which is responsible for formulating, overseeing the implementation of, and reassessing all development plans as well as making recommendations on the financial allocation for the projects involved.

Central agencies through the Inter-Agency Planning Group (IAPG) carry out planning at the Federal level. The IAPG consists of the EPU, the Public Services Department (PSD), the Implementation and Coordination Unit (ICU), and the Administration and Modernization Unit (MAMPU) under the Prime Minister’s Department, the Treasury and the Central Bank as well as the planning units of the various Federal ministries and agencies. The IAPG is the focal point of the planning process, providing inputs or policy formulation at the NDPC level. All draft plans are discussed by the NDPC before being approved by the cabinet and parliament.

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1 Vertical planning refers to the top down planning process and relationship between the Federal, State and District Levels of Federal Agency (line departments) operating in the state. (Figure. 5, p. 40)
2 Horizontal planning refers to the integration of Local, State and Federal plans and projects at various levels of government, including the Federal, State and District level. (Figure. 5, p. 40)
The EPU serves as the secretariat to the NDPC and its sub-committees. The focus of planning at the national level is on the public sector programme over the five-year development-planning period. The Cabinet, on the recommendation of the NDPC, approves the overall public sector expenditure target and allocations according to the various sectors, ministries and States.

Planning at the State level is the responsibility of the State Economic Planning Units (SEPUs) which formulate development strategies, coordinate the preparation of the State development programmes and submit its plans for Federal Government’s consideration after approval by the respective State Executive Committees. The SEPUs, although directly responsible to the State Government, work closely with Federal agencies, especially with the EPU, in the formulation and implementation of development programmes and projects in their respective states.

There are numerous planning instruments in Malaysia, each with different horizons. These include: The Long-Term Plan, i.e. the Outline Perspective Plan (OPP); The Five-Year Development Plan and The Mid-Term review of the Five-Year Plan, and the Annual Budget, all of which are guided by Vision 2020.  The Outline Perspective Plan sets the broad thrusts and strategies in the development agenda for the country over the long term. It outlines the macro-economic framework and long-term targets through which the vision of society is to be achieved. This is followed by sectoral policies and strategies, which determine directions of programmes for all economic

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3 Vision 2020 lays out the directions for Malaysia to become a fully developed nation in its own mould by the year 2020. It serves as the basis of planning for Malaysia’s future.
and social sectors including infrastructure, industry, social services, energy and agriculture development.

The medium term plan for a five-year period is formulated within the context and framework set by the Outline Prospective Plan. Malaysia adopted a series of Five-Year National Development Plans to serve as instruments for the achievement of the country’s development goals. Each published plan offers a framework for coordination of government expenditures and acts as a principal guide for the country’s development planning and implementation (Wan Ibrahim, 1994: p. 290).

Subsequently, all development plans undergo a review. The Mid-term review (MTR) of the five-year plan is carried out in the middle of the five-year planning cycles. It is a “stock taking” exercise to determine whether the plan is being implemented in accordance with the stated objectives and proceeding on time. It also reviews macro-economic and sectoral policies and strategies and makes modifications if necessary.

3.3.2 Planning at the District Level

3.3.2.1 The Role and Function of the District Office and the District Officer

The District is the locus of governance and the link between the people and the central administration. Through the various lower administrative units and committees, the District Office extends the policies and decision-making machinery of the centre (Federal and State Governments) to the local communities. The District Officer is the chief public administrator in the District. In terms of administration and implementation of development programmes, the District Officer is the most important agent of the government at the local level. His authority and influence is
related to the diverse roles and functions that he has to perform and fulfil. This role requires him to be the chief protocol officer, local “adat” administrator and native court magistrate, counsellor and social worker, arbitrator in community, family and land disputes, and a horde of other miscellaneous functions. In addition, the District Officers are supposed to function as the development administrators in their respective Districts. This role entails them becoming the chief development planner and implementor in their District.

His position as “the man-in-the-middle” is often problematic and becoming more complex, due to his being the executive head of his District on the one hand and a subordinate subjected to the direction and control of his superiors at the State and Federal levels on the other hand. Generally, the District Officer has been exhorted by the Government to be a modernizer in the District. Through the committee system and the existing administrative structure as well as the statutory bodies, he is expected to be a stimulator and initiator of change. In this regard, his roles have become more demanding with the increased specialization and role differentiation associated with the proliferation of government planning and implementation agencies in development at the local level in recent years. With this the scope of his responsibilities has become more extensive, involving the coordination of more development programmes and the development, of more effective communication with the local communities.

In terms of development planning and implementation at the local level, the District

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5 Adat means Traditions (Native or Indigenous)
Officer provides the important function of horizontal coordination, communication, as well as integration between and among the multitude of agencies and departments from the Federal and State levels operating in the District, each having its own programmes, plans, goals, targets and operation schedules.

3.3.2.2 *Top-Down and Bottom-Up Systems of Planning*

The top-down system of development planning (See Fig. 5, pg. 40) illustrates the existing national political-administrative structure that determines development planning, need prioritisation and implementation at the local level. There are various committees at the Federal, State and District level and the District Office receives and conveys information and policy directives from the central bureaucracy to the local level. Simultaneously, all relevant feedback from the grassroots level regarding the needs, problems and demands of the communities are also filtered and conveyed upwards through this hierarchy of status positions and committees to the centre.

In this regard, the District Development Committee (DDC) represents an important link in the National and State system of development planning, implementation and coordination. The District Officer chairs the DDC and members include the heads of all District departments and agencies of the Federal and State Governments, and State Assemblymen. Through this committee, policy decisions and directives from the Federal and State levels are conveyed and operationalized.

While most of the development plans identification and decision-making processes tend to be top-down in nature, there are also established formal and indirect bottom-up channels of communication from the village and community level which represent...
a significant force in ensuring that the bureaucracy recognizes grassroot demands.

These formal and informal channels of communication and input from the bottom-up enable community leaders to express their needs, intentions, frustrations and challenges. These needs may be expressed through formal administrative and communication channels, and ultimately conveyed to the District Development Committee, via the village or community leaders on behalf of the Village Development and Security Committee (JKKK) and the community.

3.3.2.3 Factors affecting Planning at the Local Level

In carrying out the development programmes, Hussain (1991, p. 54) observed that the following obstacles bewilder the District Officer:

1. “Conflicting departmental goals and objectives
2. Lack of coordination between departments in carrying out National Policies
3. Lack of an appropriate and prioritised plan at all levels
4. Lack of government machinery at all levels that can move in an efficient and concerted manner in terms of aims/purpose, ideas and goals and objectives, towards national development”.

In addition, he further noted the apparent weaknesses within the District Administrative machinery. These include (ibid, p. 56):

1. “Lack of understanding of the objective of District administration
2. Inadequate assessment to ascertain the capabilities of the personnel at the lower hierarchy in executing their duties
3. Outdated and inefficient organizational structure
4. Lack of human resources commensurate with the responsibilities
5. Speculation of corrupt practices among staff within the District Office
6. Lack of training to enhance staff competency in executing development duties”.

3.4 Tourism Development in Sarawak

Sarawak’s tourism development is governed by policies at both the Federal and State level. A discussion of tourism development in Sarawak cannot be undertaken outside the context of the overall development plan. The emerging tourism developments in the State are very much guided by the major concepts of tourism development as outlined in the National Tourism Strategy and the Sarawak Tourism Masterplan. In the ensuing discussion, the National Tourism Strategy is presented followed by the Sarawak Tourism Masterplan.

3.4.1 National (Federal) Tourism Strategy

The thrust of the Malaysian government policies on tourism is contained in the Tourism Policy Study completed by Peat Marwick (1992), the Eighth Malaysia Plan (2001 – 2005) and the Mid-Term Review. The main thrust of the Federal Government policy towards the tourism sector is to generate foreign exchange, encourage equitable economic and social development throughout the Country, promote rural enterprises, generate employment, accelerate rural/urban integration and cultural exchange, encourage participation by all ethnic communities, create a favourable image of Malaysia internationally, and foster national unity. Similarly, the
Eighth Malaysia Plan outlined the following strategies to be rigorously pursued: “...emphasizing sustainable tourism development; focusing on a holistic and integrated approach to tourism development; projecting Malaysia as a fascinating destination with year-round carnival atmosphere; engaging in customer-focused product development and promotions, enhancing human resource development; facilitating and increasing accessibility; ensuring the comfort, safety and security of tourists; and forging strategic alliances and enhancing international cooperation” (GOM, 2001, p. 445).

The Federal Government through the Ministry of Culture, Arts and Tourism (MOCAT) has also taken initiatives to prepare a National Ecotourism Plan (1996) which will span a period of ten years (1995-2005) with the following aim:

*It is therefore the objective of the National Ecotourism Plan to assist the Government of Malaysia at Federal and State level in the development of Malaysia’s ecotourism potential. The plan is intended to serve both as an appropriate instrument within the overall sustainable development of Malaysia and the economy as a whole, and as an effective tool for conservation of the natural and cultural heritage of the country* (National Ecotourism Plan Executive Summary, 1996, p.45).

The Federal Government has earmarked Sarawak as one of the six designated primary tourism Development Zones and has also suggested project sites in Loagan Bunut, Maludam, Bario/Kelabit Highlands, Pulau Bruit, Hose Mountains, Proposed Bakun Catchment and Ulu Kakus under the National Ecotourism Plan. Currently the Federal Government is undertaking a study to develop a National Rural Tourism Masterplan.
(with an international foreign agency) and Lundu-Sematan is being considered as one of the areas to be developed under the plan.

3.4.2 Sarawak Tourism Masterplan

The State Government has been instrumental in the development of tourism in Sarawak. Like MOCAT at the Federal level, the establishment of the State Ministry of Tourism (MOT) meant that tourism development has been accorded substantial importance in the development agenda of the State as a whole. Consequently, it is hoped that the Ministry is in a better position than before in terms of funding, planning and coordination of tourism within Sarawak. As in any other developing country, much of the initial physical (infrastructure) development for tourism has been carried out under the auspices of the State through its agencies such as SEDC (Sarawak Economic Development Corporation) and other State and Federal development agencies. Most of the recommendations prescribed in the First Tourism Masterplan have been carried out, such as the building of hotels in Damai, the development of a living Museum i.e. Sarawak Cultural Village and urban beautification programmes in key locations.

A Second State Tourism Masterplan was completed in 1993 to update and replace the State’s previous masterplan. The plan sets out strategic directions, a development concept based on northern, southern and central zones within Sarawak (Figure 7, p. 51). It also elaborates on the implementation of an institutional plan, marketing plan, transport plan and provides a summary plan for seven key development areas. The objective of the Second Tourism Masterplan was “to establish a general framework to
guide the orderly development of the tourism sector for the period 1993-2010”
(Sarawak Tourism Masterplan, 1993, p. EX29).

The State recognized the importance and potential of culture and nature based tourism in Sarawak as reflected in the Second Tourism Masterplan. The plan has identified three major products along the line of “Culture”, “Adventure” and “Nature” (CAN). This is in tandem with the diverse ethnic groups and the abundant and quality natural resources in Sarawak that are still untapped for the tourism industry.

Under the Seventh Malaysia Plan (1996-2000), the State spent RM 86,893,722 on tourism and has allocated the sum of RM 100,000,000 for the Eighth Malaysia Plan (2001-2005) of which RM 30,000,000 has been budgeted specifically for 2002 (GOS, 2002:139). Although there is no conclusive evidence as to the magnitude of the contribution of tourism to the Sarawak economy, MOT aims to increase the contribution of the tourism industry to Sarawak GDP through employment growth, economic diversification, poverty alleviation, regional development and fostering national integration.
Figure 7: Sarawak Tourism Development Concept

Source: Pearce (2001, p. 34)
3.5 Key Areas Development Concept

The Second Sarawak Tourism Masterplan (STMP) strengthened what was previously developed in the first masterplan (within the Southern Tourism Zone) and extended its development strategy to encompass a greater part of the northern region of the State with Miri as the second hub for the development of new tourism products and destinations (Pearce, 2002). The objective of identifying key areas was “to establish a basic framework and staging point for more detailed planning in each of the selected areas so that future tourist developments in these areas are integrated meaningfully with the overall tourism concepts and tourist product development strategies of the State” (Sarawak Tourism Masterplan, 1993, p. KA 1).

Seven key areas with significant tourism potential were identified for tourism development (Figure 8, p. 53). These include Kuching, Lundu-Sematan (the case study area – Figure 8 & 9, p. 55-56), Batang Ai, Miri, Niah, Mulu and Limbang. The STMP recommended Lundu and Sematan as a weekend/short break beachside holiday aimed primarily at local (Kuching residents) and for a small growing, niche market for foreign “Free Independent Travellers” (FITs) attracted by local nature and adventure activities and to develop public beach recreation facilities (STMP, 1993, p. KA4).
Source: Sarawak Tourism Masterplan Executive Summary (1993)

Figure 8: Key Areas Location Map
3.6 Tourism In Lundu-Sematan: The Case Study Area

3.6.1 Location

Lundu, together with Bau and Kuching Districts are constituents of the Kuching Division. Lundu is located at the north-western extremity of the Kuching Division, Sarawak, where it borders Kalimantan Indonesia. Lundu District has an area of 1,962 sq. km and is approximately 96 kilometres from Kuching City. The administrative centre for the District is located in the town of Lundu, while Sematan, a town 23 kilometres north west of Lundu, serves as a sub-district. A trunk road connects these two towns via Bau to Kuching.

3.6.2 Population

Based on the 1995-1997 census, Lundu has a population of 30,390, comprised of Bidayuh, Chinese, Malays, Iban and other ethnic races. A recent census conducted in 2000, however, revealed a decline of 10 per cent in population. The population at that time was 27,376 of which 20,773 and 6,603 reside in Lundu and Sematan respectively. Similar to the previous census, the Bidayuhs maintain their ethnic majority with 12,945 followed by the Malays (8,348), Ibans (4,581) and Chinese (2,942). The population of the District is spread over 96 kampungs (villages), 4 rumah panjangs (longhouses) and 1 housing estate within the District.
Figure 9: Lundu - Sematan Overall Concept Plan
Figure 10: Lundu - Sematan Overall Concept Plan
### 3.6.3 Economy

Almost 80 per cent of the workforce in Lundu is engaged in some form of agricultural activity. These include the cultivation of cocoa, black pepper, padi, fruit orchards and oil palm. Fishing, which is an important activity, is mostly carried out along the coastal areas of the District. The growth of the agricultural sector is a result of assistance from both government agencies and the private sector such as the Department of Agriculture, the Federal Land Development Authority (FELDA), Sarawak Land Custody and Rehabilitation Authority (SALCRA), Farmer's Association, Sarawak Economic Development Corporation (SEDC) and Federal Land Custody and Rehabilitation Authority (FELCRA). Logging and saw milling, silk farming and aquaculture are also a source of revenue for the people. The District is provided with basic infrastructure and amenities for public convenience. These include roads, water and electricity supply, telephones, drainage and irrigation, places for worship, health, education and social services.

### 3.6.4 Tourism Attractions

#### 3.6.4.1 Beaches

There are two pleasant beaches – Pandan and Siar, which are accessible by local buses from the town of Lundu or Kuching. Other than on weekends, public and school holidays, the beach is usually very quiet. There are a few chalets along the beach but public amenities and recreational facilities are scarce.
3.6.4.2 National Parks and Wildlife Sanctuaries

There are three National Parks and one Wildlife Sanctuary within Lundu-Sematan. These include Gunung Gading National Park, Talang-Satang National Park (Turtle Islands), Tanjung Datu National Park, and the Samunsam Wildlife Sanctuary. The
Gunung Gading National Park is located five minutes drive from Lundu town and has been equipped with an interpretation centre that was recommended in the STMP.

Figure 13: Area Map of Gunung Gading National Park

Figure 14: A Rafflesia at Gunung Gading National Park


The National Park contains rare species of plant such as the “Rafflesia tuanmudae” that has the special potential to attract visitors, particularly foreign, nature seeking FITs” (STMP, 1993, p. KA48). The National Park is the only place that offers visitors easy access to view the Rafflesia in bloom and the National Park’s popularity is perhaps best reflected in the number of visitor arrivals over the years (see Table 1, p. 62).

Another National Park within the Lundu-Sematan District is the Talang-Satang National Park. The park consists of four islands: Pula Satang Besar, Pulau Satang Kecil, Pulau Talang-Talang Besar and Pulau Talang-Talang Kecil (Figure 14, p. 59). The Satang section is approximately 9,894 hectares while the Talang section is about 9,520 hectares. It is the first marine park in Sarawak created solely for the conservation of sea turtles, which are in danger of becoming extinct. Although nature tourism is encouraged, only a small area of the National Park is open to the public for marine education and recreation.
The nearby Samunsam Wildlife Sanctuary, the oldest (gazetted in 1979) in the State, covers an area of 60.9 sq. km (6090 ha) of the Gunung Pueh Forest Reserve and stretches from the Indonesian border in the west to within 2 kilometres of the coast in the east. The main purpose for its gazetting was for the protection of a population of proboscis monkeys which are endemic to Borneo. The move has also helped in the protection of a wide variety of other wildlife species within the Sanctuary. The Sanctuary has two main categories of vegetation namely the mangrove forest and the primary lowland forest. As a wildlife sanctuary it is closed to the public.

The other National Park within the District, Tanjung Datu National Park, is the smallest in the State. Although the Park is not open to the public for overnight stays, it is possible to cruise up the coast and stop off at the Park. An alternative way to the Tanjung Datu National Park is to trek for two hours from the Telok Melano village along a hilly path. The Forestry Department has built a permanent boardwalk from the village to the park. Visitors to the National Park will be able to see the mixed dipterocarp forest which houses beautiful flora and fauna. The beach is also a conservation area as it is one of the few mainland-nesting places for the turtles. A small hatchery can be seen on the beach a short distance from the ranger's post.

3.6.4.3 Telok Melano

Telok Melano is a predominantly Malay village community of 42 families (2000 census) with 229 people. Nearby is another village called Telok Serabang with a population of 72 people. The Lembaga Kemajuan Ikan Malaysia (LKIM- Federal Fisheries Development Authority) and the local Persatuan Nelayan (Fishermen
## Table 1: Visitors' Statistics to Gunung Gading National Park (1999 – 2001)

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Source: Gunung Gading National Park Office
Association) have adopted these villages as part of their Fishing Village Homestay Programme, a community-based tourism project.

The initial idea to develop the homestay came in 1998 when Kementerian Pembangunan Luar Bandar (KPLB – Federal Ministry of Rural Development), State Development Office (SDO) and LKIM planned to incorporate the programme into the Village Integrated Development Programme (VIDP) under the auspices of the Sarawak Government.

It is an interesting and increasingly popular attraction. The boat trip to Telok Melano takes approximately 45 minutes in a speedboat or about two hours in a traditional fishing boat. Visitors to Telok Melano are able to see one of the Turtle Islands (Pulau Talang-Talang) along the way. Currently, a Kuching-based travel and tour operator, in collaboration with LKIM, has been rigorously promoting this as a holiday destination for domestic and international visitors (see Table 2, pp. 66-67 for visitor arrivals).

The programme, which was launched in 1999, is a unique and innovative way of experiencing rural life, in this case fishing village life in Sarawak. Presently there are eleven participants in Telok Melano and nine in Telok Serabang. The programme allows visitors to stay with their host family in a traditional wooden Malay house, eat home-cooked meals prepared by their host, and take part in everyday village life activities. It is hoped that the homestay offers an opportunity for the local community
to engage themselves in a viable economic activity and lessens their dependence on fishing and small-scale farming.

3.6.5 **Tourism in Lundu-Sematan: Involvement or Development?**

Tourism is a rapidly growing industry and has immense potential in Sarawak. The State Government acknowledged the need for a framework to guide the orderly development of tourism in the State. This optimism and responsiveness was manifested in the preparation of the Second Tourism Masterplan (STMP) in 1993. As discussed by Pearce (1995, p. 232-240), the planning towards this master plan incorporated a multi-scale integrated approach which has three distinctive features:

- The comprehensiveness of the elements included and integrated
- The emphasis of trends (past, present and future) and their implication on change and adaptation.
- The importance given to the interrelationship of all elements at different scales and times.

In light of acceptance of the STMP as a “blueprint” for the orderly development of tourism in Sarawak, the implementation of its recommendations has much to be desired. There seems to be an imbalance in the implementation of the certain aspects of the recommendations, a fact which Pearce seems to have predicted, “for if plans are to be implemented successfully, close attention must be paid to who is to do what and how” (ibid, p. 242).
Accordingly, this research aims to investigate and unlock the barriers and impediments to tourism development in Sarawak, and thus Lundu-Sematan is an ideal and useful case study. It is argued that although the mechanisms recommended in the STMP may seem desirable, adjustments are likely to be needed in the tourism system at the local level before the goals and objectives of the STMP can be established and implemented. For one, the Local Government or Local Authorities, up till now, have been largely the provider of direct services to the local community. This, in itself, may present difficulties as both the Federal and State Government attempt to encourage the implementation of the tourism and other policies at the local level.

Further, there are numerous stakeholders and agents of development operating at the local level. Their *modus of operandi* and their relationships require examination and clarification. It is essential to understand the complexities of these multi-dynamic relationships and their possible effect on the implementation of the STMP. This critical understanding can be partially accomplished by determining the possible issues and barriers or impediments to tourism development by practitioners at the local level.
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### Table 2: Visitors' Statistics to Telok Melano (Homestay Programme): 1999 – 2002

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</tbody>
</table>

Total 99 4,935.00 2,800.00 440.00 1,700.00 9,875.00

*Note: Figures for 2002 is until 26th March 2002.*

Source: Federal Fisheries Development Board Kuching (LKIM)
3.7 Summary

Sarawak has immense potential to be a competitive tourist destination. It has abundant resources (in culture, nature, history), which have yet to be tapped to their fullest potential. The State government has been instrumental in the development of tourism facilities as recommended in the First Tourism Masterplan. Most of these can be seen within the Kuching-Santubong area. A Second Tourism Masterplan, which was commissioned in 1993, further demonstrated the enthusiasm of the State to make tourism an economic contributor to Sarawak’s GDP. The intention was to develop tourism beyond what was recommended in the former tourism masterplan.

Three broad zones, namely, the Southern, Central and Northern Tourism Zone were created with Miri as the northern gateway: Kuching is the main gateway city in the south. “Within each zone, places are identified in terms of one or more functions, the zones and places also having a variety of linkages, both internal and external ”(Pearce, 2001, p. 33). Additionally, seven new key areas were initiated for development in the STMP – Limbang, Miri, Mulu, Niah, Batang Ai, Kuching and Lundu-Sematan (the case study area). The key areas development plan attempted to ‘set the stage’ in the most extensive manner for planning to embark upon the STMP. Ultimately, it was to guide tourism development in a systematic way within these key areas and in a direction attuned with the overall thrust of the masterplan (STMP, 1993, p. KA1).

Often, one of the weakest aspects of planning for tourism, especially within a developing country such as Malaysia, is the lack of emphasis on implementation in every stage of the planning process. Unrealistic goals and objectives, in addition to
high expectations within an immediate time frame, may add to the lack of implementation. Further, the lack of resources (for example funds, time, knowledge and expertise), especially at the local level, has been one of the major contributing factors to the lack of progress in development plans, including monitoring of tourism related projects. Monitoring is not only crucial in ensuring the achievement of development objectives including tourism, but it can also identify any complications that arise early in any of the planning stages so that remedial measures can be undertaken to overcome such problems.

A plan like the Second Tourism Masterplan that spans a longer period of time will, nevertheless, need to be evaluated in light of events that happened in the industry and the environment in which the industry operates. Lundu-Sematan was chosen as the case study area in an attempt to investigate the efficacy of the STMP as a tool for development within Sarawak and to uncover the issues and challenges associated with planning and development at the local level. The Lundu-Sematan District was thought to be ideal for this research because it is still in the early phase of its evolution as a tourism destination. Lundu-Sematan is perhaps located between the involvement and development stage of the destination area lifecycle (Butler, 1980). Therefore, to revisit the STMP using the District as a case study of progress in implementation is timely. There has been no attempt up until this study to evaluate the progress and achievement of the goals and objectives of the STMP in Sarawak.

The following chapter will discuss the methods employed to elicit data from the case study area. It is hoped that the findings of this study will uncover some of the complexities of tourism planning at the local level in Sarawak.
Chapter 4
Research Design

4.1 Introduction

The intention of this study is to seek out and examine the barriers and impediments to tourism development within a local development area in Sarawak, Malaysia. The purpose of this chapter is to discuss the methods employed in conducting the study. First, it begins with a discussion of the qualitative research framework, which includes sampling, the mode of data collection and analysis. It continues with a discussion of the basis for employing qualitative research and the choice of selecting the case study area. The final section considers the limitations of the study.

4.2 The Research Framework: A Qualitative Approach

This thesis research employs a qualitative approach that utilizes primary data. Secondary data used in this study consists of a literature review of tourism planning and development both internationally and within Malaysia. In terms of primary data, the principal method of data collection techniques employed were semi-structured interviews and participant observation.

In undertaking qualitative research as the chosen method of inquiry, this research embraces a critical and interpretivist approach to social science research. This is in contrast to the positivist tradition that is the foundation of quantitative based research. Instead of developing numeric and statistical variables to represent social processes as in quantitative based research, qualitative research relies on descriptive narratives, subjective meanings, definitions and specific case studies (Neumann, 2000).
Therefore, while the 'objective' positivist emphasis is on hypothesis forming/testing, qualitative research is inductive by nature as theory forming and the development of 'meaning' is process-based and happens as the research evolves (ibid.).

"Action research" was chosen as the guiding framework for this thesis so that the research results could be transformed into concrete actions that would benefit research participants and their organizations. The return of information and the data analysis to local research participants for reference purposes and use in the work they do is central to action research. This thesis is an exploratory and preliminary study that establishes an analytical framework for future research pertaining to tourism planning and implementation.

4.2.1 Sampling

The sampling procedures used in selecting interviewees for the field research was the non-probability sampling method of purposive or judgemental sampling (Babbie, 2001:179). Informed by the literature review, and based on the author's judgement a sampling structure was determined to allow the sample population to include the most informed respondents in terms of knowledge of the thesis topic and those most likely to effect change within the policy and planning realm. Interviews were conducted with 21 key informants that were either directly or indirectly involved in tourism planning and development. A matrix of the key informant interviewees based on sectoral affiliation (private or public) and scale/level (national, state or local agencies) of operation is shown in appendix 4.
The matrix (Appendix 4) allowed the author to compare and contrast the views of each interviewee in the generation of research themes and thus reflects the interviewees' opinions and positions within this matrix. Targeting this small sample group with substantial experience in the research themes was considered by the author to be the most efficient method of getting in-depth contextual responses. This was considered essential, as the data gathered would need to have substantive depth and breadth in terms of the facts and context if future action outcomes were to be an output of the research.

4.2.2 Data Collection

In an attempt to achieve the objectives of this study, various research tools have been employed. The following is a discussion of the three modes of data collection techniques employed in this study: document research, semi-structured interviews and participant observation. Each of the techniques has its own merits and flaws but each was deemed the most viable mode in carrying out particular parts of this research given the constraints in which it was conducted. Document research was conducted both in New Zealand and in Kuching, Sarawak while key informant interviews and participant observation were conducted in Kuching and the case study area of Lundu-Sematan in Sarawak.

4.2.2.1 Document Research

"A literature review is based on the assumptions that knowledge accumulates and that we learn from and build on what others have done" (Neumann, 2000, p. 445).
A review of literature on tourism planning and development was carried out at Lincoln University through the library and its related websites. This is done on an ongoing basis. Similarly, a library search was also undertaken at various places including: Pustaka Negeri (Sarawak State Library), MARA University of Technology Sarawak, Arkib Negara Cawangan Sarawak (National Archive, Sarawak Branch) and various government agencies. Several purchases were made of various published government documents that were otherwise unavailable or inaccessible. The goal of this document research is to provide a background or context review, which introduces and establishes the significance and relevance of the study (Neumann, 2000, p. 446).

4.2.2.2 Semi-Structured Key Informant Interview

After respondents were selected, introduction and consent letters were mailed to them from New Zealand (Appendix 1). In Kuching (Sarawak, Malaysia), follow up phone calls to prospective respondents were made by the researcher to confirm receipt of the letters and willingness to participate as research interviewees, as well as to arrange dates, times and venues of interviews. The date, venue and time of interviews were set up based on the convenience and wishes of the respondents, which required unlimited flexibility on the part of the author. Nonetheless, it was important that respondents felt an optimal environment conducive to conducting personal interviews would be created. All interviews were carried out between April – June 2002 in Kuching and the case study area of Lundu-Sematan.

Interviews were scheduled to last between thirty minutes and two hours depending on the time the respondent made available. A list of questions based on themes was
posed to all interviewees (Appendix 2). Interviews were tape-recorded based upon the informants’ consent. All but two of the respondents agreed to have their interviews tape-recorded. They were further asked to sign a consent form (Appendix 3) for their acceptance to participate in this research. This was a requirement with Lincoln University’s Human Ethics Committee procedures. Interview data were transcribed and recorded as part of the field notes. The interviews were conducted both in Malay and English wherever possible. Interviews answered in Malay were translated into English upon the transcribing of the tapes. The transcribed interviews form the bulk of the field notes.

4.2.2.3 Participant Observation (Informal)

Most of the interviewing of key informants was based in Kuching or in Lundu and Sematan. In the event of an interview conducted in Lundu or Sematan, visits were made to surrounding areas within the case study area especially those, which had been earmarked as development areas within the Second Tourism Masterplan. These included the town centres and surroundings, the beaches and adjacent villages. A visit was also made to the Telok Melano Homestay as part of informal observations during the fieldwork at the case study area. The author was invited by the Malaysian Fisheries Development Authority (LKIM) to follow a 2 Day/ 1 Night tour conducted by Borneo Inbound Travel and Tour, the local travel agent based in Kuching, which was appointed by LKIM to organise and conduct the tour. The visit was enriching as it gave further insight into the operation of the homestay programme, which is under the auspices of the Federal agency and conducted by a local tour operator. Through the combination of participant observation and informal interviews with operators,
staff and village participants, information was gathered about all the aspects of the
operation and informants' perception of the homestay programme in the community.

4.2.3 Data Analysis

"A qualitative researcher analyses data by organizing it into categories on the
basis of themes, concepts, or similar features. He or she develops new concepts,
formulates conceptual definitions, and examines the relationships among
concepts" (Neumann, 2000, p. 420).

Interviews were tape recorded and later transcribed for analysis. Transcripts were
examined and indexed by themes, using colour codes to represent recurrent issues and
ideas of interviewees. These were then collated and analysed into similar generic
themes before a finalised outcome could be achieved. There is no order of importance
for the themes that were derived from this analysis. Nevertheless, the data gave an
illustration of the issues and challenges facing tourism development at the local level.

4.3 Limitations of Study

This study is intended to present a qualitative analysis of the barriers or impediments
to tourism development in a rural area in Sarawak. It should be recognized that
although this research design and process was created in isolation and from afar, there
were inherent biases and distortions present in the research process. The fact that the
sample population was chosen unilaterally by the author is not a standard approach in
qualitative research. Furthermore, perhaps the peer status of the researcher and the
fact that he is quite familiar with the study area meant that inherent and unavoidable
personal biases would have some bearing on the research process. There was a
possibility that some interviewees may have felt subtle pressure to respond in ways that they felt the researcher "expected." This is obviously difficult to ascertain or measure, however it is considered negligible by the researcher since other interactions with interviewees and participant observation have enabled cross-checking of many interviewee responses. The analysis of subjective attitudinal response data from interviewees would also be subject to a certain level of personal bias. Nevertheless, the challenge for the researcher in this situation was to remain objective and to seek common themes across all respondents. Therefore, due care was taken not to engage in directive language or actions, which could prompt interviewees to answer in a strategic or overly biased fashion.

4.4 Summary

The preceding discussions have outlined and discussed the various research techniques in undertaking this study. Three modes of social inquiry, namely, document search, semi-structured key informant interviews and participant observation, were employed. Various authors (Babbie, 2001; Burris, 2000; Jennings, 2001; Lofland & Lofland, 1995; Miles & Huberman, 1994; Nachmias & Nachmias, 1996; Neumann, 2000; Tolich. & Davidson, 1999) have discussed the 'pros' and 'cons' of using quantitative and qualitative methods in research and their conclusions are well known. Given the limited time and resources at the researcher's disposal the methods discussed in this chapter are deemed appropriate for this kind of exploratory study.
Chapter 5  
Research Findings and Discussions

5.1  Introduction

It is the purpose of this chapter to discuss the major findings of this study. As discussed in the preceding chapter, data were obtained through document research, semi-structured key informant interviews and informal participant observation.

The 21 respondents voiced a multitude of issues and concerns. Based on the transcripts and notes, a "content analysis" was used to explore the key elements. Eventually, individual words were used as the unit of examination in the analysis. As can be seen from the grid in Table 3 on page 78, a number of categories (issues and challenges) were used for the analysis. A frequency measure was subsequently undertaken to see how many times a word (deemed as a significant issue) was mentioned in the text. The number of "hits" or "mentions" or frequencies were then recorded correspondingly against the columns for respondents who were divided into several categories denoting their position; Federal Public Sector, State Public Sector, State Private Sector, Local Public Sector and Local Private Sector. These issues and concerns were later classified using three central themes: Infrastructure, Tourism Institutional Framework, and the Community.

The research continued in a similar fashion in analysing subsequent issues within each theme. Within each theme, the various issues and concerns raised by the respondents are discussed further. From the frequency measure table, too, the magnitude and intensity of these issues can be ascertained. From Table 4, a reduction method was
employed to isolate the pertinent issues that are of concern to all (Federal, State and Local Sector) and those that is peculiar to the individual sector. It can be seen that infrastructure development is a major concern to all sectors. However, their concern were more sporadic and divergent when it comes to other issues that were highlighted. Whilst, those at the Federal and State show a concern for the community, it is those at the local level who depicts or voices their grave concern on issues pertaining to the institutional framework and the impact of tourism on the local community.

5.2 Tourism Development in Lundu-Sematan: Issues and Challenges

Importantly, this research indicates that the respondents agree with the fundamental direction of the Sarawak Second Tourism Masterplan. There are, however, some areas that need to be discussed because they represent problem, which can arise when local stakeholders are called upon to implement policy created at the higher levels of government. The major findings of this research, in this regard are presented below.
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Note: 1. The shaded region (denoted by the green colour) signifies the mention of that issue by the respondents in the interview.

2. The shaded region that contains the most frequency of mentions was further separated from the initial frequency table (see Table 4, p. 80).

Table 3: Level 1 Frequency of Mentions
### Table 4: Level 2 Frequency of Mentions – Key Issues

<table>
<thead>
<tr>
<th>Category</th>
<th>Local Public Sector</th>
<th>State Private Sector</th>
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<td>Institutional Framework:</td>
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<tr>
<td>a. Data/Information/Knowledge</td>
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<td>R12</td>
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<td>b. Awareness</td>
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<td>c. Understanding</td>
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<td>Local Community:</td>
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<td>a. Data/Information/Knowledge</td>
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<td>R18</td>
<td>R21</td>
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<tr>
<td>b. Awareness</td>
<td>R22</td>
<td>R23</td>
<td>R24</td>
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<tr>
<td>c. Understanding</td>
<td>R25</td>
<td>R26</td>
<td>R27</td>
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<td>d. Motivation</td>
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<td>e. Level of Education Attainment</td>
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<tr>
<td>f. Level of Personal Capacity/Capability</td>
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<tr>
<td>h. Carrying Capacity of Community/Sustainability</td>
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<td>l. Funding</td>
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<td>m. Training &amp; Human Resource Development</td>
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<td>p. Institutional Support/Guidance/Encouragement</td>
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Table: Institutional Framework and Local Community Key Issues across different sectors.
5.2.1 Inadequate Tourism-Related Infrastructure

For tourism to evolve and develop in a destination area, tourism related infrastructure such as transportation, water supply, and electricity must be in place before tourism facilities and services can function. From this study, it can be seen that there is a serious problem with the provision and maintenance of basic infrastructure in Lundu-Sematan. In particular the transportation network capability does not allow efficient and comfortable movement of tourists, and moreover, for the efficient overall transportation of goods and services to and from the District. In addition, the provision of public utilities – water and electricity, too, is inadequate and inefficient.

In this regard, it is mainly the responsibility of the public sector to provide and maintain an efficient tourism-related infrastructure for it to contribute to the development of tourism in Lundu-Sematan.

5.2.1.1 Accessibility: The Lundu Bridge

All of the respondents are of the opinion that accessibility to Lundu-Sematan is very much hampered by the delay in the completion of the bridge across the Batang Kayan River. As explained by one public sector respondent:

"... the bridge was awarded to one contractor from Peninsular Malaysia who further sub-contracted it to another company. However, the sub-contractor had problems and decided to withdraw and abandon the project. So the main contractor had to look for another company. The initial date of completion was supposed to be the end of last year [2001]. The new contractor promised that it would be completed by the end of December 2002 but everybody seems to
doubt it. The bridge was commissioned ... supposed to start 17th December 1999, and to be completed by 16th December 2001, last year, ... so it has been delayed by several months now ...”

The same respondent further said that the bridge is “... the key and most crucial factor in the District’s development” but the 24.5 million ringgit project remains as “work in progress”, despite catching the attention of the Deputy Prime Minister recently at the national level. Almost all of the respondents agreed that this predicament is one of the major obstacles to the rate and direction of development in the District. Presently, two ferries ply the River bringing commuters to and from Lundu-Sematan. Each ferry can carry 10-12 cars and these numbers are fewer if trucks and buses are on board. Their capacity is very limited to serve the ever-increasing number of people commuting to and from Kuching. Commuters, on average, have to wait between one to two hours if they are caught in the rush hour and the queue on either side of the ferry point may stretch to more than two kilometres on any particular day. As related by one respondent from the public sector:

“The only problem is the bridge. People like to come to Lundu especially locals from Kuching, but if you have to wait for the ferry for two hours, say even one hour, people are already fed-up ... they make a U-turn – go back. It is usual for the ferry to break down …”

Another public sector respondent further commented:

“We have to spend many hours there. For example, I can reach Kuching in 1½ hours [but] just because of [the] ferry, I need more than that, maybe more than 2
hours. If you are unfortunate you may have to queue there, now if you are very lucky you can see two ferries there, that day, there was only one ferry, it was a long queue, with two hours of waiting. Sometimes arguments and quarrels break out.”

Clearly, the residents of Lundu-Sematan feel frustrated and angry. On one of my visits to the District, I waited for more than two hours for the ferry, as only one ferry was in working order. My experience was consistent with the respondents’ claims. This quandary is further exacerbated if it happens to be a weekend or public holiday. Equally, potential visitors deterred by the inevitability of waiting under the hot sun, would turn back, and chose other locations for their holiday destination.

Consequently, some felt that the delay of the bridge not only affects the flow of traffic, but it also has implications for the delivery of social services and can even hamper national security. As one public sector respondent noted:

“... in terms of emergency, what are you going to do? If it [the ferry] stops by 12 midnight, if there is an emergency, people are sick and another thing, ... what if “our neighbour”[Indonesian] crosses over, I mean security...finish! People here would be gone before the military arrive. I am talking about Telok Melano, because Telok Melano and Telok Serabang are only five minutes from Temajok [Indonesia] the closest one [kampung/village] to Telok Melano. If anything, it’s gone! There is no road accessibility...that is what we are concerned about.”
Nevertheless amidst the frustration and anxiety, there were others who felt the bridge dilemma is a blessing in disguise. One respondent from the public sector aired this view:

"In my opinion I would prefer [the bridge] to be halted for the simple reason that whenever we develop a certain place I always believe that you must develop the place in total which means that not only are you thinking of development in terms of infrastructure, physical infrastructure, but you must be thinking of the manpower, the human resources. You see, I am very [with emphasis] concerned about the human resources there, the people, the community participation, are they ready to be opened up? Are they ready for that place to be opened up for mass/local tourism even though it is domestic tourism?"

Obviously, these remarks suggested a greater concern than the bridge and that is the community itself. Even though the bridge may be in place, if the local community is ill prepared, or do not have the capacity to receive and participate actively in tourism development, there is the danger of resentment towards tourism and tourists. The question of sustainability was also mentioned, as one respondent from the private sector pointed out:

"... one of the greatest problems in this part of the world, if I may say, [ is that] I think we are good [at] building things but sustaining and maintaining and going on from there, that’s the part that we are weak at and now that is the part that we need to identify..."
5.2.1.2 Provision of Utilities

Another apparent issue is the patchy supply of electricity to the local community. Only certain areas within the District enjoy a continuous supply of electricity. In others people use power generators while the rest are left in the dark. Some locals have been known to tap illegally into existing power sources. According to one respondent (public sector):

"... not all the kampung [village] people get the 24 hour electricity supply here. Why? The kampung people cannot afford to subscribe directly from SESCO (Sarawak Electricity Supply Corporation) because it is too expensive to erect the poles that cost a thousand plus ringgit each. If your house happens to be near to a house that has the supply or near to the main electricity source, it will be cheaper. Otherwise the cost will depend on the number of poles required to carry those wires from the existing source to the house. Some will apply for a subsidy through the Skim Bekalan Eletrik Luar Bandar (Rural Electricity Supply Scheme) but this takes time. Others either use [their own] generator or just use a temporary supply from their next door neighbour, which is quite risky."

A similar predicament is felt in Telok Melano, home to LKIM's Homestay Programme. Although a mini hydro dam (estimated to have cost 10 million ringgit, capable of generating 20MW of electricity) was built there in 1997 by the Federal Ministry of Rural Development there is still no electricity. Touted as a project to help Sarawak's poor coastal villagers, it failed because there is not enough water to power its turbines. When the project was first proposed, there were high hopes and expectations. On a visit to the kampung, I found the issue has now become a joke among even the kampung womenfolk. At a lunch gathering hosted in one of the
homestay houses, an elderly woman (presumably the head of the family) told a group of us that her family, upon hearing the dam was going to supply electricity to the whole kampung, decided to buy television sets, refrigerators, fans and washing machines. However, as it turned out, the dam managed only to produce electricity for 45 minutes. She further told us that one VIP had even suggested that they (the kampung people) take the belian (ironwood) electric posts down, as there is no use for them now.

It seems that the project consultants had failed to take into account, or to recognise, the effects of the dry spell on the rivers and streams in and around the area where the dam has been built. The lack of electricity has prompted the people to use their own generators to supply electricity from sunset until midnight. Consequently, this ongoing dilemma has deprived the kampung community of many basic modern amenities. Equally, the tour operator faces difficulty in keeping perishable goods fresh for the consumption of their tourists.

Several Federal and State officials have been to the site to see whether there is any way the project could be salvaged. One suggestion to solve the problem was to reticulate the water in the dam by sourcing from additional rivers to ensure enough power to work the turbines to produce electricity. This was estimated to cost an additional 5 million Ringgit. Another option is to connect an electricity supply from Sematan and this will have to be funded by the State unless the Federal government can be persuaded to compensate for the failure of the earlier project.
One concern that could pose a problem in the near future is the availability of a treated water supply to the community. Currently, locals obtain their water from two modes of supply. The first is treated water supplied directly from the Jabatan Kerja Raya (Public Works Department). Another is acquired through gravity supplies from the water catchments in the mountains. In the latter case, villagers normally pipe the water to their houses from the dam that they made to retain the water in the mountains using bamboo poles or other materials. This, however, is untreated water. Like the electricity supply, the initial capacity build-up was only to cater for the administrative centres of the District. Already, some areas of the community are experiencing shortages and Gunung Gading National Park is no exception. As mentioned by one respondent from the public sector:

“... we often receive complaints by the visitors even in the middle of the night, in the middle of the day, they say there is no water and it’s [a] problem for us to carry out our daily work, for example, cleaning of toilets, cleaning of drains, cooking, washing, because we have to clean the facilities that [were] used in the place”.

Similarly, another respondent (public sector) explained that there are several reasons for this:

“Firstly the water catchment in the District is small. In addition, the capacity of the water treatment plant is insufficient”.

The water catchment area located within the Gunung Gading National Park is a vital source of water for most of the Lundu-Sematan District community in addition to the
visitors that come to visit. Furthermore, it also provides the water that runs the mini hydroelectric power that is used by the SESCO. It is reported that the problems experienced by the Gunung Gading National Park are due to technical problems in the piping. As one respondent (public sector) explained:

“We are on a high level [ground] here, and where they connect our supply pipe to the pump the gradient is too steep so most of the water is going straight down [to the town and its vicinity] and not enough is going to the park [facilities].”

Nevertheless, the National Park has used its own initiatives to rectify the situation. The respondent further explained:

“... we share with people from Kampung Temban the building of a mini dam for ourselves and then we supply the water from our gravity pit to our chalets and the rest house, and also to the Barrack but sometimes we do face problems due to the poor maintenance …”

“... the problem is sometimes local, I mean we are sharing with the kampung people, sometimes they wait for us to do the maintenance and sometimes we are not aware of these things, so when heavy rain comes the pipe is blocked by sand or leaves. When these things enter the pipe, sometimes we don't have [water] for a few hours but [it] can be a serious problem or [it] can be a minor problem ... once we [are] faced [with] that we try to tackle the problem as soon as possible...”

When asked whether the water supply is going to be improved, the same respondent had this to say:
"... I have informed them (Public Works Department) and they have made a proposal that they want to make a new pipeline and they [will] charge us 20,000 ringgit. So I have forward the matter to our boss in Kuching, but so far no action has been taken since 1999."

One of the most important requirements for the development of tourism amenities is the provision of adequate public utilities such as electricity and water supply. Evidently, there is an uneven quantity and quality in the provision of such utilities presently in Lundu-Sematan. The adequacy of electricity supply and the availability of an adequate and continuous water supply are vital for both the visitors and local people. The provision of basic utilities is essential to the quality of life for the local communities, and for the tourists, it is a basic level of service quality expected as part of the tourism experience. Hence, it is the responsibility of the public sector to monitor these needs and provide them in a manner that will fulfil the basic needs of the local communities and contribute to visitor satisfaction.

5.2.1.3 The Sematan Jetty

Another piece of physical infrastructure that is in a poor condition is the Sematan jetty, which serves as the embarkation point for villagers all along the surrounding coastal areas. It seems that the ownership of the jetty once belonged to the local Fishermen’s Association but

"...ever since it was struck by a boat and pending a trial in court, everyone seems to disown the jetty now. Nevertheless, the issue has been forwarded to a higher
authority either to dismantle it completely, to repair or build a new one," claimed one public sector respondent.

This wooden/concrete structure is a hazard for people and is in need of maintenance and repair. There is no railing when you walk down the stairs onto the awaiting boat. On a visit to Telok Melano, I observed several anglers defy the risk by standing at the end of the jetty where there was no wooden flooring. Across from the jetty too, there are remnants of a wrecked vessel waiting to be removed by the Sarawak River Board. Certainly, these elements of visual pollution somewhat spoil an otherwise picturesque view of the sea front and the South China Sea.

There is some ambivalence towards the expectation that the entire tourism-related infrastructure must be in place before tourism activity can take place in a destination area. Often, infrastructure is provided by the public sector. Likewise, in Lundu-Sematan, the development of infrastructure should have taken precedence over other tourism facilities. The growth and development of tourism in the District, however, has been hampered by the inadequacy of infrastructure. In this regard, the mini-hydro dam project and the construction of the Lundu-Bridge are the most conspicuous failures of the public sector to provide services to the local communities. It is both a Federal and State problem, although those at the local level are the ones that will have to endure the consequences. The failure of these two major projects certainly has raised a number of questions. For one, how could these major development projects have gone awry? Wasn’t there any monitoring and control systems at various levels of the public sector?
5.2.2 The Inadequacy of the Tourism Institutional Framework at the Local Level

The Second Tourism Masterplan recommended an institutional plan for Sarawak in light of the lack of balance, coordination, duplication of functions, and institutional support evident at the local level (STMP, 1993, p. 11). The proposed institutional framework (Figure 17, p. 93) was designed "to redress these imbalances and to strengthen essential but currently weak functions by regrouping them, reallocation of resources and restructuring or creating new organisations" (ibid). The new framework reflects the appreciation of the inter-connectedness of the diverse and fragmented organisations that exist within the tourism sector in the State (STMP, 1993, p. 12).

The accomplishment of some of the recommendations include: the establishment of organisations such as the Ministry of Tourism (MOT) Sarawak, Sarawak Tourism Board (STB) and Tourism Task Groups at the Divisional level. The Sarawak Tourist Association (STA) has long been established and has undergone restructuring at the time this research was conducted in 2002. The former STA has been renamed Sarawak Tourism Federation (STF) in line with its more defined role as an 'umbrella' body, and a lobby group for all tourism-related organisations within the State. At the same time, I was also informed that the Sarawak Tourism Coordinating Committee (STCC) was reinstated in 2002.
Figure 16: Current Tourism Institutional Framework
INSTITUTIONAL FRAMEWORK FOR TOURISM IN SARAWAK

MINISTRY OF CULTURE, ARTS & TOURISM
Federal Policies and Planning

MALAYSIA TOURISM PROMOTION BOARD
Marketing of Malaysia

CHIEF MINISTER

STATE SECRETARY

SARAWAK TOURISM COORDINATING COMMITTEE
- Inter-agency Coordination & Direction
- Monitor & Coordinate
- Servicing

CORPORATION & OTHER GOVERNMENT AGENCIES
- Infrastructure and selected project development
- Management of national parks (Forest Department)

MINISTER OF TOURISM

- Policy
- Advocacy
- Planning
- Government Grants
- Servicing the TTG
- HRD Policy
- Research (including Data Unit)

TOURISM SARAWAK
(Direction from Sarawak Tourism Board)
- Marketing & Advisory Services
- Visitor Services

SARAWAK TOURIST ASSOCIATION
- Trade association to promote the interest of its members

STA BRANCHES

Source: Ministry of Tourism (MOT) Sarawak (Undated)

Figure 17: Proposed Tourism Institutional Framework

(note: the word “liaison” above is as it appears in the original)
All stakeholders in the tourism industry envisaged the setting up of Divisional Tourism Task Groups as an avenue for active community participation. The mission of the TTG was “... to foster, facilitate and coordinate tourist development ... and to incorporate local values, aspirations and needs in the development process” (STMP, Volume 3, p. 112). Among the objectives of the TTG are (MOT, undated, p. 3):

- “To guide and assist the local communities in understanding the tourism development policy of government and to encourage their participation in the State’s tourism development programmes
- To help local communities resolve the issues and problems that may arise from tourism development
- To educate local communities on tourism; and
- To generate feedback on product development, visitor trends and any problems in the field for the MOT and State Government”.

Consequently, the TTG’s functions at the Divisional level are (MOT, undated, p. 4):

- “To act as a coordinator between the State government and the local communities. This includes members of both the public and private sector.
- To provide advice, assistance and information about all aspects of tourism at the divisional level.
- To assist in explaining the promotional campaigns organised for the tourism sector by the Sarawak Tourism Board (STB) and Ministry of Tourism (MOT).
• To suggest ways on how local festivals might be given a tourism orientation.

• To provide management and marketing counsel to groups or individuals keen on setting up tourism-related ventures at the Divisional Level.

• To encourage local community participation in tourism-related business activities.

• To co-ordinate ventures in tourism-related activities at the Divisional level”.

The Resident leads the TTG in each division. Members consist of the public and private sector that are directly or indirectly related to tourism development, such as key government agencies (SDO, SPU, MOT, STB, Forestry Department, National Park Office, SEDC, LCDA, SLDB, Department of Drainage and Irrigation, SESCO, Public Works Department, Department of Agriculture), community groups (Village Development and Security Committee), local authorities (Resident Office, District Office, Local Councils), and the tourism industry (STF, STGA). Administratively, the TTG reports directly to the State Secretary and the Ministry of Tourism. The Sarawak Tourism Board acts as advisor to the TTG.

Despite the establishments of such organisations, the journey towards a common goal for the tourism industry within Sarawak is not without its challenges. There may be a common goal or objective for the tourism industry as a whole in Sarawak, yet, due to the diverse, fragmented nature of both the public and private sector, divergent opinions are not uncommon. While the STMP recommends the establishment of the TTG at the Divisional or regional level, one has not been constituted in Lundu-
Sematan, at the District or local level. Opportunities for inter agency coordination exist in other forms such as the District Development Committee (DDC) and the Village Development and Security Committee (JKKK). These committees deal with matters pertaining to social and infrastructure issues and the main economic mainstays of the District i.e. agriculture and land development schemes, often putting tourism as a secondary consideration. Therefore, the absence of the TTG in Lundu-Sematan, in this case, may possibly have an impact on the implementation of the STMP. Further, the following discussion demonstrates some of the complexities that prevail in tourism planning and development at the local level.

5.2.2.1 Information and Communication Gap

Access to information on development projects in Sarawak is very limited. Ministries, departments and agencies reports were either unavailable, had not been released, or had very limited information for distribution for public consumption. Even within the government, inter-agency sharing of information was severely hampered by the design of their administrative structures and by the hierarchical nature of their bureaucracies.

5.2.2.1.1 Poor Communication and Paucity of Information

It can be observed that the relevant agencies within Sarawak have been relatively poor at informing and explaining policies or development plans to the community. As one respondent from the public sector explained:
“... the 2nd State Tourism Masterplan is owned by the SPU (State planning Unit) and it is still kept confidential. There are a lot of projects under that [category] because of the seven areas identified, each area has recommendations or proposals to do this, do that, upgrade this place, that’s why the implementation may be there, perhaps not, or may be delayed. Because they (grass roots level) do not know what the things are in the plan, when they are to be implemented, and in which Malaysia Plan. People on the ground do not know.”

In one of the interviews, one respondent from the private sector claimed to have not heard of the STMP. The respondent further said:

“... it’s only [from] hearsay. I am quite new here. When I first arrived, there were no meetings. I only heard from my predecessor the intention of turning Sematan into a tourist destination; Tanjung Datu National Park and Telok Melano [but] nothing black and white. No briefing was given to me. It’s more of an instruction [from higher authority]”.

A respondent from the public sector when asked about the STMP also aired a similar view:

“No. No briefing, there might be for the Resident and the District Officer [DO]. Yes, it is difficult. ... I don’t know because the higher authority never invite me [to] share this type of project, [it] might be not [at] my level, it may be [only for the] Resident or DO.”
5.2.2.1.2 Poor Understanding and Inadequate Coordination

Given the paucity of information available, undoubtedly a comprehension of tourism development in total will not be easily achieved at the local level. This obviously demonstrates the difficulty of the implementors and perhaps the local communities to appreciate fully the good intentions of the plan. Nothing much has been communicated to those on the ground as seen from the respondents’ accounts. This lack of information on the STMP has further ongoing ramifications for the development of tourism in Lundu-Sematan. For one, it limits the insights of those who are to carry out the recommendations at the local level. Additionally, without sound knowledge, their level of understanding of the concept of tourism, and how tourism should be developed, will be affected.

Second, in some areas where information has been distributed, it may not have been disseminated in ways that are comprehensible to people at the local level. Most respondents were not well-informed regarding tourism development; therefore, low involvement should be expected. Implementors and other stakeholders are in need of information, which might allow them to participate in the tourism development process in a more informed manner. There is seemingly a big communication gap between policy and decision makers at the National and State level, and implementers at the local level. The consequences of information deficiency not only reduce understanding, but also will have an impact on the cooperation, collaboration and coordination of the agents of development at the local level. One public sector respondent summarised the issue:
"Once there is lack of understanding, there is lack of cooperation. Lack of understanding of how tourism works, from planning, development to marketing ...
I wouldn't say a total lack because now there is an increasing awareness in each field but they don't see the linkages. And they think that because there is a Ministry of Tourism [MOT] Sarawak, the MOT should take care of tourism without realising the fact that [they are] part and parcel of tourism themselves."

Clearly this misunderstanding has been felt in one way or another at the local level. One respondent (public sector) reported that when the local authorities were asked to initiate new projects or enhance existing facilities for tourism, the responses have been un-enthusiastic:

"... actually the provision of public amenities is part of the [District] Council's work but when you suggest something, they will want us to give them the money first, then they do it. Like when we talk about toilets, we informed them that we need proper signage, cleanliness, ... the reply will be the same: you give us the money and we will do it for you. So, they have a narrow view of doing things, thinking that when it comes from us it's only for tourism and what they are doing does not relate to tourism when in fact it does..."

Perhaps one cannot help but notice such a myopic view coming from the local authorities. This can be attributed to the roles and functions that local authorities have had in the past, which were traditional and narrow in their scope. Clearly, as one respondent from the public sector mentioned:
"Now you cannot blame them, for the simple reason, that traditionally their roles have been different, private sector and the government. ... so this is a new thing for them and it will take some time for them to realise that they must actually work hand in hand."

The respondent further said:

"I think this has also been taken up by the Federal Government and federal officers, where they too have a problem, saying that a lot of [the] government sectors and agencies do not ‘think tourism’. Like you said ... they do the road ... after the road is done, that’s it! But do they know who is going to use the road? That’s one thing. Do they know what benefits can come back into that region if they maintain the road? So long as [they] don’t understand that, they will never be able to ‘think tourism’ but if they understand how the economic benefits can come back to the local communities, they will maintain the road. This is where our shortfall is. So we may have to educate the government sector”.

Similarly, in areas when there may be convergence of views on tourism development, there exist other complications that may hinder planning and development. One area that was highlighted is the collection of statistical data on visitors to the State. In an effort to accelerate and improve the collection of data, the Immigration Department (Federal) has computerised most, if not, all of their operating systems. In the past, statistics on visitor arrivals were mostly collected via entry and exit forms deposited at points of entry/exit within Malaysia. Since computerisation most data are centrally collated. This poses a challenge for the State in their effort to ascertain vital statistics
which are essential in the development of their marketing plan. One respondent's (public sector) observation depicts the complexities in the following manner:

"... it's getting harder after they [Immigration Department] centralised the data collection, it's quite difficult to pick up and we do not get as much as we could get before, ... earlier we were able to capture quite a lot of things from the immigration entry card and things like that. ... the way they process and the way they capture the information is different and the finished product is not the same as we used to get before. ... So what KL produces is good in the overall picture/interest of the country, they will not separate for us the arrivals from Europe or America, or worse still if we want arrivals from Germany, France, Italy into Sarawak. Also they have to try and sort out the problem of possible double counting or under-counting or whatever. ... and we are still trying hard to get this sorted out, ... but as it is now we are actually regressing, regressing quite badly in terms of ... it does affect us because in the absence of a clearer picture on arrivals, your market, expenditure pattern and all the rest of it, we are working in the dark".

Although some respondents view this as an administrative matter, it nevertheless contributes to the inefficiency of the State in their planning of their marketing strategies aimed towards the target market. There is a need to redress this issue. Consequently, this lack of information and miscommunication not only amplifies the knowledge gap between decision makers and implementers, but also accelerates the isolation of the latter from the tourism development process.
A similar view came from a respondent from the private sector in relation to air accessibility to the State:

"... you need to compile all the figures, the statistics, and look at them and present an argument. Now who is going to do it? I can do it but I just don’t have the time nor the resources to get it done you see ... [when] you present an argument, it’s very rarely backed with facts and figures ..."

5.2.2.1.3 Information: Too Much or Too Little?

Meanwhile, there are others who feel information is perhaps best withheld for one reason or another. As the following respondent (public sector) cautioned:

"We also like to look from the other angle. Knowledge can be useful if it is translated into positive [action] but it can also be problematic or a hindrance in terms of carrying out the development, because if this early knowledge is given into the wrong hands, suddenly the land cost is going to jump, for example. So perhaps this could be a reason. I can see it because how much money, and the site they want to develop they do not want to reveal that, you know in Lundu and Sematan, but they wouldn’t want to zero right into that land, because they do not want the cost of land to suddenly jump up."

Already the land along the beaches in Pandan, Siar in Lundu and Sematan has been purchased unscrupulously, as demonstrated by the following respondent’s (public sector) account:
"...so that (land) near the beach has been sold. It is all for the sake of quick
cash... Most is privately owned. ... [by] people from Kuching, Sibu, ... it's
[land price] too good, I can say it is too good. Actually if you calculate ... the
villagers lose, it profits the buyer. In some cases, sale and purchase is only
RM100,000 but in the document, they put it at even RM200,000 or RM500,
000. They [buyers] want to increase the price/value of the land. ... you might
say everything is gone, and even if not, very little is still owned by the
bumiputera [indigenous community], owned by our own people ... in some cases
I really am doubtful as to how they actually did conduct the sale and purchase.
So the ownership is mutual understanding between them. ... if you see some old,
old houses or barracks and ask who owns them, most likely it's owned by a
Chinese. ... , this is their [bumiputera] problem ... [for a] later generation".

This lack of information on the part of the local community in Lundu-Sematan has put
them at a disadvantage and has given the affluent outsiders the upper hand. The local
bumiputeras have been misled by the dubious practices of the latter in their pursuit for
land acquisition. Most of these affluent individuals are from Kuching or other major
towns in the State, who have access to information and financial means. In contrast,
local communities, who have been misinformed in the transaction, are blamed for
cashing in on lucrative offers. But then again who will want to wait for development
projects, if a good offer comes along. Local people are in need of cash for the basic
necessities of life.

Indeed the appreciation of land prices has caused a setback in acquiring back some
land which happens to be within the study area for a camping site project in Lundu
and thus the project has been put on hold for the time being. As a respondent from the public sector further explained:

"[It is a] problem for the government to acquire land. Now I am having a problem with this project; the camping site in Pandan Area. Because the initial site, [the two lots are about five acres plus] cost almost 2 million ... to acquire the land. That is based on the commercial price at the moment. We have only 2 million ... for everything. That's why SEDC put [it] on hold."

Certainly there will be debates and arguments on just how much information should be diffused from the top, and to whom and by what means it should be conveyed to avoid unnecessary complications. Nevertheless, the implication of the above argument may be that greater awareness and interest among members of local stakeholders could be achieved if comprehensive information contained in reports and plans is adequately and properly disseminated. This lack of information results in lack of understanding of the concept of tourism development among the stakeholders at the local level and perhaps has contributed to the lack of co-operation among them. Given the relatively cautious nature of the government, it is not surprising to find severe restrictions on the availability of information.

5.2.2.2 Resources

One of the major issues that has emerged from this study is the availability of resources. This encompasses human resources, financial resources and lack of authority.
5.2.2.2.1 Human Resources

Undoubtedly, as Ariff (1995, p.249) explained, "...[the] human resource is the single most important of all resources.... All other resources are indeed subservient to mankind. What is more, these other resources are of no consequence unless they are put to productive use; and they cannot be put to good use without human inputs. It is the quality of the latter that will determine the scope and limitations of the role these resources can play in the economic development process."

In this study, most respondents agreed that there is a shortage of staff in numbers and qualifications in most government departments and agencies. From the Ministries at the State Level to the frontline department or agencies at the Local level, all experienced a lack of trained human resources. One public sector respondent said:

"Staff are always a constraint. Even if we don't have enough staff, it's not easy to recruit staff. Recruiting permanent staff involves authorities at the federal level."

"One of the things that we face at the moment is [in] the area of interpretation. We have an education unit but they are spending most of their time doing conservation education work in the rural areas, among schools, among the teacher training colleges. Park interpretation is not one of our stronger points."

There is no doubt that some agencies like the Forestry Department have employed multi-tasking in terms of staffing in an effort to cope and address the shortage of personnel in the department. Meanwhile, the shortage of personnel especially with
technical expertise has forced some government agencies to seek assistance from other neighbouring departments. Another respondent (public sector) stated:

"... the intention is good but with limited resources and limited authority, [it is] difficult.... [we] don't have enough manpower, ... When approved, development projects often need to be implemented within short time frames, of course [they] have to be completed by the end of the year, but with limited manpower especially with manpower that needs technical know how, it's a bit difficult. So at the end of the day we are forced to seek help from Public Works Department (JKR), the (District) Council which have technical assistants [personnel]."

Added to the shortage of human resources is the increasing size of the bureaucracy and the growing responsibilities that some of these agencies have to shoulder, all of which they find hard to manage with their existing resources. One respondent from the public sector commented:

"I think that is a problem everywhere. Everywhere people are saying that we don't have enough staff. [For example] ... we have the additional responsibility of monitoring the implementation of all the projects in the bahagian [division] and we still have the [same] number of officers, and the monitoring can be very, very meticulous, very tedious..."

Compounding this shortage of staff is the unavailability of expertise and trained human resources capable of performing the desired tasks. It is not uncommon to find that those who work (directly or indirectly) in the tourism industry (both public and
private, Federal, State or Local) in Sarawak have no formal education or training in tourism. Even the local politicians who make the policies are not exempt from this criticism. Most of them come from an area other than tourism. This is evident in the educational background of the respondents in this study. Only a few of them have had a tertiary education in the area of hospitality and tourism. Others came from a multitude of disciplines other than tourism and have become acquainted with tourism because of the nature of their professional work, or through seminars or workshops that have been conducted at the local level. Additionally, there is a recurrent transfer of staff within the public service, which often affects the continuity of development plans and their implementation at the local level.

For some, it was a steep learning curve and for others it has affected their work in some ways. As one private sector respondent acknowledged:

“... when I first came, we were not trained to do this type of business. I was trained in agriculture and now I am supposed to do business. I have to manage a business ...I think I have to learn ... we do have training once in a while ...[also] we are short of staff, and most of us are doing two jobs...”

Another respondent from the private sector echoed a similar view:

“... the training [opportunities], for example, like for myself as a manager are few and far between”.

In this respect, one respondent from the public sector made this observation of the Tourism Task Group (TTG):
"Even though over the years people have been talking about tourism, everybody thinks they know about tourism but ..., we do not have that many experts around ... there are certain Residents who are very proactive, they take the trouble to study the industry, and to develop it but [as] you can see ... with those that have limited knowledge, or lack of motivation in that area, you don't have actually that much development. ...they are pushed to come up with something. ... the kind of things that they report in the meeting, there are so many thousand and one things that are available, I don't know which one they are going to focus on. So that is lack of focus and admittedly there are Residents who do not have much knowledge in tourism and that is already a hindrance. And then, the people around supporting him also do not have much knowledge, finish! ... when they have a meeting they invite the Ministers and the representatives, who, also has little or no knowledge of tourism. This is also a problem. The responsibility given to the Residents by the Ministry of Tourism (MOT) is too much for them to handle, to be honest with you. I believe what could have been done is that from the masterplan, whatever ...based on their own sense of urgency about which area they want to develop. They [MOT] should guide the Resident within that area of concentration...."

Getting the 'right people in the right places at the right time' is no easy task as recruitment of public sector staff is the prerogative of the Federal Government administered through the Public Services Department (JPA). The process is often long and cumbersome because in the event that no posts are available it must go through a process of job creation, and submissions of proposals will be required by the agency requesting the additional staff. At the time of conducting this fieldwork, the researcher was informed of several State Ministries, Government departments and
agencies that are currently undergoing restructuring in order to address this problem, but the end result has yet to be seen.

Having trained staff that are knowledgeable about tourism is often an advantage, because the exposure that the individual may have had places him or her in a better position to develop tourism at the local level. Although knowledgeable, without the backing of other stakeholders, they cannot do anything, especially if they try to develop a very remote area with their ideas only and with very limited resources. Little can be done to contribute to the development of tourism in the area in this case.

5.2.2.2 Inadequate Authority for Monitoring, Control and Assessment

In addition to having the appropriate number of qualified personnel within the public and private sectors involved in the tourism industry, they must also be delegated with a substantial amount of authority to execute their duties. The implementation of development projects at the local level is a highly complex one. It involves the development and maintenance of cooperative working relationships between a large number of stakeholders (public and private).

A further complication is that, while development plans may be prepared by one agency, their implementation, however, is delegated to another department because of statutory requirements in the State. As one respondent from the public sector explained:

"The implementation part is not done by the Ministry. It has to go to another agency, if infrastructure, it has to go through JKR [Public Work Department], so
we don't have direct say in how the project is developed or implemented on the ground. It has to go through somebody else, another agency. We can propose, but the implementation [will] be carried out by another agency ...”

Clearly, because of the nature of the State legislation, the monitoring of development projects will necessarily become more complicated because the department where the plan originates will not be in direct contact with the progress of the project. A relevant case that is worthy of example would be the construction of the Lundu Bridge over the Batang Kayan River. As it falls under Federal jurisdiction, there is little that the relevant authorities or department at the local level can do when projects are not completed on schedule. In the end, it is the same people at the local level who will have to endure the impact from the delay in construction.

In addition, this task has become more complex with the increasing rate of expansion of the number of private and public agencies involved in development projects at the local level. With many of these front line agencies (Federal or State, Private or Public) implementing their own specific programmes and activities along sectoral lines, the integration and synchronization of projects between, and within, sectors and agencies have become more urgent and complex. In some cases, dubious practices include bypassing relevant government authorities or departments in their pursuit to ensure that one agency’s goal is attained in line with the overall development objectives of their department or organization. One public respondent reported:

“There are some departments that are very ‘smart’ and go ahead with their project or with their programme without our knowledge. No notice at all. ... but
the problem [is], when they are facing a problem [then only] do they come to the
office and we [have to fix] their problem ... this is a problem also for us.”

Similarly, another public sector respondent echoed the same view:

“As I said just now, they [some developers] don’t go directly to us, when they
want to develop certain land they will go to another agency …, they will inform
us … even if, ok I do agree sometimes they by-pass us, but the other agency will
need to refer it back to us, to ask for our opinion and comments, [and in most
cases we don’t say no, especially if it’s for the betterment of the people].”

Such devious practices actually undermine the authority of agencies or departments
that are operating at the Local level. Without acknowledging the proper authority,
monitoring and evaluation of development projects for the local community will thus
be cumbersome as each developer, both public and private, often follow their own
way of doing things. Thus, an integrated and cohesive mode of development in
Lundu-Sematan will be compromised. This will certainly have an impact on the
growth and development of tourism within the District. In the same way, as evident
from the findings of this study, the frequent transfers of key personnel within the
District has had an impact on the continuity and the chronic lack of monitoring,
evaluation and control of development plans (including tourism) from being
implemented in Lundu-Sematan.

5.2.2.2.3 Funding

Financial support is a pre-requisite for the development of a tourism plan.

Nevertheless, it seems that the public sector has the upper hand in terms of funds, as
can be observed from the following responses. For example, in the Eighth Malaysia Plan (2001-2005) the Sarawak State Government has allocated 100 million ringgit for tourism. Additionally, funds may also come from the Federal Ministry of Culture, Arts and Tourism. These are funds that have been budgeted specifically for the implementation of various tourism development plans. Equally, there are other various sources of funds which may not be classified directly under tourism but appear as projects for development. As one public sector informant explained:

"Now don't forget there are also projects and developments that are not channelled directly to the MOT [Ministry of Tourism Sarawak] but through other agencies for example SEDC, for example, local government and so on and so forth, and these are not seen. But actually they are contributing to the development of tourism. You will have to look across the board. So maybe you will look at, for example LCDA [Land Custody and Development Authority] or maybe even local government. How much money has been pumped to them through the State and also through the Federal Government ... for example as cleaning of the streets is of concern, refurbishment of public toilets, their gerai (stalls), ... that is very much related to tourism. Their recreational areas for example, that [is] very important. Don't [just] see it as one-sided, just MOT. [Funding is also channelled through] other agencies and ministries...MOT doesn't control everything. ... for example. The Ministry of Rural Development from KL, they are encouraging people to do homestays. They give out money and they have a lot of money for this kind of thing, but whether it is successful or not is a different matter. But the thing is that they are giving money out for this kind of thing."

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It seems that money is not an issue for the public sector, although the efficacy of the management and the disbursement of those funds for development within the District remains challenged. For one, the delay in the completion of the Lundu Bridge is a testimony to inefficiency in project planning and financial management. Additionally, the failure of the mini-hydro dam in Telok Melano signifies poor research and judgement from the relevant government authorities. It thus seems ironic that Lundu-Sematan has been earmarked as one of the seven key tourism development areas in Sarawak whilst provision of basic infrastructure remains an issue unresolved throughout these years. It appears that various “invisible hands” confuse the system by which the authorities operate at the local level, which often renders the local stakeholders vulnerable and mere bystanders in the development process.

On the contrary, the private sectors in some ways are in need of funding, especially in training and human resources development. One respondent from the private sector indicated:

“... basically in a way we have actually to source our own funds as well. We did projects with Malaysia Airlines, we brought in about 30 thousand people in the last year and so we just extract a few ringgit from each person so that’s what is sustaining us actually. Can you imagine? Very limited funds. Our subscriptions are not enough to sustain our operations. ... actually our budget is very small, but in many ways, it’s not the money part, ... yes in some ways it’s [good to have] more money to be [able to do] a lot of things but I would not just want to say that it is money which will hinder us in things that we should be doing.
"... we organise quite a few ecotourism courses for our members. Other activity is sometimes very difficult because of the funding ....

In this regard the private sector seems to be ingenious in trying to outsource funds in light of their limited financial resources, and have tried to provide invaluable training for their members to enhance their knowledge and competencies, so that industry standards could be further heightened. A respondent from the public sector also agreed and commended on their initiatives and enthusiasm:

"... actually I quite appreciate that there is an increasing commitment in terms of training, but a lot of the private sector, especially the small ones [travel and tour operators/agencies], cannot commit huge funds of money for their people to be trained. ... this is where the ministry [should] come in... the ministry will actually help to get the funds, but there must be commitment from them in their attendance, which is actually no problem because they want to learn, and secondly [the private sectors can] contribute a token ... So their contribution will start from a smaller/lower percentage and when they see the benefit of training to themselves, [this] contribution will increase until such time that they have got to train themselves. So there must be a push in the initial period and that push must come from the government "

Perhaps what is needed to mitigate these imbalances is transparency in the way the public sector carry out their operations. The failure of the mini-hydro dam project in Telok Melano, Sematan and the delay in the completion of the Lundu Bridge constituted a huge wastage of public funds. The public sector, in this case, was ineffective and inefficient in their implementation and management. Clearly, there is
a need for efficient monitoring to prevent such projects from being derailed. There is also a need for public accountability in the event that development projects at the local level do not materialise. Such problems would have been identified and rectified if adequate and proper monitoring systems were in place at each stages of the project’s development.

5.2.2.3. Individual Personality

Apart from having the necessary resources such as qualified staff, relevant and ample information, adequate authority and funding, the individuals that make up the institutions or organizations within the tourism industry must have the interest and desire to carry out the recommendations as stipulated in the STMP. One common one word description that often emerged during the interviews with regard to personnel was “attitude”. Indeed, the manner in which individuals within an organization (public or private) view development projects/plans will have a considerable impact on the plan’s acceptance. Divergent views may facilitate or hinder their implementation.

One respondent from the private sector described an example of an indifferent response from a government agency:

“I have my share of frustrations as well. I mean to take one example, that is dolphin watching, we have a rare [species of] dolphin out there. One reason why we cannot do it in a big way is because of one government agency. Talk with them and they say ‘no you cannot do that because we have not done our [study]’. I said look, this has already been done, can we at least … [I would like to]
organise a seminar where we call all interested parties in. Basically all we need are some regulations to make sure that once this product comes on stream, we don’t want everybody [to] come in and mess up the whole thing ..., it is sensitive, ... in the sense of [the] animal.”

“... you need a guideline ... and we thought that we would help the agency by doing so, these are the things that you ought to do but we got turned down. And we have experts, who are keen to run the seminars on how to do it properly so that it will benefit everybody, so they’ll be sort of an order how to go about doing it. ... but you know these [are the] kind of things that are continually in the way, I mean we will still fight for it, but it’s very frustrating ...”

“... we know what’s happening and sometimes the frustration is that sometimes people don’t really [give their] attention ... and this is one reason why I am starting to talk, hopefully [to] tell the policy makers, we know our role, I am not a policy maker but the policy makers need to make an enlightened policy in order for these products to be sustained and this is where the frustration comes in...it’s exhausting.”

Clearly, there maybe some truth behind this frustration as it is not uncommon for bureaucrats within the public sector to exercise discretion. The way in which this happens depends largely upon their individual disposition towards the subject matter. Their attitudes, in turn, will be influenced by their views toward the subject matter per se, and by how they see the subject matter affecting their organization and personal interest. Likewise, one concern articulated by a respondent from the private sector includes:
“I think one of the things that concerns me is that we really need to have a much better understanding of our roles, in the public and private sector ... sometimes the fear is that public sector works more like this than the private sector ... and I don’t[know] whether they realise the inconsistencies of the things they do and this is the area of concern and whereas, while at least what [is] under the helm of the private sectors I am very clear about our role, we are the private sector and we are not policy makers, but we should be able to lobby, to present [ideas] to policy makers for their consideration, we have to understand that there is such a thing as we live under the law and we have to be law abiding that way”

Indeed, both the public and private sector need to come to a compromise in the way they function in order not only to achieve individual, but also collective tourism industry goals and objectives. In this regard, a respondent from the public sector noted:

“So this is where agencies like MOT and STB should play an important role to get them [public and private sector] together”

“The Ministry of Tourism (Sarawak) have actually taken both the government and the private sectors aside to get them to talk about tourism ... we do it through workshops, through seminars and the other thing that we did was to have outside experts to talk to them, so that it is more meaningful to them. Our target group is the councillors who actually form policies, regulations and programmes for the local councils. We also take in people from a divisional tourism task group. Now when we put them together, the government sector would now understand how the private sectors work and the private sectors would also understand how the government works”
Clearly there are signs, and avenues, of reconciliation between the public and the private sector but it seems that more needs to be done in order to accelerate the planning and development of tourism at the local level to greater heights. The success of tourism development at the local level depends on the cooperation of both the public and the private sector. Although they may be fragmented, they are nevertheless inter-dependent in the development and management of the tourism industry. The private sector relies on the public sector on policy matters that may have an impact on the growth of the tourism industry. If the dispositions of the personnel within the bureaucracy are unfavourable towards the industry, surely, this 'personal view', in some ways, will dampen the development of the industry.

5.2.2.4 Institutional/ Organisational Structure

The structures of organisations that implement policy have a significant influence on implementation. As discussed elsewhere in this thesis, planning in Malaysia is a highly centralised activity. It involves various levels of authorities and a myriad of Ministries, Departments and Agencies. Although there are mechanisms that have been instituted for agencies to collaborate, discuss and prepare a cohesive development plan at the Federal and State level, it is perhaps at the Local level that these initiatives are least felt. As one respondent from the public sector stated:

"... we do not do a great deal of planning. It's more of, from the top, from Head Quarters, ... we may initiate, we may suggest upon application by the local [community], so that is more or less our role in the initial stage. So we submit and discuss it in what we call the District Development Committee meeting and
then it is discussed again, forwarded to the Divisional Development Committee and then brought by the divisional to State level. ... so when SPU[State Planning Unit] study [the proposal] and if there is any basis or viability, it then proceeds to higher authorities and is eventually approved by the Minister and the State Cabinet, at the State level.”

This is a typical scenario as the formulation of most policies and planning is done at the National level, far away from the implementors at the local level. Tourism planning and development, too, has been centralised in a way that can and will contribute to achieving pre-determined government objectives. Malaysia has “...a strong central government that has practised administrative tutelage on local government. This tutelage practice of the central government has precluded an emergence of responsive, effective and autonomous institutions at the local level”(Tosun, 2000, p. 619). In evidence, one public sector respondent has pointed out:

“...those on the ground only receive directives, so they are only the implementers, not so much part of the planning ...”

Tosun added “Ultimately, this has ushered in non-participation or pseudo-participation of local people in their own affairs including tourism development. This implies that the public administration system in many developing countries seems to be too bureaucratic to respond to public needs effectively and efficiently”(ibid). Equally, for this study, another respondent (in relation to training and education) observed:
“... being a bigger organization [Federal Government], there is a tendency to be, if I can use the word, more cumbersome, in the way they move, and they have to move because it has an effect on the whole country and therefore when it comes to looking at detail in the syllabus, it takes time, and when it comes to any request for changes in the syllabus and training system and licensing, things like that, that takes some time ... So this is the area we would like to really see something happening faster than it is, but we can understand, we can appreciate that part of the problem when we have to deal with the centre (Federal).”

Obviously, as Yeop Abdullah (1990, p.279) observed, “... the challenge that faces the public administrator is how to mobilise the machinery, man, organisation and resources, at his disposal, to even greater heights. Many of the goals adopted by the government ... not only compete for the same resources but also appear to be in conflict with one another”. There is a need to reconcile “…efficiency with effectiveness, obtaining maximum benefits from limited resources and the delivery of the public goods within the shortest possible time” (ibid).

5.2.3 The Community

The third area of concern that was raised among the respondents was that of the community in Lundu-Sematan. As tourism is still evolving, apart from the Telok Melano Homestay Programme and the various accommodations along the beaches and in town, the direct involvement of local communities in tourism development in Lundu-Sematan has been minimal. Some of the key issues identified and elaborated by respondents in this study are thus discussed in the following sections.
5.2.3.1 Lack of Awareness

Most of the respondents agreed that tourism awareness is lacking among the local community, except for a handful of people. Like many other rural communities in Sarawak, the majority of the people here are subsistence farmers and small-scale fishermen. Tourism is something that is beyond their comprehension. As one respondent from the public sector noted:

“... don't forget you are actually dealing with fishermen who know nothing but fish. What do they know about customer service? What do they know of hospitality service? What do they know about F&B? They don’t know. But if you want to change them overnight, be careful with this kind of thing.”

Undoubtedly, their low level of attainment in education has had an impact on the manner in which they conduct their work. Relating a situation in which some of the villagers who sit as board members of the local cooperatives, a private sector respondent described:

“...and then these people, sorry to say, what ever you say, all seems right [to them]. Sometimes it’s quite [difficult], you have to rely on yourself ... sometimes if you ask [them], these people cannot answer you because they are not educated and they are not trained, some of them still cannot read. So there is something for us managers also to work on.

Likewise, general knowledge seems lacking too as indicated from the response of this private sector interviewee:
"if in Sematan, I think less than 10% ... that is those that read the newspapers ... only those who are keen ... if those villagers, are old folk [they] definitely do not know ..."

An interviewee from the public sector also informed me that places like Telok Melano do not get daily newspapers. Instead today's newspapers will only reach them the next day, i.e. two days later than the rest of community. As far as the tourism awareness campaigns are concerned, another respondent from the public sector informed me that only once had there been done and that was in the area of Pueh.

5.2.3.2 Limited Capacity

Because of the lack of information and thus of awareness in tourism, the villagers in Telok Melano were apprehensive about the concept of tourism (homestay) and did not have the means to embrace it. In the beginning, their concerns, as reported by one of the public sector respondents, were:

"Initially the problems that they faced were about their buildings and houses, the physical condition of their houses, as you know, they are fishermen, on average their houses are not in good condition, but the Fisheries Development Board (LKIM) and the Ministry of Rural Development (KPLB) helped them. Actually the participants that were selected were from the Hardcore Poverty Eradication Programme"

It took the Fisheries Development Authority (LKIM) five sessions to explain to the Telok Melano Villagers before they understood and accepted the idea of the homestay
programme. As with any development programme, the villagers were somewhat eager and receptive because:

"... of living desperately they want some project..."

In addition to the upgrading of the physical conditions of their houses, training was initiated by the same authorities to prepare the homestay participants to provide services for the visitors. This training included technical, inter-personal, business development, leadership and motivation competency modules conducted by external trainers appointed by these agencies. The local villagers who participated were able to understand and started to realise the potential of earning additional income from this new activity besides their traditional mode of income from farming and fishing.

"Since the launch of the homestay project a few years ago, there has been a noticeable change in the attitude of the villagers"

Thus enthused the manager of the travel agency appointed to sell the Homestay Programme. He added:

"At first, it was difficult to know whether the boatman would be on time to pick up the tour group from Sematan, or whether he would turn up at all. Now he wants to know when a group is coming."

Clearly, there is a positive change in attitude of the local villagers towards local participation in the tourism industry. However, there were many more things to be done before the homestay programme could be said to have successfully taken off.
Some of the things the villagers can do for themselves include keeping their surroundings clean, improving health and sanitation and organising gotong-royong (minor self-help activities/projects) like cleaning the beach. On the other hand, they do need help from the local authorities and government agencies in some other areas in which they lack the capacity (financial or technical knowledge). For instance, there is a need to build a long concrete jetty, either as an extension to the existing one or a new one altogether for passengers to embark and disembark. The village also is in need of a proper clinic to be manned by a medic or hospital assistant, since the number of visitors is increasing. Presently, the community is only visited once a month by the flying doctor service, so most cases have to be referred to the government clinic in Sematan or to the hospital in Lundu. Additionally, the prolonged dilemma of electricity and treated water supply needs to be addressed urgently if the villagers are expected to provide a high level of service quality to visitors in the future.

The Department of Forestry Sarawak has been instrumental in constructing 212 metres of fibreglass plank walk and 825 metres of hand railing along the Telok Melano Trail at Tanjung Datu National Park. The trail connects the park headquarters to the village. Similarly, the homestay participants also received 20 sets of Kompong (Malay Drums), recently, from the Federal Ministry of Culture, Arts and Tourism to be used as part of their welcoming ceremony.

The Telok Melano Homestay Programme is very new and is a classic case of a product which has not fully developed. The strategy of appointing one local tour operator to market and manage the visitors by the lead agency LKIM is appropriate so
that proper coordination and monitoring can be achieved. As one public sector respondent cautioned:

“You cannot just simply open it up, as suddenly everybody tries to get a piece of the action, and then you spoil the product. I think it is good that it is coordinated by one of the government agencies, in this case LKIM.”

Similarly, in relating to tourism development in a community, one respondent from the private sector commented:

“... a lot of times if you don't have that [conducive] condition ... it's very difficult for the community for instance to develop because, as you know certain individuals in the community will be a lot more assertive and will be more active and as a consequence you know some other people will feel left out and in a community you really need to have a sense of fairness as much as possible. I mean fairness, but by the same token we should reward those who work harder, and this is where a lot of times the system fails where you do not reward the one who works harder. And it becomes what I call you know really socialistic type of economy whereby there is a certain entitlement whether you work or don't work, you still get the same entitlement, that is something that you don't want to see and I think that is where the community needs to realise, yes, there is an aspect of fairness and we all should have equal opportunities but we are not created all equal, we are given the opportunities and what are you going to do with them? That's the problem and this is something you know, I have seen in communities.'
It would seem impossible if the villagers were left to do it on their own and thus the interventionist approach of the lead agency, Fisheries Development Board (LKIM) should be commended. However, there is still room for improvement as noted by one respondent from the public sector:

"... For example, the kind of facilities that they have in their homes, [need to be looked into in terms of the facilities that they offer] must be of certain standards, preparation of food needs to be taken care of. What is good enough for them [locals] may not be good enough for the visitors. But we see that they are responding quite well but there is still plenty of room for improvement, because over the years we have been monitoring and visiting the place. It looks as if their hospitality and warmth of receiving the visitors is still maintained. Perhaps because of their accessibility in that sense, the only way is by boat, so they are not too commercialised in that sense, which is good. LKIM has given it to one agency to market because then the place can be developed more systematically in that sense"

Evidently, there is a potential for tourism to develop in the District. Nevertheless, in developing tourism the needs of the local people or participants should be taken into consideration so that they are not marginalized by any development measures and business greed. Adequate provision should be made, perhaps through appropriate training programmes, so that project participants are placed in a position to take advantage of new opportunities offered by tourism development. From the interviews, there is a clear concern for community participation and continuity for the local people to earn a living. One respondent from the private sector who indicated an initial understanding of the Tourism Area Lifecycle (Butler, 1980) observed:
"I think one needs to think in terms of sustainability and how to sustain in a community where as a community they have to accept visitors coming through. I personally coined the term hospitality fatigue, I mean if you can imagine, someone coming to your living room, day in and day out. For the first one week it is great fun, for the first month it's not so bad you know. After about 3 years they are definitely tired. How do you sustain it after 15 years? How do you [do it] after 20 years? How do you do it after 25 years? That is something that we need to think about and people do not sometimes put much thought into …”

One important aspect that deserves serious consideration in the development of tourism in this area is the ability to create and maintain existing tourism levels, i.e. to maintain demand. There should be initiatives from local stakeholders to creatively design tourism products that could offer ever-improving visitor experiences, which are considered good value for money. This certainly requires careful planning and development from all parties operating at the local level. In addition, successful implementation of tourism development requires that a conducive environment be provided by the government, support agencies (public and private) and financial institutions.

5.2.3.3 Lack of Financial Means and Indebtedness

In addition to the lack of capacity as indicated in the preceding discussion, the villagers also lack the financial means to start up any tourism ventures on their own. As fishermen, their income is dictated by the weather when it is in-season to fish. Their income derived from fishing is not substantial and depends on the fishing equipment that they have and use. Those who have bigger boats and have trawlers
will reap greater benefit compared with traditional small-scale fishermen. From the information gathered from various respondents, only a few fishermen have large-scale fishing trawlers. Most remain as small-scale fishermen.

The low productivity of traditional fishing gear and the seasonal nature of their income is further compounded by the fact that middlemen, or ‘taukey’ as they are locally known, control the market and villagers are chronically indebted to these middlemen who are often Chinese. A respondent from the private sector related this:

"... the local fishermen are still tied up with the middle, the taukeys. When the catch arrives, the taukeys are ready. The role of these taukeys, is to give ice blocks, or fuel in advance. When the fishermen come back with their catch it is deducted from the initial input. We do not have the authority to restrict, and we also do not have the authority to set the prices of those fish. I would say by such an arrangement, it is not worth the fishermen’s effort; the taukeys buy at a cheaper price and sell them back at a much higher retail price. Every place (Lundu or Sematan) has its own taukeys.

In addition to the malpractices of the middlemen, the fishermen are also indebted through their fishing gear and much more:

"The debt on fishing gear and equipment, or the debt they incurred during the three months of the monsoon season that they do not go out to sea and fish ... the fishermen can obtain loan or credit from their taukeys when they are on shore during the monsoon season ... most of these loans or credit are not recorded, [i.e] without documentations. So if you ask the taukeys how much is the fishermen’s
debt, they will say 20 or 30 thousand. Until you pay them the amount then only
will they 'release' the fishermen. It is difficult "

The success of tourism development in Lundu-Sematan depends on the goodwill of
the local communities. Generally, based on their perception, the people here are
prepared to reap some kind of benefit from tourism development. However, with
limited capacity and resources at their disposal, it would be unlikely that the local
communities will be able to participate and fully benefit from tourism at the local
level. Thus, if one of the objectives of tourism is to enhance regional development
and improve the quality of life, much work is needed in building the social capacity of
the local communities so that they can participate not only in the tourism-related
economic activities but also ensure their representation in the planning, development
and decision-making process of tourism in Lundu-Sematan in the foreseeable future.

5.3 Implication of Issues and Impediments to the Evolution of
Lundu-Sematan as a Tourist Destination.

The major focus of this study has been to investigate and analyse the barriers or
impediments to tourism development at the local level in the District of Lundu-
Sematan, Sarawak. The preceding discussions have uncovered many of the issues and
challenges that are faced by the stakeholders in tourism planning and development at
the local level. These will certainly have an impact on the evolution of Lundu-
Sematan as a tourist destination in the foreseeable future. The following section will
consider the implications of these findings.
5.3.1 Lack of Tourism Awareness

The findings of this study have illustrated the need to educate all stakeholders (local community, public and private sectors, NGOs etc.) at the local level on tourism: its concepts and its mechanisms, the probable impacts (negative and positive) and the issues surrounding it. It also suggests that a lack of awareness leads to a lack of understanding and an inability to comprehend the dynamics of tourism. As such, these will carry some implications for coordination among the stakeholders in implementing tourism planning and development at the local level. For the local community, an understanding of tourism will enhance their appreciation of it. They will be able to embrace and participate in a more fruitful way and thus be able to mitigate the negative impacts associated with tourism. For government authorities, understanding tourism will enhance their role in executing their duties that may have a direct or indirect bearing on tourism development. Such an understanding too will improve communication and coordination among government authorities and facilitate and enhance their relationship with the private sector.

Although there have been various attempts to implement a tourism awareness campaign in the past, these were concentrated in major cities or towns, with scant attention given to rural areas like Lundu-Sematan. These attempts, however, have been short-lived and have met with limited success or no success at all. The Ministry of Tourism Sarawak and Sarawak Tourism Board, in this case, should allocate some form of funding for this, because the longevity and success of the campaign depends on it. There is a general sense of the growing need for an internal tourism awareness programme, as the tourism industry has been earmarked to generate an increasing source of revenue for the State and Country, and as there is a mounting concern about
the negative impacts of tourism. It is imperative that people should be educated about the significance and contribution of tourism to Sarawak and local economies, as well as the problems and often un-anticipated changes resulting from market dynamics and failure.

5.3.2 Inadequate Provision of Local Infrastructure

As indicated by the comments of some of the respondents, the quality of visitor facilities and the provision of a safe and acceptable level of infrastructure are necessary before a concerted marketing effort can be launched for Lundu-Sematan. Logically, the destination’s attractions need to be fully developed before they can be marketed. Otherwise, there is no congruence between what is promised and what will be delivered. These facilities must not only be acceptable to visitors but they must also be sustainable over the long run in order to ensure continuity of tourism development.

At present, apart from those benefiting directly from the electricity and treated water supply near the town and administrative centre vicinity, local communities are functioning at a minimal level of internal infrastructure. Major areas of concern identified are the provision of a quality water supply and acceptable sanitation facilities such as toilets, showers and waste disposal. It appears that the existing facilities are only marginally capable of handling the present number of visitors. Not only is more infrastructure needed, so that “facilities and services are usable” (WTO, 1994, p.5), but also to ensure that the quality of the environment can be protected and maintained for the success of tourism and the welfare of residents (ibid, p.6).
Being rural, some parts of the District are remote, often inaccessible, and thus indicate the critical importance of transportation and communication. If tourism is to succeed, internal transportation and communication are vital. They provide the linkage between the District to tourist generating markets such as Kuching. In this regard, the Telok Melano Homestay Programme has to some extent been able to overcome and take advantage of the collaboration between the local community and the Kuching based tour operator. The latter has been appointed by the lead agency (LKIM) to promote, market and manage the homestay product. In some ways, visitors to the village will experience minimum or no hassles in terms of transportation (land and boat transfers) as it has been communicated and pre-arranged for them.

Still, visitors who travel to the District independently may face considerable setbacks, as the transportation network (bus, taxi, small boat) and communication system are not well developed. There are some handicaps in providing the necessary quality services within the area and linking the destination to the market. Existing local operators and aspiring entrepreneurs should be encouraged to be resourceful in developing a workable coordinated transportation system in a manner that will not only facilitate but enhance visitor satisfaction. There remains room for improvement and assistance from respective ministries, government authorities and the private sector is crucial.

5.3.3 Limited Human Resource Development

Training should be an integrated component of tourism development programmes. In this regard, all stakeholders should be involved in formal and informal training/education activities. These training activities should be planned in a
coordinated and integrated manner so that the duplication of effort, wastage of limited resources, confusion and dissatisfaction are minimised. Furthermore, the methods and content of training activities should be culturally compatible and relevant to the specific local context. Such training programmes would encourage local participation and commitment in tourism development projects. Simultaneously, it would also facilitate attitudinal and behavioural change in the desired direction of self-help and self-reliance among the local community.

5.3.4 Weak Tourism Institutional Structure

The Second Sarawak Tourism Masterplan recommended the establishment of a Tourism Task Group (TTG) at the Divisional level with the hope of inculcating active participation in the tourism industry by the local communities. Members come from both the public and private sectors and normally consist of heads of Departments (Federal, State or Local agencies) or businesses and are headed by the Resident. Through the TTG, it was hoped that the members could make tourism considerations part of their planning and development efforts. Unfortunately, the TTG has failed to live up to its expectation in ensuring an orderly development of tourism at the local level.

From this study, it is evident there are issues that need to be addressed before it warrants laying blame on the TTG. As pointed out in the preceding discussion, the nature of bureaucracy, access to information, attitudes of bureaucrats, lack of understanding, lack of coordination, and lack of human resources have a bearing on understanding and comprehension of the concept of tourism. Without such an understanding, administrators are not able to extend the required level of coordination.
that is essential for tourism development to proceed. What is needed is possibly a
shift in their mindset and the need to assert more political will to carry out an
integrated form of development. In this regard, the TTG suffers greatly from the lack
of consistent, organized management. As members are drawn from various public
and private agencies at the local level, strong leadership is necessary.

Nevertheless, the establishment of the TTG is important because it will strengthen
rural-urban linkages in tourism terms. A coordinating and advisory body for tourism
development would be capable of advising local communities of the range of
opportunities for government and private sector support for their endeavour. It would
also play the needed role of coordinating the unconnected efforts of the many
government agencies involved in tourism policy-making or tourism related assistance.

Given the complex nature of the Malaysian bureaucracy – the many government
agencies involved in tourism regulation and the additional agencies that offer advisory
or financial assistance – the TTG will provide invaluable assistance to tourism
development at the local level.

5.3.5 Information Gap and Poor Systems of Communication

There should be a better and more regularized information and communication
feedback system involving the planners and implementors of projects, the
beneficiaries and other related agencies involved in tourism development at the
District level. It is evident that the existing information and communication system
does not provide adequate data for the planning and monitoring of projects. As a
result, there is a lack of up-to-date and/or relevant information regarding the socio-
cultural and economic conditions of communities and specific target groups at the local level.

Simultaneously, this lack of relevant data also affects the ability of the local communities to evaluate their own needs and progress. Thus, the existing information and communication feedback system should be changed or restructured to provide adequate information necessary for planning needs and objective evaluation of development programmes at the local level. They should facilitate a continuous dialogue between the planners, implementors and beneficiaries of development projects. Such an information-feedback system would ensure that all parties concerned with tourism development programmes would move in an integrated, coordinated, and purposeful manner towards goal attainment at the local and national level.

5.3.6 The Community – The Focal Point for Development

As indicated by some of the responses in the study, the delay in the completion of the bridge linking Lundu District to Kuching and other areas may be a blessing in disguise. A primary concern that needs to be recognized is the carrying capacity for tourism development in the District. Clearly, some respondents are concerned as there is a prevailing sense of the need to address the capacity of the local community to absorb the influx of tourists and their associated impacts when the bridge is completed.

Equally, not only should the authorities be concerned with the people but also with the probable effects that can and will impinge on the environment in the District. The
inevitable influx of visitors means that local facilities and infrastructures will be shared and more often than not, it will put a stress on the latter. Growth in visitor numbers will exacerbate existing strains and problems will make an appearance. The environment will eventually deteriorate and lose its attractiveness and this will reduce the economic returns. Local communities will be discontented with these impacts and lose their goodwill toward visitors.

Given the delicate nature of tourism at the local level, it is thus important to address the issue of scale and its impact on the capacity of all stakeholders in the community. There is perhaps a general agreement from the respondents that tourism development in Lundu-Sematan should maintain its rural nature and hence developments should be small in size and character. The capacity and saturation level of the area should guide any projects or activities, so that all efforts will be sustainable. It is hoped that this will enhance the quality of life experienced by both the community and the visitors respectively.

Local communities should also be involved in the process of planning, implementation and evaluation of tourism development projects. The results of any studies (if carried out) should be presented to local communities for discussion and deliberation, so that they may have a better picture of their situation. With this, they should also be encouraged to decide for themselves the priorities and types of projects most useful for them. Thus, their involvement and commitment to development projects may be strengthened.
Although mechanisms exist which link urban administration and services to the District, communication is generally poor and often breaks down in the passage through bureaucratic channels. Strengthening rural-urban linkages in the context of tourism development is vital in order to reach the tourist market. The absence of effective linkages hinders the transfer of vital information and services from the urban areas to the rural areas and vice versa. This is not just a problem for tourism, but one that poses a significant obstacle to rural development of any kind.

Given the predominantly rural and remote nature of tourism, integrated or “cluster” developments should be encouraged. This suggests promoting tourism development in areas where a small number of developments in close proximity would offer a range of “attractions” and activities. The advantages would be that village schemes could share the costs of infrastructure development, such as transportation, and that a combined range of village-based tourism opportunities in a given area would provide greater appeal to visitors. It also suggests promoting the concurrent development of supporting activities such as farming, fishing, transport services and handicrafts to complement existing tourism activities. Since farming and fishing are already primary subsistence activities in most rural areas, integrating these activities with tourism activities is a natural extension of existing circumstances. In this regard, the Farmers’ Association and Fishermen’s Association could offer a potentially useful approach to dealing with some of the problems faced by District tourism enterprises. Cooperative members could combine efforts to develop needed transportation, communication, human resource training and marketing networks in the area.
5.3.7 Lack of Control, Monitoring and Assessment

Tourism development and planning necessitates working with local people for an extended period of time. As such, the regular transfer of agents of development who have established cooperative working relationships and credibility amongst the local community will directly or indirectly affect the effectiveness and efficiency of programme planning and development at the local level. Personnel new to an area often lack background knowledge and the adaptive skills necessary to ensure continuity of ongoing development projects. As a result, there is often duplication of efforts and communication gaps between the development beneficiaries and change agents.

A continual evaluation mechanism should be incorporated into the planning and implementation of tourism development projects. Such evaluation exercises should focus on the progress of projects in terms of quantitative and qualitative indicators; the level of participation achieved; the socio-economic impact of the projects; and the limitations, adjustments, and improvement needed. With this, there will be better accountability and feedback for future improvements in programme planning and implementation.

5.4 Summary

At all stages of the tourism system at the local level, there seem to be some forms of barriers or impediments. Foremost amongst them is the lack of awareness of how tourism functions and operates. There is also a lack of management of the demand in the tourism system as depicted in figure 4 (page 30). This lack of awareness to a
certain extent underscores the lack of cooperation and coordination mentioned by all interviewees.

In terms of the most tangible aspect of tourism development, the Lundu Bridge is both a significant opportunity and a significant threat. While all interviewees identified this major piece of infrastructure as an impediment, when complete the inevitable flow of visitors runs the risk of catching both the community (business sector) and key attractions (such as the Gunung Gading National Park) unaware or unprepared. Again, lack of awareness and human resource development have been identified as key areas of concern.

Apart from the visible bridge, other aspects of infrastructure remain hidden (except at the local level). In particular all local level respondents have identified the supply of water and electricity as problems. As the tourism sector expands and develops, questions about the overall resourcing of the sector will be brought into focus. Parallel development agencies in, for example agriculture and fisheries, are able to offer considerable local level business support and encouragement. The time may soon arrive when parallel extension programmes for tourism development and facilitation will be required to ensure the balanced development of this traditionally uncoordinated sector.
Chapter 6
Conclusion and Recommendations

6.1 Introduction

The preceding chapters of this thesis have presented the issues and challenges of tourism development that are faced by all stakeholders at the local level. The purpose of this chapter is to bring together the outcomes of this research into a cohesive summary. Hence, a brief review of the aims and objectives of this research, as well as the methods employed to achieve them, will be discussed in the introduction part of this chapter. A retrospective account of the progress of tourism development in Lundu-Sematan is then presented and the major barriers or impediments to tourism development in Lundu-Sematan, based on the three central themes discussed in the findings will be summarised. Subsequently, recommendations based on the findings are then discussed and the chapter concludes with the implication of this study for future research.

The purpose of this study was to investigate the barriers and impediments to tourism development within Lundu-Sematan, a key tourism development area in Sarawak as identified by the STMP (1993). Accordingly, the following objectives guided this research:
1. To describe the progress (and processes) made to develop the case study area as a key "site" for tourism development.

2. To identify current impediments and opportunities for tourism development at the local level.

3. To examine the responsibilities and roles of State and Local Government, and the private sector in tourism plan implementation in Sarawak.

4. To review the current management and communication structures that will facilitate local level tourism development.

5. To make recommendations to overcome impediments that will facilitate future local tourism development.

As the primary focus of this study involved the assessment of the Second Tourism Masterplan as a tool for development, with reference to Lundu-Sematan as the case study area for its implementation, a qualitative research framework was employed. This research framework embraced an interpretive approach which was deemed appropriate to get an insider's view of the issues and challenges bewildering planning and development of tourism at the local level. A purposive, or judgemental, sampling procedure was utilised and twenty-one respondents participated in the interviews.

The responses derived from these semi-structured key informant interviews provided a 'personal world view' of the interviewees' perception of the research topic. In a way, this study is perhaps one of the few pieces of research that attempts to examine post tourism plan formulation in Sarawak. To date, there has been little effort and emphasis given to plan implementation, especially at the local level where most of the impact and consequences from tourism are apparent and felt.
6.2 Tourism Development in Lundu-Sematan – Retrospective

The development of tourism in Sarawak began as a means to achieve certain development objectives such as foreign exchange earnings, employment, regional development, and diversification of the State economy. Formal planning for tourism began in 1981 culminating with the formulation of the First Tourism Masterplan for Sarawak (Douglas & Douglas, 1999, p. 19). The recommendations included the provision of tourism-related infrastructure in and around Kuching and the Santubong Peninsula, which included several hotels, and the PATA award winning, Sarawak Cultural Village.

Subsequently, in 1993, the Second Tourism Masterplan (STMP) was developed to replace the former plan as the State’s principal policy document for the overall development of tourism in Sarawak. The objectives of the STMP (1993, Executive Summary, p. EX1) were to:

- Establish a general framework to guide the orderly development of the tourism sector for the period 1993 – 2010
- Develop a marketing plan which will form the basis for the formulation of marketing and promotion programmes and activities over the various Malaysia Plans
- Identify major problems and issues confronting the development of the tourism sector in the State and to recommend appropriate actions and programmes to overcome the constraints
• Identify new investment opportunities that have emerged since the completion of the First Tourism Masterplan and to recommend measures to promote active private sector participation in the tourism industry.

• Enhance the regional dimension of tourism by developing a series of key area plans, which will form the basis for future tourism development.

The STMP (1993) also elaborated on the implementation of an institutional plan, marketing plan, transport plan and provided a summary plan for seven key development areas. It has been almost a decade since the STMP was formulated and this study was undertaken to explore the fulfilment of the STMP as a tool for development, taking Lundu-Sematan as a case study area for its implementation.

6.2.1 The Progress of Tourism in Lundu-Sematan

Overall, this investigation reveals that the progress made to develop Lundu-Sematan as a key tourism destination has been slow. Tourism development in the area appears to be ad hoc and without overall direction. Only a few of the recommendations that were stipulated in the STMP have been actually carried out. Completed projects include the establishment of the Interpretation Centre within the Gunung Gading National Park and the beautification of Lundu town centre. The setting up of a camping site and facilities for picnicking and beach recreation has been put ‘on hold’. One tourism product that is noteworthy and has received some degree of success is the Telok Melano Homestay Programme, which was developed by the Federal Fisheries Development Authority in collaboration with a Kuching-based tour operator.
As indicated in the findings of this research, the lack of tourism-related infrastructure development is one of the major impediments to the growth of tourism in the District. By and large, the availability of infrastructure must take place before tourism facilities are built by private sector investments. The delay in the completion of the Lundu Bridge has hampered access to Lundu-Sematan. Furthermore, the existing provision of electricity and water supply is not adequate to meet current needs, let alone the increasing demand from tourism when the bridge is completed. Hence, this will have an impact on the provision of quality tourism facilities and services in the foreseeable future when tourism demand may be expected to escalate.

The lack of a central coordinating body such as the TTG in Lundu-Sematan is also a contributing factor to the disorganised nature of tourism planning and development in the District. Several structural issues have been identified and reported from this study. These include: the paucity of information and inefficiency of existing forms of communication, poor understanding and lack of coordination, lack of resources—human, financial and authority, the very nature of bureaucracies. A third contributing factor is the lack of community involvement in the planning and development processes for tourism in Lundu-Sematan. Too little has been undertaken to develop and enhance the ‘social infrastructure’ of the local communities so that they are able to be involved in the planning, development and decision making process of tourism in the District. From the findings of this research, it is apparent that much of the development for tourism in the District was prescribed in a top-down fashion.
6.2.2 Planning and Implementation: Assessing the STMP

In the case of Lundu-Sematan, the 1993 Second Tourism masterplan has not been implemented to any significant degree. The masterplan can hardly be described as an important planning document in Lundu-Sematan considering some of the respondents had not heard of it, indicating a low level of awareness on the part of all the stakeholders in the District. In the same way, often implementors at local level were either too busy or preoccupied, and did not have the necessary resources at their disposal to implement a tourism plan. This affirms the Wahab et al. (1992, cited in Hunter and Green, 1995, p. 102) description of the difficulty faced by the Malaysian Tourism Promotional Board in their efforts to implement tourism plans, as many of the Districts in the hierarchy do not regard such plans as important. Clearly, there is a need to clarify the relationship between tourism and other developments such as fishing and agriculture in Lundu-Sematan, and the priorities of the different departments or agencies at the local level (ibid).

6.2.3 Factors Affecting Tourism Planning and Development at the Local Level

There are several factors that may be responsible for this slow progress. Based on the findings of this research, factors that have inhibited the steady growth of tourism in the case study area include inadequate provision of tourism-related infrastructure and the failure of the institutional framework responsible for tourism at the local level to respond to problems and deficiencies as they arise. Therefore the slow progress has left the community with few viable development opportunities, and tourism has not developed as expected.
6.2.3.1 Tourism-Related Infrastructure Requirements

For tourism to evolve and develop properly in Lundu-Sematan, basic tourism-related infrastructure must be in place before visitors will be able to come and appreciate the local tourism attractions. It is generally accepted that easy access to tourism destinations in terms of transportation are prerequisites for the development of tourism. Undoubtedly, as discussed in the preceding chapter, key infrastructure development has not occurred as planned in Lundu-Sematan, and is the greatest impediment towards the growth of tourism in the District. Foremost, is the major problem of access to the District at the moment due to the delay in the completion of the Batang Kayan Bridge. Although there is a ferry service, it cannot accommodate the volume of traffic and does not fully compensate for the lack of a bridge. Thus, the transportation linkage between tourist generating regions, such as Kuching, and Lundu-Sematan as a destination is dampened by the waiting time and the congested flow of traffic. Ironically, in some ways, the delay in the completion of the Lundu Bridge is a blessing in disguise because it holds back demand from over-taxing the resources of local communities, who are currently unprepared for high levels of tourism growth. Nevertheless, the prolonged delay in its construction is unwarranted, and has led to a loss of confidences in Lundu-Sematan as a tourist destination.

Similarly, the supply of adequate quantities and quality of water and electricity is a problem area that needs to be resolved if the growth of tourism in the District escalates, once the bridge is completed. One of the most important requirements for the development of tourism facilities in a tourism destination is an adequate and continuous supply of safe water and electricity for domestic and recreational use, both for the visitors and the visited. Unfortunately, the failure of the Telok Melano mini-
hydro dam, again, demonstrated another inefficiency and ineffectiveness of the public sector in providing public services and serving public interest at the local level. Assessments of the current domestic and future tourism needs, and capacity of existing public utility providers in Lundu-Sematan, should be carried out, taking into account several factors such as low rainfall, water catchment area, and storage capacity. Failure to recognise and deliver such utilities will discourage the private sector from investing in tourism facilities, which in turn will be reflected in the quantity and quality of amenities and services that the District has to offer (to cater to the needs of intending visitors). In the absence and shortfall of the public sector in providing these indispensable public utilities, potential private investors may need to plan for self-sufficiency in their day-to-day operation and management of their facilities. Certainly this is not an inducement to attract private investments to Lundu-Sematan.

6.2.3.2 The Nature of the Tourism Institutional Framework at the Local Level.

A second major impediment that contributes to the slow progress of tourism in the District may be attributed to the weak tourism institutional framework that exists at the local level. Based on the findings of this research, there is considerable evidence of the need for an effective institutional framework if tourism development is to be coordinated, efficiently supervised, monitored and integrated into the overall scope of the State and National development planning. As discussed elsewhere in this thesis, planning in Malaysia is very much undertaken in a top-down fashion. Although there are mechanisms and avenues for policy and plan formulation at the Federal and State level, however, implementation at the local level often lacks sufficient emphasis.
Like any tourism destination, the stakeholders in Lundu-Sematan consist of the local communities, the public sector, the private sector and non-profit organisations or interest groups. A coordinated framework is necessary because of the diversity and fragmented nature of the tourism industry. Tourism planning at the local level should thus provide the catalyst for inputs from various stakeholders involved in tourism development. Tourism development in Lundu-Sematan, however, suffers from a lack of opportunity for mutual consultation and decision-making among the stakeholders. The District does not have a Tourism Task Group (TTG), and tourism is hardly discussed in District Development Committee meetings, unlike other social and economic developmental issues, and thus diminishes the sector as important in contributing towards the overall development of the District. The absence of the TTG at the District level, in some ways, has contributed to other factors within the public sector that inhibit the growth of an orderly tourism development in Lundu-Sematan.

One of the findings derived from this study is the paucity of information at the local level due to the lack of communication between the various hierarchies within the public sector. The ‘distance’ of Lundu-Sematan from Kuching (State) and Federal sources creates possible breakdowns in the information and communication flow. Even though there is a considerable amount of information technology available, the depth and breadth of the Malaysian bureaucracy in some ways does not facilitate a fast and efficient flow and feedback of information. Clearly, the findings of this research demonstrated a lack of knowledge and understanding of the STMP amongst implementors within the public sector at the local level.
Appropriate and adequate communication of essential information about the
development of tourism opportunities in the District, based on the recommendations
of the STMP, has not been diffused to those who will implement them at the local
level. Existing forms of communication (vertical and horizontal) within the public
sector do not ensure that those who are to carry out the tourism masterplan
implementation know what they are supposed to do. Even if have been attempts to
disseminate such information, they have not been sufficiently comprehensive for
those at the local level to take action. The lack of information and effective
communication also contributed to the lack of coordination among various
stakeholders in the District. In the absence of clear, accurate and consistent
information and an effective communication system, the risk to tourism planning and
development in Lundu-Sematan is that it will lose its direction and momentum.

Lack of resources is a chronic problem for the public sector, and such is the case for
Lundu-Sematan. The results of this study show that most of the departments and
agencies within the public sector at the local level are experiencing a lack of staff,
resources - both in quantity and in quality. Added to the shortage of staff is the
problem of experienced staff being transferred elsewhere within the bureaucracy.
Some of the respondents mentioned that often their department or agencies resorted to
multi-tasking of human resources in an attempt to rectify the problem in the short run.
But the impact and demands of tourism on human resources will certainly continue to
pose a challenge to both the public and private sector at the local level. The general
lack of trained, experienced and skilled human resources will have a major bearing on
the effective and efficient implementation of the tourism plan in Lundu-Sematan.
Correspondingly, one other resource that is often lacking within the public sector at the local level is adequate authority to ensure that the STMP is carried out as intended. It is not uncommon, for example in Lundu-Sematan, for development plans (including tourism) to be formulated at distance from the area. While the planning and formulation of a plan is done at these higher levels (State or Federal), implementation is often delegated to various departments or agencies within the public sector at the local level. This poses a challenge, as it tends to create conflict in jurisdiction and sometimes overlapping of functions between Federal and State governments in managing tourism at the local level. One of the dilemmas in Lundu-Sematan is the inadequate specification of authority, which has resulted in each department and agency being incapable or unwilling to coordinate with others. The results of this study clearly illustrate the contribution of this lack of clear-cut authority. The neglect of monitoring, assessment and control mechanisms in the implementation of tourism-related infrastructural projects such as the Batang Kayan Bridge and the mini-hydro dam, are prime examples.

Additionally, the lack of authority to monitor, evaluate and control development plans (including tourism) in Lundu-Sematan may be attributed to the extensive nature of the government bureaucracy and the bureaucratic red tape associated with it. Over the years, there has been an increase in the number of government departments and agencies (Federal and State) functioning in the name of development at the local level. Currently, as previously mentioned, except for the existence of the District Development Committee to discuss overall development within Lundu-Sematan, there is no other central coordinating body specifically for the planning and development of tourism at the local level. Consequently, there is a lack of integration and
coordination between and within the public and private sectors involved in the
development of the District in general and specifically for tourism development. This
has led to unnecessary duplication and overlapping of functions as well as
competition for resources and has greatly affected not only tourism masterplan
implementation but also development as a whole at the local level.

The biggest challenge, in this case, confronting the public sector at the Local, State
and Federal level is “... the task of narrowing the gap between policy formulation
and implementation. Actual implementation of government policies and programmes
take place at a level far removed from where they are formulated. As a result,
communication about the differences in the local conditions can be lost as they travel
up the various levels of bureaucratic hierarchy and the resultant policies and
programmes tend to lose direction and energy where it counts most. Policies are
either misunderstood or there is an absence of goal congruence between the various
levels of government” (Yeop Abdullah, 1990, p. 280). The findings of this research
in many ways affirm Yeop Abdullah’s commentary.

6.2.3.3 The Role of Community in Tourism Planning and Development

Failure of other than a few local people to benefit from tourism is another important
outcome of this research. One of the objectives of the Second Tourism Masterplan
was to enhance regional development, which would contribute to economic benefits
among the local communities in general. Nevertheless, the general lack of awareness
and comprehension of tourism – its opportunities, its benefits and the negative
impacts associated with it - have hindered the involvement of the local communities,
especially the bumiputeras, in tourism planning and development. Being
predominantly farmers and fishermen, their apparent apathy towards tourism development may be compounded by their low level of education. Lack of tourism awareness among the stakeholders at the local level remains a major concern.

Tourism development will have a profound impact on the local communities in Lundu-Sematan. It is crucial, at this juncture, for all relevant stakeholders, from ministries to various agencies such as MOT, STB, Resident and District Office, and development agencies, to ask whether has there been enough effort to prepare the people at the local level for tourism development. Based on the findings of this research, it is clear that in light of the delay in the completion of the Lundu Bridge, very little has been undertaken to build the social capacity of the local communities in the District. Moreover, there is little or no indication that these communities are included and/or involved in the planning and development process of tourism in the area, notwithstanding, one of the premises on which the STMP was formulated was to allow greater community participation to guide the direction of tourism development at the local level. Local communities, thus risk the danger of not being able to cope with the increasing number of visitors and their demands once the bridge is completed. This lack of forward planning and preparation is a concern described by Simmons (1996) "often governments build physical infrastructure without attending to the parallel development of a ‘social infrastructure’…"(p. 4).

From the findings of this research, there is a need for relevant authorities to develop the capacity of the local communities in Lundu-Sematan in order for them to reap the benefits of tourism as expressed in the STMP. As an example, it is worth noting the effort of the Fisheries Development Board (LKIM) to train and educate those
participants in the homestay programme in Telok Melano before the homestay product was launched. Serious efforts must also be undertaken by the other relevant authorities to deploy adequate resources to develop the capacity of the local people so that they can embrace tourism development in a positive manner. As discussed elsewhere in this thesis, acceptance from the local communities is crucial for the development of tourism. To participate fully in tourism development, the government and public sector need to encourage indigenous entrepreneurship among the local communities. Often, their major constraint, alongside lack of awareness and individual capacity, faced by the local communities is the lack of financial capital. The indebtedness of the local fishermen to local middlemen for example is an area that the local authorities need to rectify, in order to correct this economic imbalance, before they can participate fully in the development of tourism in the District.

6.3 Recommendations

For tourism to thrive in a community there must be a conducive environment. Planning for tourism can be viewed as “... an interrelated system of demand and supply factors” (WTO, 1994, p. 5). Demand in this instance refers to the market, and may include international and domestic tourists and local residents using the attractions, facilities and services at the destination. Supply includes “… attractions and activities, accommodation, other tourist facilities and services, transportation, other infrastructure and institutional elements” (ibid). Clearly, there is a multitude of stakeholders involved, and often, it cuts across each other’s boundaries due to its fragmented nature. Yet, before tourism development can materialise, there must be a consensus and support from the local community as “tourism, unlike no other industry, relies on the goodwill and cooperation of local people because they are part
of the product” (Murphy, 1985, p. 153). More often, “tourism’s potential for economic and amenity development has been seized upon by various levels of government, but the result has been top-down planning and promotion that leaves destination communities with little input or control over their destinies” (ibid).

If tourism is to become the successful industry many have advocated, it needs to be planned and managed as a renewable resource industry, based on local capacities and community decision-making (ibid). Obviously, the findings of this study in many ways are in agreement with Murphy. In light of this congruence, the following suggestions have been put forth in the hope that they will help in the processes of planning and development at the Local level in the State.

6.3.1 Tourism Awareness Programmes

As previously discussed, some of the respondents in this study felt that the temporary setback in the construction of the Lundu Bridge is a blessing in disguise. Upon completion, the foreseeable increases in visitors run the risk of catching all the stakeholders at the local level unaware or unprepared. It is nevertheless important to educate and enlighten local communities about tourism — its potential, its benefits, the negative impacts associated with it, and how to mitigate such problems. It is also the responsibility of the relevant authorities such as MOT, STB and TTG to disseminate development plans and programmes, and information about how to cope with tourists with different cultural backgrounds and expectations. Part of this tourism awareness programme may include topics on environmental quality and conservation, especially, the need to protect the water catchment areas within the District, as it is central in the development of tourism facilities in the near future. This educational process must be
continuous and should be conducted on a regular basis using approaches and techniques which are culturally compatible with the context area and can best reach the maximum number of local communities.

Equally, the awareness and understanding of tourism by the public sector also needs to be improved. If the public sector does not understand tourism, it will be more difficult to obtain government support and coordination for the tourism sector. Organizing seminars and more participatory workshops on tourism is often an effective approach to raise awareness of government and public sector policies. Likewise, the tourism industry too needs to update their personnel with relevant information so that accurate and precise information is disseminated to visitors. In this regard, it is also their duty to educate tourists on the destination’s cultural background in order to encourage cross-cultural understanding between visitors and the visited.

Tourism awareness, for these reasons, must be incorporated as an integral part of the tourism planning and development process in Lundu–Sematan. Foremost, it is the responsibility of the TTG, in collaboration with MOT, STB and other relevant authorities, to provide and disseminate information to all stakeholders at the local level in order to engender or enhance awareness, understanding, and appreciation of the importance of tourism. Scholars, such as Doxey (1975) and Butler (1980), remind us of the extent to which local communities will react to increases of tourism development within a destination area.
6.3.2 Training and Human Resource Development

The findings of this study show that there is a lack of trained human resources within the public and private sector for the tourism industry. Appropriate and thorough education and training should be given to all of those working in the tourism industry, as they are essential for the successful development and management of this sector. Employees directly or indirectly within the public sector for tourism need to understand all facets of tourism development. Even if certain matters are farmed out and are conducted by experts, the employees need to know enough about the subject matter to review the work done by the experts.

In the same way, the private sector needs to encourage basic and ongoing training of its employees in order to reinforce service standards as more affluent tourists travel and expect a high level of visitor service. Training should encompass all technical components of the hospitality and tourism industry and be required at every skill level. Such training may include public relations, how to handle complaints and knowledge of the local destination area. Above all, employees (public or private sector) need to have a positive attitude towards tourism, tourists and their work.

Likewise, training for the local communities in Lundu-Sematan should be geared specifically towards the needs of small-scale tourism entrepreneurial activities. Relevant authorities such as MOT, MOCAT, STB and other development agencies should provide a comprehensive training programme which includes business entrepreneurship so that it will assist the local communities in starting community tourism enterprises and help them reap the economic benefits from tourism.

Additionally, advisory and training services may need to be provided to local
entrepreneurs in the initial stage so that the local communities will not lose their momentum in the operation of their tourism business enterprises.

Training and human resource development within both the public and private sector is an ongoing activity and can be undertaken though several approaches depending on the resources (time, money, facilities) at their disposal. One common approach that is often undertaken by the industry is to conduct on-the-job training for their employees, especially for basic skills. Short courses may also be organized as part of a continuing education extension programme for the employees (public and private) in certain matters. These could be done in collaboration with the various institutions of higher learning available in Sarawak, or elsewhere, that are related to tourism in one way or another. Formal university education in tourism and hospitality management is desirable for higher-level positions. Both the public and private sector must assess their particular training needs and decide on the best types of programmes required. Consequently, it is the ultimate responsibility of the Ministry of Tourism (Sarawak) to consolidate these training needs and formulate and develop a strategic human resource development plan for the State.

6.3.3 Community Participation: Inclusion as opposed to Exclusion

The tourism industry depends on the goodwill of the local communities to ensure a positive impact on the tourist and the service providers. As the local communities are most likely to be affected by the influx of tourists, their acceptance and cooperation must be a key component in ensuring a sustainable tourism industry in Lundu-Sematan. Policy makers and administrators, therefore, should be focused on making sure the community feels the benefits of visitors. Active involvement must be
incorporated in all stages of the planning and development process of tourism development within the District, incorporating, where possible, the desires of the local communities. Community participation ensures that the views and knowledge of the local communities in Lundu-Sematan are included in the decision-making process, and that the aspirations of the community are integrated into the determination of development objectives, plans, policies and recommendations.

6.3.4 *Need to Strengthen the Tourism Institutional Framework*

One of the recommendations of the Second Tourism Masterplan was the setting up of a tourism institutional framework. Although the masterplan suggested the setting up of the Sarawak Tourism Coordinating Committee (STCC) and the Tourism Task Group (TTG) at the State and Divisional level, yet, as a further step, a similar Tourism Task Group was not established by the Ministry of Tourism (Sarawak) for the Districts at the local level. From the findings of this study, the tourism institutional framework at various levels within the State can be described as weak and in need of strengthening. The STCC for example, has only recently (in 2002) been reactivated after a long hibernation. Further, not all Divisions within the State have an active TTG.

Based on the results of this research, some of the factors that might contribute to the weakness include lack of strong leadership and a lack of focus in terms of objectives. This may have been overwhelming for the TTG whose members, often may not have the necessary knowledge nor the resources to contribute positively to the development of tourism at their respective areas. It is, nevertheless, important that a similar TTG
be replicated in Lundu–Sematan (and elsewhere) to facilitate the orderly development of tourism at the local level.

Some of the subtle factors that influence the nature of the institutional framework include a lack of clarity on what tourism is and how it should be developed and managed. With a lack of understanding of the concepts and mechanisms of tourism, cooperation and collaboration between and among the public and private sector towards the development of tourism at the local level are often compromised. Perhaps, Simmons (1996, p. 4) is correct to note that in developing countries an underlying problem lies in the fact that the members of the TTG consist of departments or agencies that are “... often associated with existing departments which may significantly influence their ideologies. Notwithstanding, there is a need to establish working relationships between government and non-government agencies.”

Implementation of the STMP is the responsibility of both the government and the industry, and the respective roles of the public and private sectors need to be clearly defined in the implementation process. Although there is a move towards the private sector taking a leading role in tourism development, the public sector is nevertheless needed in areas where the former are reluctant to invest due to the destination’s infancy and call for the intervention of the latter in facilitating the evolution of the destination area. The roles of the public sector in tourism include: coordination, planning, legislation and regulation, entrepreneurship, stimulator, social tourism and interest protector (Hall, 1994). Political commitment to developing tourism in a planned and sustainable manner is essential to provide the foundation for its implementation. Achieving this commitment requires educating policy makers about
the potential importance of tourism in the area and the need to develop it according to sustainable principles. The private sector is responsible for the establishment of commercially viable tourism enterprises with the aim of maximising benefits on their investments over time. Nevertheless, they can play a role of being a gatekeeper to ensure that only desirable tourists come and visit Sarawak, and not to secure business for the sake of having a business. Having 'quality tourists' would not only increase the yield per tourist expenditure, but also curb unnecessary host-guest conflict that can undermine the integrity of local communities. Having and executing proper control mechanism could ensure sustainability of the destination area in the long term.

Clearly, some of the roles and objectives of the two sectors may be in tandem or in conflict in one way or the other. But it is essential that a close cooperation and coordination be maintained between the public and private sectors throughout the planning and implementation process, so that development is coordinated and directed toward achieving common objectives. Hence, the importance of mechanisms such as the STCC and the TTG has never been more relevant than now, especially at the local level. It is critical that these organizations be given proper status and recognition, so that the individuals who are appointed or elected to carry out the duties for tourism development can be legitimised and accounted for. Ample authority should be delegated commensurate to the responsibilities that are going to be shouldered. Further, there is an urgent need to consider the replication of the District TTG to facilitate the coordination of tourism development at the local level.
6.4 Implications for Further Research

This study has attempted to explore and investigate the barriers or impediments to tourism development at the local level, with Lundu-Sematan as the case study area. From the findings of this study, this research has identified some major issues that contributed to the slow growth of tourism within the District. These issues based on the thesis objectives, were discussed under three central themes: tourism-related infrastructure, inadequacy of the tourism institutional framework and community support and involvement. An “insider’s view” approach was undertaken in conducting this study by using key-informant interviews as the main method of data collection, supplemented by informal participant observation and document research. Consequently, this research may be influenced by the respondents’ “world-view” of the environment in which they live, but it was deemed appropriate with the limited resources disposable available at the time of conducting this study.

Nonetheless, there is a need for further research in all aspects of evaluating the tourism masterplan in Sarawak. Verification of the findings in this research would come about through evaluating the tourism plan implementation in the six other areas identified in the Second Tourism Masterplan as key areas for development of tourism in Sarawak. If they were to show similar slow progress and difficulties in implementation, this would suggest that there are conclusive structural and cultural problems in implementation of the tourism masterplan at the Local level in the State.
6.5 Summary

Plans have little value unless they are capable of being implemented, and are actually implemented. Techniques of implementation should be considered throughout the planning process and specific implementation techniques identified and included in the planning programme. Both the public and private sector have an equal responsibility in the success of tourism in the destination areas. Tourism, however, will not flourish without the acceptance of the local community. As such, in the planning and implementation of tourism development plans, their views and inputs should, where possible, be incorporated. This requires political will and commitment on the part of both the public and private sector.
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Appendix 1: Letter of Introduction

30 May 2005

(Name)
(Address)

Greetings from Lincoln University.

This letter will introduce you to a study of tourism planning and development in Lundu/Sematan (with a particular reference to the local level) being conducted by Nazaruddin Haji Hamit for his masterate thesis at Lincoln University New Zealand. Naza is a lecturer at the Faculty of Hotel and Tourism Management, M.A.R.A. University of Technology (UiTM) Sarawak and has a scholarship to undertake advanced study in New Zealand, where Professor Patrick J. Devlin and myself supervise him.

His research seeks to identify the barriers and impediments to tourism development within the context of a developing country. Lundu/Sematan has been selected as a case study area for this research. Previous studies have shown that these planning approaches may not be easily transferable to and implementable in developing countries without considerable adaptation. As such, we would like to know whether this holds true for the case study area but we must gather additional information before we can confirm it. It is hoped that findings from this study will be used to enhance and facilitate the potential of Lundu/Sematan as a leading tourist destination area for Sarawak by integrating current prevailing tourism planning approaches and adapting them to the uniqueness of the area.

This research will employ a variety of research methodologies which include: document or archival research, informal participant observation and personal interviews with local sector leaders. The value of this study depends very much on government and industry experts such as yourself. Naza has also written to the Ministry of Tourism Sarawak for support.

The field research is scheduled from April 2002 and is due to be completed by the end of June. You have been identified a 'key player' whose views would support the research. Naza, Dr. Pat and myself hope that you will be willing to participate in this study by way of a formal interview. The interview is expected to take between 1 - 1 ½ hours and is designed to gain responses to a number of key themes. A copy of the interview themes is attached. Kindly note that there will be opportunities for respondents to raise other themes and issues that they believe can contribute to an understanding of tourism planning and development in the time period covered by this research.

Naza’s Master’s proposal has been properly approved by the Lincoln University, after due consideration by its Human Ethics Committee. As part of gaining ethical approval from the University, we will need to gain your informed consent and make you aware that you can withdraw your consent and hence your participation at any time. This is standard procedure. If you agree to be interviewed, Naza will ask you to sign a consent form before the interview takes place.
With respondents' consent, the interviews will be tape-recorded and subsequently transcribed. (Tape-recording allows the interviewer to be fully present for the interview, instead of half-listening, half note-taking.) Only Naza, Pat and I will have access to the material. The normal social science procedure for referring to and quoting from an interview is to mask the specific identity of the respondent so that individual participant will remain anonymous. If, however, you are happy to be identified, then Naza will note this.

We believe that this research provides a unique opportunity for Sarawak to gain in-depth insights into the implementation of its State tourism plan. It is hoped that you will be able to render your support, collaboration and facilitation in the conduct of this research.

If you require more information about the research before making your mind up whether to assist us, please feel free to contact me. If you do not require further information, would you please contact Naza directly to let him know whether you are willing to be interviewed and so that he can organise a suitable interview time. Naza's address (as of 1st April 2002) is:

Nazaruddin Haji Hamit
372, Lorong 4C1
Jalan Kampong Siol Kandis
93050 Petra Jaya
Kuching

Phone: 082 - 443 069

Email: naza_h.hamit@yahoo.co.uk.
(As of 1st April 2002)

hajihanl@lincoln.ac.nz
(Before 1st April 2002)

As I indicated above, please feel free to contact me about any aspect of this letter or the research.

Yours sincerely,

David G. Simmons
Professor of Tourism
email: dсимmons@lincoln.ac.nz
Appendix 2: Interview Guideline

1. Personal History
   • Can you tell me about your professional background and how you came to be involved in tourism (planning/development/etc.)?
   • Could you furnish/provide me with a brief chronology of your career to date, as a practitioner/administrator/(and perhaps policy maker, etc.) in Sarawak’s tourism industry?

2. Background of Sarawak’s Tourism Industry
   • Can you describe how tourism evolves and came about to be prominent thus far in Sarawak?
   • What role does tourism have on the State economy?
   • Who or which organization(s) has/have been instrumental/active/influential in the development of tourism in the State?

3. Opportunities and Impediments for tourism development at the local level
   • What are the opportunities for tourism development in Sarawak? Kuching? Lundu/Sematan?
   • What impediments do you foresee that will inhibit such opportunities?
   • How can such impediments be rectified/mitigated?

4. Responsibilities and Roles of Federal, State and Local Government and the Private Sector in tourism development
   • What is/are the role(s) & responsibility (ies) of the Federal, State, Local Government & the Private Sector in the development of tourism in Sarawak?
   • What are the issues/concerns/problems in executing your roles and responsibilities in Sarawak?
   • How can these issues/concerns/problems be rectified/mitigated/overcome?

5. Management and Communication Structure that will facilitate local level tourism development
   • Can you describe the current tourism system/management structure in Sarawak?
   • Does it facilitate or inhibit/restrain/hinder/hamper communications with all stakeholders within the tourism industry?
   • How can this system/structure be enhanced to facilitate the development of tourism?
Appendix 3: Sample Consent Form

CONSENT FORM

FOR PARTICIPANTS

Masters Thesis:  Tourism Planning at the Local Level: A Case Study Of Lundu/Sematan (Sarawak, Malaysia)

I have read and understood the description of the above-named research. On this basis I agree to participate as a participant in the research, and I consent to publication of the results of the research with the understanding that anonymity will be preserved if I so wish. I understand also that I may at any time withdraw from this research, including withdrawal of any information I have provided.

Signed: ___________________________ Date: ___________________________

Name (in CAPITAL BLOCKS): ____________________________________________
## Appendix 4: Matrix of Respondents

<table>
<thead>
<tr>
<th>Type &amp; Level of Authority</th>
<th>Federal</th>
<th>State</th>
<th>Local</th>
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</thead>
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<td>Ministry of Tourism (M.O.T) Sarawak</td>
<td>Kuching Residence's Office</td>
</tr>
<tr>
<td></td>
<td>Malaysian Tourism Promotional Board (Tourism Malaysia)</td>
<td>Chief Minister's Office (Human Resource Unit) Sarawak</td>
<td>Lundu District Office</td>
</tr>
<tr>
<td></td>
<td>Fisheries Development Authority of Malaysia (LKIM)</td>
<td>Sarawak State Planning Unit (S.P.U) Sarawak Tourism Board (S.T.B.)</td>
<td>Sematan Sub-District Office</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Forestry Department (National Park &amp; Wildlife) Sarawak Development Corporation (S.E.D.C.)</td>
<td>Jabatan Perikanan Laut (Marine Fisheries Department)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>State Development Office (S.D.O)</td>
<td>Jabatan Pertanian (Agricultural Department - Inland Fisheries)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Gunung Gading National Park Office.</td>
</tr>
<tr>
<td>Total</td>
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<td>7</td>
<td>6</td>
</tr>
<tr>
<td>Private</td>
<td>Sarawak Tourist Association (S.T.B.) Sarawak Tourist Guide Association</td>
<td></td>
<td>Tour Operators/Travel Agencies</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Persatuan Peladang (Farmers' Association)</td>
</tr>
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