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**Local Participation in Tourism Planning:
The Case of Nueva Valencia
(Guimaras, Philippines)**

by

Doreen Camposano-Cortez

**Submitted in partial fulfillment of the
requirements for the degree of Master of Arts**

at

**Dalhousie University
Halifax, Nova Scotia
April 2001**

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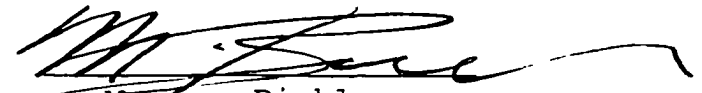
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DEPARTMENT OF INTERNATIONAL DEVELOPMENT STUDIES

The undersigned hereby certify that they have read and recommend to the Faculty of Graduate Studies for acceptance a thesis entitled "Local Participation in Tourism Planning: The Case of Nueva Valencia (Guimaras, Philippines)" by Doreen Camposano-Cortez in partial fulfillment of the requirements for the degree of Master of Arts.


Dated: 11 April 2001

Supervisor:


Marian Binkley

Readers:


Frank Palermo


David Vanderzwaag

DALHOUSIE UNIVERSITY

DATE: April 11, 2001

AUTHOR: Doreen Camposano-Cortez

TITLE: Local Participation in Tourism Planning:
The Case of Nueva Valencia
(Guimaras, Philippines)

DEPARTMENT OR SCHOOL: International Development
Studies

DEGREE: Master of Arts CONVOCATION: Spring YEAR:2001

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To Adrian, whose inquisitive spirit, brought out
the researcher in me.

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Abstract

Tourism growth has accelerated over the years. With human traffic across continents, many countries see tourism as a major economic opportunity. Thus, extensive development such as construction of resort estates and golf courses takes place. Oftentimes, however, this brings adverse impacts, which require planning. While it is necessary to plan, it is likewise important for planning to be participatory particularly at the community level where the impacts of tourism can be greatly felt.

Acknowledgements

In completing this case study, I am grateful to many people. I would like to thank the kind people of Nueva Valencia for sharing their valuable resources with me. I also owe deep gratitude to the members of my committee, Prof. Marian Binkley, Prof. Frank Palermo and Prof. David Vanderzwaag, whose advice and guidance have been invaluable.

I also thank my colleagues at the University of the Philippines in the Visayas, for all their encouragement. I am very grateful to the Filipino students, the Filipino community here in Halifax and to my family and friends back home for all their prayers and moral support.

I am indebted to many institutions. Without the support of the Canadian International Development Agency (CIDA) through the Island Sustainability, Livelihood and Equity (ISLE) Program, this research would not have taken place. I also thank the Canadian Urban Institute, the Department of Tourism (Region VI), the Provincial Tourism Office (Guimaras), for providing me with much needed data.

Above all, I thank God for providing me with countless blessings all these years.

Chapter I - Introduction

I. Overview

Considered as one of the fastest growing industries in the world today, tourism generates billions of dollars annually. This happened as more and more people have begun to travel to remote places they have never dreamed of reaching a decade ago. As a result of these multitudinous human movements across continents, many countries see tourism as a major economic opportunity. Thus, governments would concentrate the use of their resources such as land, money, and people to develop this sector. Extensive tourism development in the form of resorts, hotels and golf courses then take place. What are then the impacts of these efforts?

Tourism as an industry, is comprised of various private and public enterprises, such as resorts, restaurants, hotels among others. Thus, tourism should be recognized as a form and agent of change (Butler 1992, 34) because related activities inevitably

transform the natural environment and subsequently affect the residents of tourist sites or destinations. These changes have the potential to be beneficial or detrimental. Why does tourism bring positive effects in one area but negatively impact other places? The answer, according to the World Tourism Organization (WTO) lies in planning (1998, 27). WTO asserted that, "Through *careful planning*, systematic implementation of that planning and continuous effective management of tourism, the benefits can be maximized and problems minimized" (1998, 31). Carefully drafted plans, however, do not automatically lead to the maximization of benefits and minimization of problems. It is equally important to consider who is involved in the planning process. Taking these notions into account, this research seeks to examine local participatory efforts in tourism planning at the Municipality of Nueva Valencia in the Philippines.

II. Objectives and Research Hypotheses

Many countries have established national plans¹ to direct them in their efforts to develop tourism. While these guidelines have become widely used tools, they need to be translated and implemented at the local level². How valid is this need? What considerations do we have to make when carrying out tourism plans at the level of the municipality? Taking into account the notion of local participation, how do participants influence the outcomes of tourism planning? What challenges do they encounter as they engage in laying down guidelines? Mindful of these questions, this case study is, therefore, guided by the following objectives:

- To establish the importance of tourism planning;
- To describe tourism planning activities in a decentralized municipal setting;
- To establish the importance of participation in tourism planning;

¹ For more discussion on national tourism policies, see Go and Jenkins (1997), Hall and Jenkins (1995) and Richter (1993).

² Local level in this study refers to the municipality.

- To describe the roles of various individuals, groups and organizations who are involved in local tourism planning; and,
- To identify the problems and issues that have taken place as a result of local participation in tourism planning.

By examining the experience of a municipality in tourism planning, I hope to achieve the objectives I have set.

III. Scope and Limitations of the Study

This study focuses on tourism planning activities in the Municipality of Nueva Valencia in the Philippines. This research, which follows a case study format, has certain limitations. Case studies are found to be problematic because of certain flaws, according Hall and Jenkins (1995,98). This critique was based on the following observations:

- (Case studies) do not lend themselves to generalization;
- they are difficult to remove from their own detail;

- they are generally not applied in a sufficiently scientific way to advance theory; and
- they rely upon historical, descriptive chronology and lack consistency in scope, context and conceptual cohesiveness.

On the other hand, Hall and co-authors (c.f., Hall and Jenkins 1995, 98) also argued that case studies could be used as explanatory tools because:

- they help in understanding how policy develops;
- they help where there is considerable scale and complexity in policy tasks; and,
- they identify the purposive behavior of actors involved; that is, why decisions were made.

It is difficult to make generalizations vis-à-vis relationships between local participation and the way tourism planning was carried out. My findings may only be valid in Nueva Valencia although they appear to reinforce some observations about local participation in planning activities that were documented in the existing literature.

IV. Academic and Practical Significance of the Study

This descriptive study generated primary and secondary information that could assist scholars and researchers interested in exploring and understanding the local participation in tourism planning.

While far from being conclusive, this case study could provide insights into the dynamics of local community involvement in tourism planning. A copy of this study will be given to the Municipality of Nueva Valencia and can assist local authorities and other interested groups in their planning activities.

V. Methods and Activities

To achieve the objectives set, I employed various qualitative research tools. I initially conducted a review of literature on tourism planning, participation and on other relevant concepts at Dalhousie University. In the Philippines, I also conducted library research at the Asian Institute of Tourism and the National College of Public Administration and Governance, both located at the

University of the Philippines (U.P.) in Diliman. I also gathered secondary data from U.P. in the Visayas to strengthen my information on local participation, the importance of decentralization and other data relevant to my study. I obtained a copy of the Philippine Tourism Master Plan as well as other existing tourism plans formulated by the Department of Tourism (DOT) from its regional office in Iloilo City (Philippines). I also received the Nueva Valencia Strategic Plan and related documents from the Canadian Urban Institute (CUI) both at its Iloilo City and Guimaras Island offices. As well, I generated information on local tourism planning of Nueva Valencia from the local minutes of the meetings, proceedings, reports, and workshops that have been conducted to support and achieve the objectives of the local tourism plan. I also gathered information from key informants identified as those who participated in the local tourism planning activities. Informal interviews with community residents all over the

municipality supplemented the data. I also went around Nueva Valencia and took notes of the diverse existing and potential tourist attractions that were identified and validated by the municipality's residents.

VI. Study Area

I chose the Municipality of Nueva Valencia located on the island of Guimaras in the Philippines as my study area. This town was one of those municipalities, which had formulated strategic directions for its own tourism development. The experience of the municipality of Nueva Valencia in tourism planning is worth examining because these activities gave the residents of Nueva Valencia an opportunity to participate in formulating their own tourism guidelines. I will discuss the characteristics and features of Nueva Valencia later in the study.

VII. Partnerships

My research committee is headed by Dr. Marian Binkley and she supervised and directed me in my research activities. Prof. Frank Palermo and Prof. David Vanderzwaag provided valuable comments and suggestions necessary to complete my study. Individuals and groups who provided the much-needed data were described in my Methods and Activities section.

VIII. Outline of the Study

In this chapter, I have discussed the overview of the case study. I briefly presented the importance of participatory planning in tourism, the objectives and research hypotheses for the case study. I discussed the scope and limitations of the case and the significance of the research. I also described the methods, activities and my academic committee.

In the following chapter, I will discuss in detail the rapid growth of tourism and how this phenomenon has affected both developed and developing nations. I will include examples of tourism's impacts.

I will also describe in this chapter, the concepts of planning, participation, decentralized setting, tourism planning in the Philippines; and presented examples of well-planned destinations.

In the third chapter, I will provide a general profile of the case study area. I will also describe, in detail, my observations of the planning activities and the way groups and individuals participated in these activities. I will also analyze the observations I have made about the planning activities that took place in Nueva Valencia.

I will conclude this study by presenting the insights I gained from the study. I will raise questions that were formed as a result of my observations of the tourism-related planning activities in Nueva Valencia.

Chapter II-Review of Literature

I. The Tourism Problematique

Tourism has become a major revenue earner, making it a considerable force in both developed and developing economies (McLaren 1998, 13; Anonymous 1998, 3; World Tourism Organization 1998, 13). Looking at the figures on tourist arrivals and tourist receipts published by international tourism organizations, one is amazed how tourism has become the world's largest industry whose far-reaching influence has touched all aspects of society. In a span of twenty years, between 1970 and 1990, international tourism grew by 260 percent (Wearing and Neil 1999, xiii). The World Travel and Tourism Council (WTTC) had forecast that in 1999, 11.7 percent of world's gross domestic product would be directly and indirectly generated by the tourism sector (Anonymous 1999, 41). Close to 200 million jobs would be provided and this figure is predicted to rise by more than five million jobs a year in the next ten years.

The World Tourism Organization (WTO's) study, *Tourism: 2020 Vision*, predicted that 1.5 billion tourists will be visiting foreign countries every year annually by the year 2020; these tourists will be spending more than US\$2 trillion - or US\$5 billion everyday (Frangialli 1999, 42). Frangialli(1999, 42) observes that "These forecasts represent nearly three times more international tourists than 625 million recorded in 1998 and nearly five times more spending, which last year topped US\$ 444 billion".

The growth of tourism accelerated especially when foreign exchange had been liberalized and travel restrictions relaxed after World War II (Go 1997, 4). Travel has also been influenced by increased income brought about by industrialization, the introduction of holidays and vacations in the late 19th century, the advancement of computer technology and the improvement of transportation systems (Mason 1990, 90; McLaren 1998 13; Mowforth and Munt 1998, 17; Price 1996, xiii). Others getting bored with the routine nature of their work look forward to having a

temporary change of environment to regain their strength and rejuvenate themselves before facing the daily grind again (Price 1996, xvii; Schwarz 1997, xvii). In addition to this, modern travel has also been fuelled by the desire of people to experience 'exotic cultures'. Hitchcock and co-authors(1993, 3) also noted that "the very fact that the visitor is separated from everyday social realities may be enough to engender much of the sense of 'otherness'". Cohen(1996, 228) mentioned that "(t)he nostalgic yearning for our beginnings, for the roots or origins of our modern human existence is according to some authors a powerful mythical and religious motif; it is also a potent touristic motivation of moderns expressed in the quest for the primitive savage".

II. Promises of a Packaged Paradise

The figures representing tourism growth discussed earlier, suggest that the motives behind tourism could be potent driving forces and a lot of countries (especially developing ones) that have resources potentially convertible into tourist attractions see

these trends as opportunities to generate much-needed foreign exchange (Walton 1993, 215-216; Honey 1999, 4, Jenkins 1997, 52-53).

In addition to this, tourism can also generate additional income for the government through taxation such as sales and corporate taxes (Walton 1993, 215-216). And to further justify the need to promote and develop tourism, it is also argued that tourism is insulated from restrictions or tariff barriers (Walton 1993, 215-216, Jenkins 1997, 53). For example, Jenkins (1997, 53) noted that affluent countries do not limit the amount of money their residents take with them to spend abroad, thus enhancing tourism receipts in tourist receiving countries. Another important reason is the potential of tourism as an employer (Walton 1993, 215-216). The figures mentioned earlier in the study supported this observation. Walton(1993, 216) also added that, "(tourism) has intermediate or indirect effects and therefore has important linkages or carry-over effects with the rest of the economy, e.g. demand for locally produced food, handicrafts, etc.". With all these potential benefits, tourism is

embraced by developing nations as their "passport to development."³ The following discussion suggests that tourism increased rapidly because of some socio-cultural, political and economic changes over the last hundred years or so.

III. Impacts of Tourism

Tourism, highly reliant on human and natural resources (McKercher 1993, 14), can be highly extractive. To a large extent, tourism development can radically transform physical as well as the human resources of the tourist site or destination. These changes can be physical, economic and socio-cultural (Mason 1990,22-77; Lea 1988,22-73; Bramwell et al. 1996,25-39; McKercher 1993,6-15).

The physical environment is employed directly as a fundamental element or input in tourism activities (Bramwell et al. 1996; Wong 1993). Individuals or groups go trekking along mountain trails, climbing summits, bathing and swimming in the sea, hiking through forests and woods or just lying on the sand. When utilizing these physical elements, certain

³ A phrase borrowed from Emmanuel de Kadt's book: *Tourism: Passport to Development?* (1979).

impacts arise. As already emphasized the consequences may either be positive or negative. Lea (1988) noted that positive impacts of tourism development would include conservation and protection of national parks and preservation of sanctuaries. Moreover, infrastructure supporting tourism development such as communication facilities, improved roads and transportation systems can benefit the people. But Bramwell and co-authors argued that "there is a wider range of potential negative than potential positive environmental impacts associated with tourism" (1996, 38). Waters get polluted, coral reefs are damaged, forests are destroyed, mangroves and breeding sites of endangered species are harmed beyond repair (Mason 1990, Lea 1988, Bramwell et al. 1996). McCarthy (1994, 35) wrote that a "five-star hotel room can require around 500 liters of water per day" depriving nearby communities of 500 liters of water for rice cultivation.

Aside from the physical changes caused by tourism development, changes in the economic activities can

also take place. Through tourism, tourist expenditures can increase revenues, local economies can benefit through additional employment opportunities. As well, infrastructures such as roads are built.

Transportation and communications systems needed to support tourism development can also be beneficial to the host community. In Bali, Indonesia, the revival of traditional jewellery making employed more locals (Mason 1990, 65-66). Local residents also provided transportation services such as boats, motorcycles and, taxis. "At the *banjur*⁴, a large proportion of tourist revenue was invested in temple maintenance, dance costumes, handicraft materials and orchestral instruments, as well as agricultural improvements and school buildings (Mason 1990,66)." Residents in Galapagos were able to work as guides, crew members on boats while others owned restaurants, snack bars or souvenir shops as result of tourism (Garces and Ortiz c.f., Boo 1990, 104).

⁴ Indonesian term for village.

But tourism scholars also observed negative impacts (Bramwell, et al. 1996, Lea, 1988, Mason 1990.) For example, in Bali, although the locals were given employment, these were part-time and seasonal jobs. The local hotel owners had a difficult time staying profitable because of uneven competition from big hotel owners (Mason 1990).

In addition to the physical and economic changes brought about by tourism, it can also have social and cultural impacts. According to Mansperger (1995, 87), "The expansion of international tourism over the last few decades has led to an increase in the amount of contact between tourists and peoples from small-scale societies. Within these societies, the impacts resulting from tourist-host interactions are often substantial, resulting in numerous cultural changes". Through tourism, traditions, festivals and, revival of local arts and crafts can take place (Mason, 1990, 24).

Tourism can also promote understanding, tolerance and appreciation of cultural differences (Bramwell, et al. 1996, 38). Mansperger (1995, 61) noted that the

Yap in the Pacific had established "educational contacts between people of different cultures. Tourists were allowed to stay in the homes of locals and 'meaningful and educational conversations' would occur". But there were negative impacts that also resulted from tourism. "Like the apocryphal lemmings, the tourist march to the perimeter is underway; in this case, it will be the host area-including its people and their cultures-rather than the invading humans, that will die" (Valene Smith c.f., Price 1996, xiv).

Commercial pressures can alter how local crafts are produced (Mason 1990, 30). Social and cultural costs of tourism development can also take the form of "massive and destructive alterations in local culture" (Greenwood 1989, 179). Other documented negative consequences arising from tourism development have also been noted in Ubud, Bali (Indonesia):

(H)alf-naked tourists wandered around entering our holy temples in bikinis, taking pictures of almost anything that passed by, and disturbing working villagers as though the locals were occupants of a

looked at us as if we were human bodies bearing animal souls. They climbed our shrines to get the best position to photograph our praying priests - and they touched, and even stole away our religious offerings (Mason 1990, 30).

The following section illustrates how tourism development has affected the Philippines.

IV. Tourism in the Philippines

Located in the middle of the Philippines, Boracay is a small island well endowed with natural resources that are conducive to coastal tourism. Before the advent of tourism, Boracay Island was a fishing and farming community. The steady increase in visitor arrival on the island soon paved the way for widespread tourism development. Moreover, the development was given legitimacy by the government's declaration of the area as a major tourist zone. Valene Smith (1992, 148) cited in her article the possibility of water shortage and problems with

sanitation, which, a decade later became a reality. With garbage increasing as the number of tourists rose, the environs became polluted with inadequate garbage disposal systems. These poor practices poisoned the waters. Green algal blooms growing along the beach, especially near densely populated areas proliferated, indicating that domestic sewage seeped through the sand (Parco 1997). Moreover, corals, mangroves and other plant life that are essential in maintaining ecological balance have been destroyed (Labiste 1997, 5; Villa 1999). Besides the physical harm in the environment that was widely noted, health-related problems rose because water sources have been contaminated by domestic waste (Republic of the Philippines 1998, Herrera 1997, 6).

Uncontrolled tourism development in Boracay Island, significantly transformed the economic base of the people in the island from the traditional but sustainable livelihood in fishing and farming to service industries in tourism. Local residents who did not have the skills to work in the higher-paid

tourism jobs, ended up becoming stevedores, waiters, boat operators and in other low-paying seasonal jobs (Nicholson 1997a, 17). Moreover, the local residents suffer from the rising food costs brought about by increase in the demand from tourists and other migrants.

The changes that took place on Boracay Island are not an isolated case. In different parts of the country, there are documented observations of these adverse effects. In Clark Field, Pampanga, one of the provinces located on Luzon Island, 457 Aeta⁵ and Kapampangan⁶ families were barred from engaging in farming activities as their ancestral lands had been earmarked for golf and tourism activities (Orejas 1999, 1). Such circumstances resulted in hostilities between displaced groups and the government authorities. On Samal Island, Davao located in Mindanao, Nicholson (1997b, 30-45) documented the problems that included the conflict over resettlement

⁵ *Aetas* are dark-skinned people who are also called Negritos. This group is considered to be among the earliest to have settled in the Philippines.

⁶ The Kapampangans is a collective term referring to those living in Pampanga, one of the provinces in the Philippines.

of farming communities about to be displaced by these development efforts.

Another case that illustrates the negative impact of tourism on the environment is the study of Wilfredo Alangui from the Tebteba Foundation, a global policy research center based in Baguio City located in Northern Luzon (Malanes 1999, 1). This study cited tourism as the major reason in the fast extraction of forest resources, which also happen to be the watershed of the world- famous *Banaue*⁷ rice terraces (Malanes 1999, 1). "Tourism has encouraged the commercial production of wood carvings and handicraft and this helped deplete local forest resources of the *Ifugao*⁸, according to the study (Malanes 199, 1)".

Aside from the threat to the Ifugao indigenous forest, the same research work pointed out that local traditions have also been affected by tourism activities.

⁷ Located in Northern Luzon (Philippines) and is world-famous for its rice terraces.

⁸ Indigenous peoples of Northern Luzon (Philippines).

The *Ifugao* farmers have been engaging in a cooperative farming practice called *ug-ugbo* for women and *bachang* for men; this helped sustain and nurture the rice terraces for generations (Malanes 1999, 2). "Under this cooperative practice neighboring farmers would go voluntarily as a group to one field, to clean weeds, plant or harvest rice, and repair eroded terrace walls or irrigation canals. The owner of the field would just provide the food and was expected to help when another neighbor needs help in the future" (Malanes 1999, 3). Such practices are no longer engaged in. This happened because the local economy has been transformed, as residents preferred white-collar jobs in the tourism industry or have become entrepreneurs, or would pose before a tourist's camera for a fee.

The same study indicated that tourism activities have direct impacts on *Banaue's* water supply. "In the *poblacion*,⁹ the community now has to share water with

⁹ A *poblacion* is originally a Spanish term which means 'town'. This term also means 'town' or 'town proper' in the Filipino language.

the growing number of hotels, lodges and restaurants servicing tourists who come to the area" (Malanes 1999, 2). Moreover, rice paddies dried up because of lack of water and to cater to tourist and visitor demand, farmers began planting vegetables. According to the study, these practices could damage the fertility and ecology of the rice terraces because this type of farming requires use of chemical fertilizers and pesticides (Malanes 1999, 3).

What do the above examples tell us about tourism impacts? That tourism if not properly controlled can have negative consequences. It can lead to the occurrence of complex problems. For example, instead of equitably distributing social, economic and ecological benefits among those who have direct involvement in tourism development as well as those who are not part of tourism (i.e. local residents who live in host environments or tourist destinations who do not have direct involvement in tourism), only a few sectors profit from tourism. The case of Boracay Island illustrates that tourism development is more

beneficial to the rich land owners (both foreign and local) than to the local residents or the natives of the island. This privileging of interests is also apparent in other examples. The plight of the *Kapampangan* farmers also demonstrates this when they were not allowed to farm their ancestral lands.

As the examples illustrated, tourism apparently favor some individuals and groups at the expense of others. Thus, ways and means to strike a balance between the many competing interests are continually sought. One of these means is through planning.

V. The Importance of Planning in Tourism

As emphasized elsewhere, tourism development if not controlled could lead to many problems. Thus, planning should be instituted to mitigate the negative impacts and bring about more benefits. WTO has maintained that planning is essential so that socio-economic benefits can be received by society while environment and local culture are protected (1998, 41).

Santa Rosa, the largest tropical dry forest in Costa Rica illustrated the benefits of planning. The success in Santa Rosa was achieved through "a series of strategies (infrastructure, training, management, financing, conservation, and others) that are aimed at providing for planned growth by using sustainable and environmentally sensitive systems wherever feasible (United Nations 1999, 42-43)".

Planning should "apply a flexible, comprehensive, integrated, environmental and sustainable, community-based and implementable approach (WTO 1998, 41)". A time period should also be taken into account when planning for tourism. According to Hatton (1999, 5), steps in tourism planning include the following:

- Getting organized - a local team or action committee should be formed to formulate assessment procedures. The team should be widely inclusive and action oriented.
- Identify community values - spend time determining what the community expects to get from tourism, what it is willing to contribute and what it is not willing to give up. Survey community members to determine their interests and values. It is important to determine the boundaries of tourism.

- Visioning process- use community meetings to establish the vision and set broad goals. Seek community involvement and commitment to the ends.
- Inventory of attractions- determine what the community has to offer tourists. Identify these attractions by category and the kind of tourist who would be attracted.
- Assessment of attractions - each attraction requires an in-depth analysis of its potential, including clear and detailed examination of the quality of the attraction and tourism target market.
- Establish objectives - treat the attractions as units, and develop objectives for each of them, complete with cost/benefit analysis.
- Impact analysis - determine the potential economic, social and environmental costs. Create plans to minimize or overcome these costs.
- Business Plan - select priorities, establish yearly objectives including funding sources, and identify target goals.
- Marketing Plan- develop marketing strategies for each attraction.

Pradhan (1997, 21-22) also mentioned similar stages of planning, including the following steps: establish a goal or objective, define present

situation, identify aids and barriers, and develop a set of action plans.

Inskeep (1994, 12) considered the following steps for planning:

- Study preparation;
- Determination of objectives;
- Survey of all elements;
- Analysis and synthesis;
- Policy and plan formulation;
- Formulation of other recommendations; and
- Implementation and monitoring.

VI. Examples of Effective Tourism Planning in the Philippines

A major contribution of the government under former President Corazon Aquino was the formulation of a long-term policy framework for tourism development, the Philippine Tourism Master Plan (TMP). Supporting this long-term strategy is a five-year medium-term action programme covering policies that will direct efforts to develop tourist accommodation facilities, transportation -including airport development and civil aviation policy, marketing,

product development, training and manpower development, and for institutional organization of the public and private sector (Rieder 1997, 230). The succeeding governments of Fidel Ramos and Joseph Estrada continued to be guided by the policies in the Tourism Master Plan (TMP). In the words of former President Ramos: "Where tourism used to be considered almost as an afterthought to large sectors of the economy, today it occupies its proper place-a major position-in fact in the global scheme of government policy concerns and people interests (Lazaro 1997, 16)". His statement underscored the imperative to include tourism in the development planning efforts of any government.

The major thrust in the TMP is to develop the Philippine's three major island groups into tourist zones, each specializing on different development schemes. "Luzon will focus on golf, sports and beach development; Visayas, on resorts and cultural heritage attraction; Mindanao, on exotic wilderness and cultural destinations (Abadilla 1997, 13)". In

addition, the TMP identified special tourist destinations, which include among others, Baguio City in Northern Luzon, Boracay Island in Aklan, and Samal in Davao (Abadilla 1997, 13; See also The Philippine Tourism Master Plan 1991).

How have these guidelines been translated in the different areas in the Philippines? In a lot of areas that I have mentioned earlier, it seems that the TMP has not been followed effectively. There are, however, areas in the Philippines that have effective planning. These tourist destinations have managed to promote responsible tourism. One of these is Villa Escudero, a coconut plantation and a resort, located close to the borders of the provinces of Quezon and Batangas, south of Luzon Island (Hatton 1999, 56). This plantation resort, home to a village occupied by 125 families, operates on agri-tourism theme and apparently is a product of good planning (Hatton 1999, 55). Conrado Escudero, grandson of Don Placido de Leon Escudero who bought the coconut plantation in 1860, foresaw that coconut industry would face crisis. Thus,

in the 1960s he decided to convert the farm into a resort. It has been almost three decades and the resort is still a popular haven. It seems that the owners of the resort plantation make sure that the residents benefit from it through employment, education and medical care, among other basic needs. Hence, Villa Escudero's operation as a farm resort has been sustained. Villa Escudero's plans to build more facilities take into consideration the impacts these changes are going to have on the environment. Thus, facilities like the butterfly farm and convention center shall blend with the plantation environment and will be managed by the community within the plantation (Hatton 1999, 54-57).

Another example of a product of effective planning is El Nido resort, located in Northern Palawan. This remote resort was a result of corporate planning created by Ten Knots Corporation. The emphasis placed by Ten Knots on community involvement in terms of operating the two resorts it owns in El Nido (One on Miniloc Island, the other on Lagen

Island) appeared to be the reason why these tourist destinations have been kept ecologically healthy. Ten Knots works with the community on environmental protection and educate them of the importance of the environment as a primary resource for tourism. Local community residents also benefited from this relationship with Ten Knots, through employment and other economic opportunities like lending programs (Hatton 1999, 48-53).

The efforts discussed in the examples, underscore the need to engage in actions that will lead to desired results in the future. There is the apparent attempt to minimize uncertainty of possible negative outcomes in the future. Thus, people have come up with ways and means to overcome these challenges. Such controlling mechanisms are an essential part of planning. As Phatak(1992, 70) noted: "All planning is concerned with the future; it is concerned with deciding what an enterprise wants to be and wants to achieve-how to attain these aspirations, allocate resources, and implement designs". The World Tourism

Organization or WTO (1998, 42) maintained that planning are decision-making guides on "appropriate future actions". And it is an imperative to plan when there are not enough financial capabilities and supporting facilities (Amatong 1994, 18).

It is, however important to note that while the community residents have benefited from the well-planned resort development presented in the two examples, there is no indication that residents were involved in the planning stages. Evidence of local participation in tourism development in the Philippines is not yet prevalent.

VIII. The Need for Participatory Planning

Apart from the need to plan tourism development, it is likewise important to consider who participates in the planning process. This is important because there are diverse participants in tourism development who have equally diverse interests and needs:

Tourism is the industry of tour
operators and transport companies,

catering and entertaining contractors, builders of second homes and caravans, manufacturers of camping and caravanning equipment, architects, souvenir shops, the automobile industry, and banks and insurance companies. Everybody wants more business, a larger slice of the market. They will move heaven and earth, and use well-contrived methods to reach their goal. The countryside, the most beautiful landscapes and the most interesting cultures form the theatre of operations of this industry (Mason 1990, 44).

This example includes groups and individuals who have largely economic interests in tourism. Similarly, The Economic Planning Group of Canada (1999, 25) noted that a 'community' includes: tourism businesses, other members of the business community; various community organizations and associations; municipal/regional staff, e.g. recreation department; regional tourism associations; the general public;

municipal/regional politicians; regional office of various provincial and federal departments. But these definitions apparently limits the membership of a community only to those who are formally organized and may be, albeit in varying degrees, interested in financially profiting from tourism. The above notions of a community do not include those individuals and groups who are affected (positive or negatively) by tourism, like residents of the host environment or destination areas. Examples cited earlier emphasized how tourism negatively impacted these often-marginalized members of the community. As well, there are also non-state actors who may not be directly part of the industry, like non-governmental organizations but who are interested in tourism because of the potential harm it can bring on society.

According to the Economic Planning Group of Canada (1999, 25), involvement of the community members "will vary but it is important to allow for

inputs from all of them when designing the process for preparing your community tourism plans". But Jaensch noted that "human societies are not composed entirely of rational and selfless people" whose interests may not agree with other people's interests and ... "contain a potential for conflicts for politics" (c.f., Hall 1994,1). Thus to balance the diverse interests in the community, there is a need for "co-ordinated and integrated tourism planning that arises out of the need to balance the interests of different groups (Pradhan 1997, 22). Diagram 1 is a framework that illustrates interaction among sectors vis-à-vis tourism.

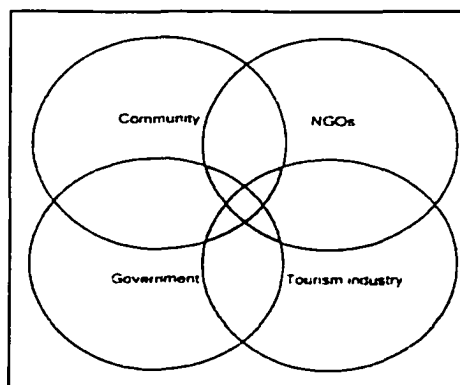


Diagram 1. Participants
in Tourism
(Wearing and
Neil 1999, 74)

The terms coordination, integration and balancing of interests implies participation. The notion of participation, relevant to planning, however, has to be clarified.

Existing literature have espoused the importance of participation. Cernea (1991) argued that local participation is giving people a chance to get involved in development activities (c.f., Brandon 1993, 139). Cernea further maintained that local participation is "empowering people to mobilize their own capacities, be social actors rather than passive subjects, manage resources, make decisions and control activities that affect their lives ". Like Cernea, France (1997, 149) emphasized the notion of empowerment as an essential part of participation. By getting involved, "one can share in the benefits" (Alfiler 1998, 439). If, on the other hand, there is no community empowerment and involvement, widespread distribution of benefits could not take place (Brandon 1993, 138).

There are, however, many levels of participation. Jules Pretty (c.f., Mowforth and Munt 1998, 241) provided the following typology:

Table 1. Pretty's Typology of Participation

Typology	Characteristic
1. Manipulative participation	Participation is simply a pretense: 'peoples' representatives on official boards, but they are unelected and have no power.
2. Passive Participation	People participate by being told what has been decided or has already happened; involves unilateral announcements by project management without any listening to people's responses; information shared belongs to external professionals.
3. Participation by consultation	People participate by being consulted or by answering questions: external agents define problems and information gathering processes, and so control analysis; process does not concede any share in decision-making; professionals under no obligation to account for people's views.

<p>4. Participation for material incentives</p>	<p>People participate by contributing resources (e.g. labour) in return for food , cash or other material incentive: farmers may provide fields and labour but are not involved in testing or the process of learning; this is commonly called participation, yet people have no stake in prolonging technologies or practices when incentives end.</p>
<p>5. Functional participation</p>	<p>Participation seen by external agencies as a means to achieve project goals, especially reduced costs: people may participate by forming groups to meet project objectives; involvement may be interactive and involve shared decision-making, but tends to arise only after major decisions have already been made by external agents; at worst local people may still only be coopted to serve external goals.</p>

<p>6. Interactive Participation</p>	<p>People participate in joint analysis, development of action plans and strengthening of local institutions: participation is seen as a right, not just the means to achieve project goals; the process involves interdisciplinary methodologies that seek multiple perspectives and use systemic and structured learning process. As groups take control of local decisions and determine how available resources are used, so they have a stake in maintaining structures and practices</p>
<p>7. Self-mobilization</p>	<p>People participate by taking initiatives independently of external institutions to change systems: they develop contacts with external institutions for resources and technical advice they need, but retain control over resource use; self-mobilization can spread if governments and NGOs provide an enabling of support. Self-mobilization may or may not challenge existing distributions of wealth and power.</p>

Mowforth and Munt illustrated the case of Mundo Maya to demonstrate what Pretty described as manipulative and passive participation (1998, 242). The community residents did not have any control over the decisions regarding tourism development in their area. Instead, control came from the top public officials.

On the other hand, Mowforth and Munt also described the case of Finca Sonador in Costa Rica (1998, 242). Although there was external assistance the residents were able to gain control over tourists' activities. Since this case study is about community involvement in tourism planning, exemplifying this notion is useful and necessary.

In the area of planning, the case of Llanthony valley is another example of residents having an active role in tourism decision-making (Fitton 1996, 168). The Llanthony residents participated using a technique called 'Planning for Real'. This method allowed people to be actively involved through exchange of ideas, "even before any part of the plan is written".

Given these views on participation, there are also problems and challenges that affect these. To elicit local participation, a great deal of resources such as time and energy is necessary. "For many projects, the amount of groundwork required to elicit participation may seem too large and the time may pass slowly (Brandon 1993, 138)".

Another important consideration vis-à-vis this case study is the notion of decentralized governance. This is important because tourism planning activities in communities in the Philippines is given legitimacy by the Local Government Code. The next section discusses decentralization in the Philippine context.

VIII. Participatory Planning in a Decentralized Setting

Twenty years of oppressive regime drove the Filipino people to oust the dictator president Ferdinand Marcos and his cronies. The EDSA¹⁰ revolution or the 'people power in 1986' was the manifestation of this anger. In the aftermath

¹⁰ EDSA stands for Epifanio de los Santos Avenue where the biggest number of demonstrators and protesters gathered to call for President Marcos' resignation.

of the revolution, sweeping changes in the political-administrative-legislative framework were carried out and this gave birth to the revision of the Philippine Constitution.

The Constitution embodies the need to decentralize the government. "(F)ramers of the 1987 Constitution filled its pages with 'constitutionalized' rights and values which civil society can invoke to protect or assert its sovereign will" (Paez c.f., Wui and Lopez 1997, 2-3). What is emphasized in this constitution is the strengthening of the civil society actors by providing a legitimate framework wherein they could exercise democratic participation.

This is further emphasized at the local level through the process of decentralization as mandated by the Local Government Code of 1991. According to Padilla (1998, 83), "one ultimate goal of decentralization as a mode and process of local governance is economic and social development, or in particular, the socio-economic transformation of local government units (LGUs)". Supporting the observation

of Padilla, Realubit emphasized also that decentralization and local autonomy, through the Local Government Code, attempt to give greater accountability, power and resources to the local government units (LGUs). For Realubit (1994, 35), "The law (which means the LGC) has given back power to the people where power truly resides". For Tapales (1992, 101), "the system (of decentralization) is made operational through the devolution of services, strengthening of people's participation in local development, provisions of increased shares in nationally imposed taxes".

Among the provisions of the code (Cariño 1995, 31-32; See also the Local Government Code 1991) that make it imperative for local officials to take action are the following:

1. Transfer of the responsibility on the provision of basic services and facilities from the National Line Agencies (NLA) to the Local Government Units (LGU):
 - Construction of locally-funded public works and infrastructures;

- Construction of nationally funded school buildings and hospitals in their territories;
- Provision of social welfare services;
- ***Development of tourism (emphasis mine);***
- Provision for housing;
- Implementation of community-based forestry projects;
- Health services;
- Agricultural extension and on-site research; and
- Provision of telecommunication services.

2. Transfer of regulatory functions

3. Institutionalization of the linkage of government organizations (GOs) and non-government organizations (NGOs):

- Membership in local special councils;
- Private sector participation in the delivery of basic services; and
- Joint NGO-LGU undertakings.

4. Increased fiscal undertakings

To provide focus on the study, I will only discuss the changes in the local development councils that carry out local planning activities.

The Local Development Council

Before the Local Government Code of 1991 was enacted, there were already provisions that would allow communities to identify and prioritize their projects (Cariño 1995,34). There were local development councils composed by representatives from the national and local government agencies as well as the private sector that served as venues for discussion of projects and programs. These plans and programs are then submitted to the higher levels for approval. In the end, it is still the national government that will decide over the development plans of a locality.

In the new Code, the LDC mechanism was adopted but the participation of the private and civil society sectors were strengthened. Twenty-five percent of the LDC membership should come from non-government organizations. Each LDC is chaired by the local chief executive, and is given the responsibility to implement development activities identified by the LDC (Cariño 1995, 34).

An example of community participation that took place after the LGC is the case of the Bakhaw community in Kalibo, Aklan (Anonymous 1995, 18). The source of livelihood of the community was threatened when the mangroves were dwindling. This served as a wake-up call for the community. The local government officials, together with a non-government organization, Uswag Development Foundation and the Philippine government's Department of Environment and Natural Resources (DENR), mapped out strategies to plant more mangroves. The community residents cooperated by planting more mangroves and monitoring their growth. More than five years later, the efforts of the community through the assistance of non-government organizations paid off. The local government in this case, initiated efforts and worked together with the local environment and resources agency and a non-government organization and this illustrated how decentralization could possibly impact local development efforts.

The preceding case illustrated how community participation took place in the Philippines. The above

example, however, suggests that efforts took on a top-down approach with the local government, the local environment and resources agency and non-government organization initiating the formulation of strategies. Community participation took place only during the planting of mangroves and monitoring their growth.

Although the efforts of the Bakhaw communities were successful in terms of saving their source of livelihood, grassroots participation in planning seemed to be found wanting. Could it be a different case for participation in tourism planning?

The following chapter discusses the observations on the tourism planning activities that took place in Nueva Valencia.

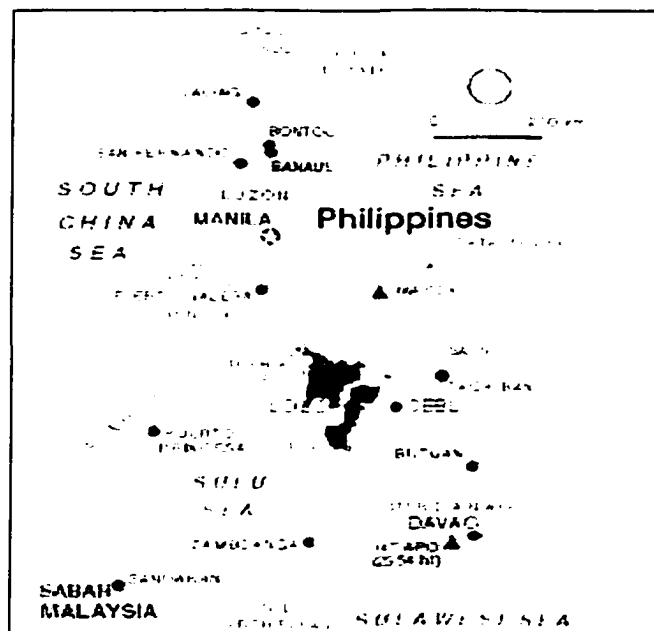
Chapter III-The Case Study

In the previous chapters, I discussed the problems that poorly controlled and inadequately regulated tourism development has created. These problems become more complicated when there are many interest groups and individuals involved in the process of developing and promoting tourism. It was then argued that careful planning and subsequently management of tourism can minimize the problems and maximize the benefits. It is, however, not enough that we have carefully drafted plans. It is also important to consider who participates, how these different individuals and groups participate in tourism planning, and what their impacts are on the planning process.

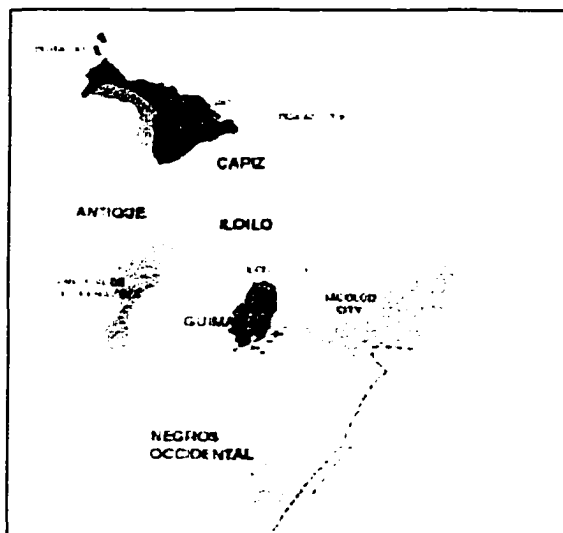
This chapter is concerned with examining the planning efforts of Nueva Valencia, a municipality in the Philippines.

I. Nueva Valencia: General Profile

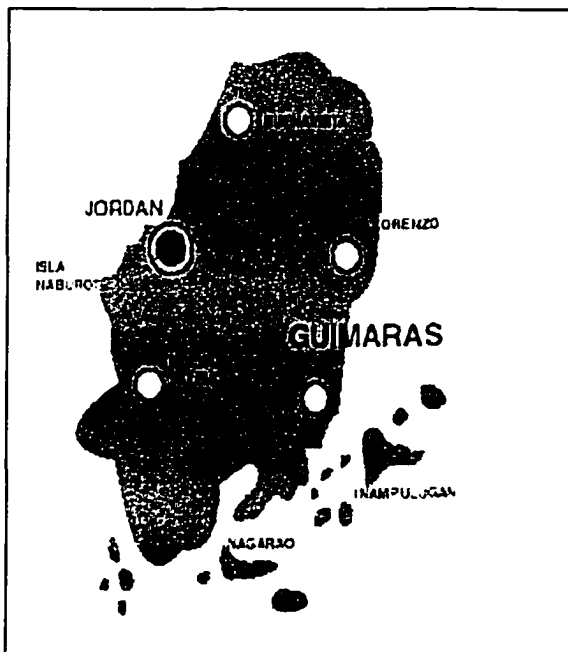
As one of the five municipalities comprising the province of Guimaras, Nueva Valencia is bounded by the Municipality of Sibunag on the north; by Iloilo Strait on the south and east; and by Guimaras Strait on the west. It can be located within the geographical coordinates of 122.5° longitude and 10.50° latitude (Comprehensive Land-Use Plan 2000, 8). The municipality is accessible via land and sea.



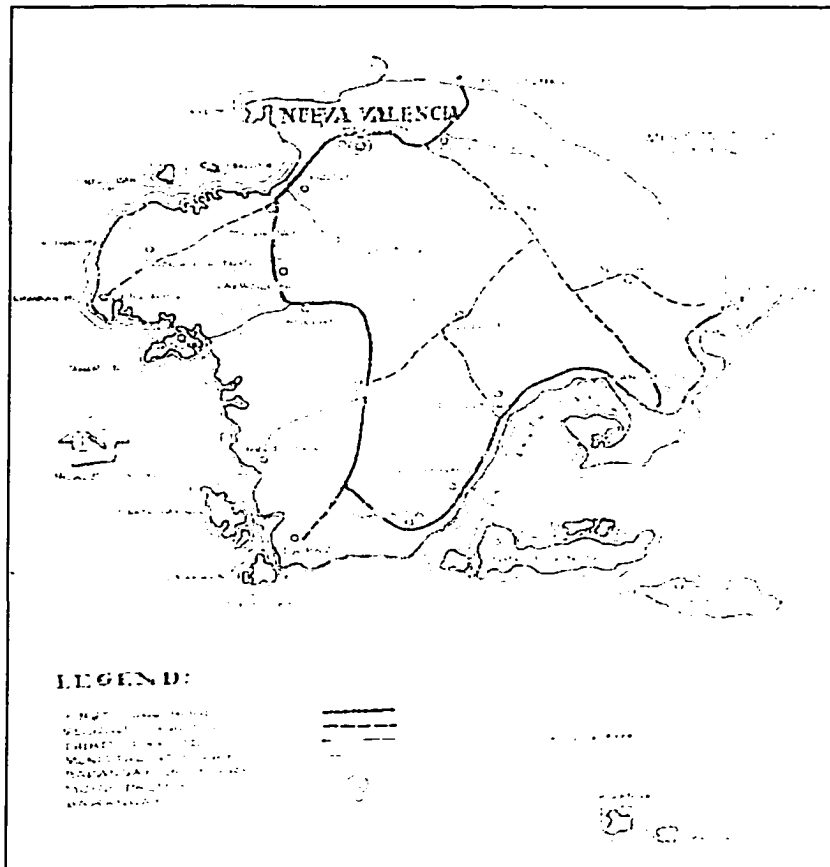
Map 2. Philippines



Map 3. Western Visayas



Map 4. Guimaras



Map 5. Nueva Valencia

The municipality of Nueva Valencia has a land area of 128 square kilometers. The town's population totals to 32,226 with a density of 236 persons per square kilometers (CUI 1997a, 2; Anonymous; 1).

Nueva Valencia is made up of twenty *barangays*¹¹ (CLUP 2000, 8, Anonymous; 1). *Barangay* Calaya is

¹¹ Filipino term for village.

considered the largest with a land area of 1,750 hectares and *Barangay Magamay* the smallest with a land area of 290 hectares. *Barangay Poblacion* or the town proper is the seat of the local government and is considered an urban center of the municipality (CLUP 2000, 8-9). Nueva Valencia experiences a dry season, from November to April and the wet season, from May to October. The municipality is endowed with rich mineral deposits such as iron, gold, copper, silica and limestone. Rice, corn, coconut, cashew, mango and other fruit trees grow abundantly in Nueva Valencia. The greatest number of century old fruit bearing mango trees that approximately yield 1.5 to 2.0 tons per harvest can be found in this area (CUI 1997a, 2-3). Fuel-wood, lime and marine products are harvested in Nueva Valencia. It has also been observed that local crafts (e.g., bags made from *pandan*¹² plant and other indigenous materials) as well as other cottage industries (e.g., preserved fruits, pastries) are also present in the municipality (CUI 1997a, 11).

¹² Found abundant in the Philippines, this plant is commonly used for making mats, bags and baskets.

But despite these economic prospects, absence of large-scale processing technology and access to markets mean that livelihood opportunities are still limited (CUI 1997a, 3).

Field notes I have made support the above observations. Several residents of Nueva Valencia I have interviewed, observed that there is a lot of out migration in search of better economic opportunities.

Tourism Assets

The preceding section described Nueva Valencia's rich resources. Not only does this town possess natural wealth, it is also favored with seascapes and landscapes that have attracted both foreign and local tourists. The local officials as well as representatives from the business sector and non-government organizations (their roles will later be discussed) completed the following inventory of these attractions, during a planning workshop.

Small Seaside Resorts

Beach resorts dot the coast of Nueva Valencia. Following is a list of these places [Personal observations would tend to support the descriptions from the document prepared by the Canadian Urban Institute (1997a)].

Puerto del Mar is located south of Nueva Valencia and can be reached via land and water. It offers native-styled huts (constructed from local materials such as *nipa*¹³ and bamboo). Some of these cottages are located on cliffs overlooking the sea (CUI 1997a, 9). A portion of the resort serves as training ground for merchant marine students of a local college based in Iloilo City. Another beach resort, Alubihod is apparently one of the favorites of local tourists from all over Guimaras and neighboring islands (CUI 1997a, 9). The cottages in Alubihod are also made from *nipa* and bamboo. This area is also accessible via land and water. Next to Alubihod is Raymen Resort. While it is also well known, key informants and residents perceive

¹³ The Nipa plant belongs to the palm family and its leaves are used for making roofs and walls.

Raymen to be a middle and upper-middle class resort. Raymen Resort has a concrete hotel-like structure that supplemented the already existing beach huts for overnight visitors. Also considered to be popular beach resorts are the Shann Beach Huts and Rico Beach Resorts. *Pulang Pasayan* is a small beach area on Tiniguiban Island close to the SEAFDEC Research station south of Nueva Valencia (CUI 1997a, 9-10). Simple accommodations are available. The area is known for its rare red shrimps that appear during high tide, hence the name *Pulang Pasayan*, literally means red shrimp (CUI 1997a, 10). Other local tourists destinations include Natagong Beach Resort, Guise Beach, Tajanlangit Beach, Tropical Beach Resort, Tando Beach Resort, Rumaganrang Beach, Guiwad Beach, Mabalud Beach and Palwit Island (CUI 1997a, 10)¹⁴.

Potential Diving Sites

Apart from these tourist resorts, there are also potential diving sites in Nueva Valencia.

¹⁴ See Appendix 6 for pictures.

Those identified by planning participants included areas from San Roque to La Paz, Tando, Tiniguiban Islet and Dolores (CUI 1997a, 10).

'Cultural' and Other Assets

In the inventory, I came across some interesting information about a minority group being referred to as "promising cultural assets" (CUI 1997a, 10-11). These people belong to a cultural minority group called the Aetas who resettled in the farming area in *Barangay Lanipe*. This group used to live a nomadic lifestyle. At present, they still live in fairly primitive houses built of grass and leaf materials. They are now encouraged to grow crops and are involved in paper making and handicraft production. It was also noted that Nueva Valencia was a center of commerce and trading in the past. This observation was also part of the inventory conducted by the participants in tourism planning. The planning participants (government officials, entrepreneurs, civil society actors whose roles will be discussed later) together with the

Canadian Urban Institute (CUI) identified areas for eco-tourism development. They consist of the following:

- Taklong Island Marine Reserve
- SEAFDEC/AQUA Research Station at Igang;
- Guise Lighthouse;
- Catilaran Cave in Sto. Domingo;

- Biak na Bato at Barangay La Paz Mata Bato Mata at San Antonio, a unique rock formation;
- Fruit Plantations (e.g., cashew, mango);
- Sloping Agricultural Land Technology (SALT) at Oracon Sur, Lucmayan, Cabalagnan and Igdarapdap; and
- Fishing villages, fish farms (CUI 1997a, 8-9).

These observations indicate that Nueva Valencia's tourism is still at an early stage of development. The lists of existing, as well as, potential tourist attractions described above, also suggest that residents, particularly the participants in tourism planning, took an active part in making an inventory of these attractions. With these resources considered to have potential for tourism development, the

community of Nueva Valencia sought to engage in tourism planning activities.

II. Tourism Planning In Nueva Valencia

Elsewhere I have mentioned that the Philippine Tourism Master Plan (TMP) grouped the Philippine Islands into different zones. The Visayas Islands were to focus on resort development. It appeared that the plans of Nueva Valencia were compatible with that of the TMP guidelines.

Early attempts to plan tourism development in Nueva Valencia started in September 1995 when the municipal government of Nueva Valencia and the Canadian Urban Institute (CUI)¹⁵ carried out a *barangay*-based strategic planning workshop to formulate the strategic directions and actions. This produced an over-all development strategy for the municipality (CUI 1997a, 4).

¹⁵ CUI's roles and function will be described later in the study.

Nueva Valencia's Over-All Strategy

Nueva Valencia's development strategy includes the "over-all goal of developing the existing agricultural and aquaculture products with add-on value potentials based on criteria covering socio-economic, revenue generation, environmental, technical and market suitability" (CUI 1997a, 4).

Nueva Valencia's aim to develop and promote tourism forms a significant part of this development strategy. It is included in the supporting objectives (CUI 1997a, 4-7), which are as follows:

Five Essential Future Objectives:

- ***Promotion of tourism and environmental protection (emphasis mine);***
- Agricultural productivity and livelihood development;
- Infrastructure development and improvement of public utilities;
- Support to growing urbanization; and
- Enhancing development administration.

Promoting tourism means that:

“Balanced agri-industrial and eco-tourism development is Nueva Valencia’s thrust, hence, necessitates proper management, and support infrastructure and utilities. Tourism development and sustainability require focusing and strong commitment to the enhancement and preservation of the natural heritage (CUI 1997a, 4-5)”.

Legal Measures

Supporting this effort to establish directions for tourism development in Nueva Valencia were measures that would legitimately recognize tourism development activities (including planning) in the municipality.

In September 27, 1995 an ordinance that would declare all the *barangays* within the jurisdiction of Nueva Valencia as tourist areas was discussed and approved by the municipal council. In November 29, 1995, the Vice-Mayor and the *Sangguniang-Bayan*¹⁶ members approved a resolution that would determine the

¹⁶ Filipino Term for Municipal Council.

different tourism-related programs and projects in the in the municipality. On February 28, 1996, the municipal council adopted the Nueva Valencia Municipal Strategic Plan as input in the Municipal Development Plan. On April 11, 1997, the Nueva Valencia municipal government requested assistance from CUI and Provincial Tourism Office to help in the formulation of guidelines, policies and ordinances to address the emerging issues, specifically on bathing permits and foreshore lease agreements and, on tourism development in the locality (Gentoral; no date, 2). During the workshop, participants identified various concerns in formulating policies. These were categorized into different social, physical, environment, and economic and administrative concerns.

Nueva Valencia's Strategic Planning in Tourism

With the challenges and opportunities identified earlier, a strategic planning workshop on tourism was held in August 28, 1997 with the members of the *Sangguniang Bayan* and the key department heads (CUI 1997a, 17).

They defined the directions and thrusts of municipal tourism in Nueva Valencia. The strategic plan was subsequently presented to the Municipal Development Council in their October 1997 meeting for endorsement. This activity also included key stakeholders who were involved during a workshop held to chart the tourism strategic directions of the Municipality of Nueva Valencia (CUI 1997a, 1). Part of these strategic guidelines, is an action plan where specific actions and responsibilities have been identified.¹⁷

On July 15, 1998, the municipal council approved the resolution to strengthen the municipal tourism council by providing additional members. The desire of Nueva Valencia to include tourism is reflected in its participation in tourism programs. One of these is the Heritage Tourism Program. This was designed to "promote the cultural, historical, natural, livelihood and religious heritage of Guimaras" (CUI 1997b, 4). It has two themes: the Barangay Tourism, which will offer unique Filipino experience for the international market and the Excursion Tourism, which was designed

¹⁷ See Appendix 5.

to develop and promote tourist sites in Guimaras. One of the pilot areas for this Heritage Tourism Program initiated at the provincial level was the Municipality of Nueva Valencia. The project has a duration of twelve months starting January 1997 (CUI Heritage Tourism Project Proposal, no date). Table 2 summarizes these planning events.

The different planning events discussed here suggest the importance given to the development and promotion of tourism. From these different planning activities, we can also glean the diversity of participation with representatives coming from different organizations and groups.

Table 2. Key Planning Events in Nueva Valencia

September 1995 - Barangay-based strategic planning was conducted.
September 27, 1995- An ordinance declaring all barangays of the municipality as tourist areas was approved and adopted.
February 28, 1996 - Adoption of the Nueva Valencia Municipal Strategic Plan as input in the Municipal Development Plan of the Municipality.
The Heritage Tourism Project - Commenced January 1997.
April 11, 1997- the Nueva Valencia municipal government requested assistance from CUI and PTO for municipal workshop.
October 1997 - The Municipal Tourism Strategic Plan was subsequently presented to the Municipal Development Council in their meeting for endorsement.
July 15, 1998 - Resolution strengthening the municipal tourism council and providing additional membership.

The next section will describe how community residents participated in tourism activities as culled from interviews, minutes of the meeting and other primary sources used for this case study.

III. Participants In Nueva Valencia Tourism Planning

In the previous section, I have discussed the various planning activities that were conducted as well as the formulation of legal measures in Nueva Valencia. From these accounts, we can observe that there were different participants who represented various sectors in Nueva Valencia. Participants ranged from elected officials, government agency representatives, business owners and operators, and representatives of non-government organizations and people's organizations.

The discussion of participation, will focus largely on strategic tourism planning because this encompasses widespread participation that would include government officials, business entrepreneurs and civil society members, although reference will also be made to other planning activities.

Participation in Tourism Planning

The participants in tourism planning were divided into the following categories: elected local government officials, government agency representatives, business sector, and non-government organizations and people's organizations. Among those elected officials who participated in tourism planning included:

- a. Municipal Mayor
- b. *Sangguniang Bayan*
 - b.1 Chairman and members of the municipal committee on tourism
 - b.2 Other members of the *Sangguniang Bayan* (SB)
- c. *Barangay* Captains (Village Heads)
- d. *Barangay* Kagawad¹⁸
- e. Members of the *Barangay* Tourism Council
- f. *Barangay Tanods*¹⁹

Representatives came from the government agencies:

- a. Philippine National Police
- b. Department of Education, Culture and Sports (DECS)

¹⁸ Filipino term for official.

¹⁹ Filipino term for watchman.

- c. Department of Health (DOH)
- d. Department of Social Welfare and Development (DSWD)
- e. Department of Environment and Natural Resources (DENR)
- f. Department of Agriculture (DA)
- g. Municipal Assessor's Office
- h. Municipal Treasurer's Office
- i. Municipal Planning and Development Office
- j. Municipal Engineering Office
- k. Municipal Tourism/Information Office
- l. Provincial Tourism Office
- m. Regional Rehabilitation Center for Youth

In the business sector, representatives came from:

- a. Cut flower enterprises
- b. Resorts
- c. Handicraft enterprises (Calaya Bag Weavers Association)
- d. Food Services
- e. Bread and Pastries enterprises
- f. Nueva Valencia Jeepney Owners and Drivers Association (NVJODA)
- g. Association of Tricycle Drivers and Operators
- h. Association of Tour Transport Operators/Owners
- i. Boat Operators
- j. Tour Guides

Representatives from the Civil Society were:

- a. The Canadian Urban Institute (CUI)
- b. Media
- c. Religious Sector (specifically, the Roman Catholic Church)
- d. People's Economic Council
- e. Senior Citizens Representatives
- f. Cooperatives

(Source: Interviews, Minutes of the Meeting, CUI Documents)

Following is a discussion of the roles that these participants assumed vis-à-vis tourism planning activities in Nueva Valencia.

IV. How Did The Above Sectors Participate?

It was mentioned elsewhere in this document that before the implementation of the Local Government Code (LGC) of 1991, it was the national government that would set the direction and would approve whatever plans a local government had. This was the procedure despite the existence of local development councils.

But with the passage of the LGC of 1991, the local development councils were strengthened, providing a venue for sectors in the society to actively join in the development efforts (LGC 1991, Cariño 1995, 34).

At the *barangay* level, we have observed from the previous section that there was a province-wide *barangay*-based strategic planning workshop. It was during the Phase II of the cooperative project between CUI and the provincial government of Guimaras that the participatory planning at the village level, was initiated. From here we can glean that at the most basic level of government, the *barangay* officials were given an opportunity to participate in the planning efforts (CUI Annual Report 1997b, 2). Their participation resulted in the development of strategies municipalities would take. In the case of Nueva Valencia, the results of the *barangay* strategic planning would provide bases for the Strategic Tourism Plan for the municipality of Nueva Valencia.

At the municipal level, participation of the *Sangguniang Bayan (SB)* could be documented. Discussing

the excerpts of the municipal sessions earlier, officials legitimized plans by creating resolutions and ordinances. The law dictates that all the plans that are to be adopted for the development of the municipality had to be reviewed by the *SB*. The *SB* is chaired by the Vice-Mayor and whatever resolutions and ordinances have been approved by the council will subsequently be approved by the Municipal Mayor. With the assistance of the Canadian Urban Institute, the municipal council was also able to participate in workshops tackling policy concerns such as bathing permits, foreshore lease agreements, among others (Gentoral, no date, 2).

Apart from the policy formulation and other decision-making concerns that were noted above, the *Sangguniang Bayan* (SB) also has committees on budget appropriation, environment, tourism, and other concerns. The municipal tourism committee participated in strategic tourism planning wherein the vision, mission, objectives, and other features of the plan, were formulated. Former *Kagawad*²⁰ Julius Camacho was

²⁰ Municipal Councilor

the chair of the tourism committee at the time the strategic tourism plan was prepared. The current committee, headed by *Kagawad* Marilyn G. Edang participated in the validation of tourism areas, analysis of the strengths, weaknesses, opportunities and threats (SWOT Analysis) related to tourism development.

It should also be noted that the previous and current local chief executives (municipal mayor) provided significant support by joining in the planning activities. It was during the term of Mayor Eugenio Delumpa, now a board member, when tourism planning activities noted in this research, were initiated. The incumbent mayor, Diosdado Gonzaga, was the vice-mayor and presiding officer of the *Sangguniang Bayan (SB)* during the same period. Apparently, both officials engaged in strategic planning for tourism, apart from participating in law-making activities like adopting resolutions and formulating ordinances.

The government agencies were involved in almost

all aspects of planning. Representatives from the different agencies identified earlier joined in identifying the vision, mission, and objectives of the tourism plan. As well, they identified the strengths, weaknesses, opportunities and threats. They also identified the different tourism activities, inventory of existing tourism development and potentials and validation of tourism areas. They were also involved in formulating the marketing plan for tourism including marketing strategies.

The different representatives from the government agencies were also involved in the training programs. The Canadian Urban Institute (CUI), an international development organization, is funded by the Canadian International Development Agency (CIDA). CUI has carried out the International Assistance Program on Strategic Urban Management (IAPSUM), a 3-year \$1.32 million technical cooperation program (CUI 1997b, 1). Within IAPSUM's framework, CUI worked together with the Province of Guimaras to build the capabilities of the local government to effectively operate within a

newly decentralized governance structure as mandated by the Local Government Code of 1991 (CUI 1997b, 3).

I noted elsewhere that a *barangay*-based strategic planning was conducted. At that level, CUI provided technical expertise by facilitating these activities. It was also mentioned that Nueva Valencia sought the help of CUI and the Provincial Tourism Office in policy formulation.

CUI also conferred with various stakeholders regarding the Heritage Tourism Program (CUI 1997b, 6-7). Another form of CUI's assistance was providing consultants as in the case of the Heritage Tourism Program. William Trousdale, through CUI, provided expertise in the said project. As well, CUI established partnership with an academic institution, the University of the Philippines for "tourism marketing, community organization and surveying".

Apart from these, CUI conducted a tourism policy development workshop participated in by municipal legislators and key municipal department heads (CUI 1997b, 6-7).

In addition to this, CUI assisted in drafting of the comprehensive tourism ordinance. It also documented and prepared the Municipal Tourism Action Plan. It was CUI that presented the Heritage Tourism Action Plan draft to the multi-stakeholder Municipal Development Council for review and approval (CUI 1997b, 8).

CUI also prepared information brochures for Heritage Tourism Pilot design (CUI 1997b, 9). Although the above information was mostly culled from CUI published documents, these had been validated through the interviews with other participants in tourism planning.

The civil society actors and representatives from the private sector were also invited to participate in the already initiated planning workshops and other planning activities. Upon invitation to participate in tourism planning, various representatives from the different enterprises were able to get involved. They attended planning workshops and other related planning activities. Like the government agency

representatives, they also participated in the visioning, mission and objective setting, analysis of strengths, weaknesses, opportunities and threats (SWOT), inventory of existing tourism development and potentials and validation of tourism areas, marketing strategies and plans.

The evidence shows that the municipal government and the Canadian Urban Institute initiated and facilitated the planning activities which was later participated in by the different representatives from the business as well as the civil society sectors.

When asked about the importance of participation in planning, all key informants who responded affirmed the need for multi-sectoral participation. Table 3 is a list of the informants' responses when asked about the importance of participation and why they think it is important to involve the different sectors and individuals.

Table 3. Importance of Participation

<ul style="list-style-type: none"> • Participatory (so that it will) be more effective.
<ul style="list-style-type: none"> • Tourism has wider scope and cuts across the varied sectors. Sector concerns can be addressed through multi-sectoral planning and proper coordination can also be established. (In coming up) with the plans (multi-sectoral) and commitment of support can easily be solicited.
<ul style="list-style-type: none"> • Yes, because tourism in this municipality is the concern of all, most especially of those entities who are directly the frontliners of tourism.
<ul style="list-style-type: none"> • Yes, for the progress and benefits of all.
<ul style="list-style-type: none"> • Yes, tourism is everybody's concern, whether we like it or not; tourism generally involves every sector of our society directly or indirectly. Furthermore, it is mandated in the LGC especially in the implementation of the functions of the local development councils.
<ul style="list-style-type: none"> • Yes, for determining what kind of development people wanted to implement.
<ul style="list-style-type: none"> • Yes, to be able to formulate a sustainable tourism planning. (More) participants coming from the private sector would most likely make the plan successful.
<ul style="list-style-type: none"> • Yes, so that we can gather as many ideas as we can.
<ul style="list-style-type: none"> • Yes. In every business or development introduced without the people's participation becomes a failure or not sustainable. When the community or people are involved then it becomes more strong and sustaining.
<ul style="list-style-type: none"> • I am in favor of multi-sectoral participation in tourism planning because each sector might have their own ideas, and the more ideas there are, the better the chance of looking at things in different perspectives.

<ul style="list-style-type: none"> • Yes, all concerns are heard and incorporated in the plan for efficient and effective delivery of services.
<ul style="list-style-type: none"> • Yes, for direction and sustainability of the program.
<ul style="list-style-type: none"> • Yes, I am in favor of multi-sectoral planning. A multisectoral participation in planning would entail a more in-depth, comprehensive and multi-faceted approach.
<ul style="list-style-type: none"> • Yes - to encourage every sector's contribution in tourism plans.
<ul style="list-style-type: none"> • Yes - for every issue and concern to be presented by various sectors will be given importance or priority.
<ul style="list-style-type: none"> • Participatory planning is the best strategy in attaining national goals.
<ul style="list-style-type: none"> • With the active and more participation of the multi-sectoral groups in tourism planning issues/concerns could be addressed appropriately.
<ul style="list-style-type: none"> • There is a sense of ownership for they are involved and consulted.
<ul style="list-style-type: none"> • Planned programs and projects could be implemented smoothly (if in) the pre, during and post-planning, civil society are involved.

Given the above participation in planning, there was difficulty in implementing the identified activities in the tourism plan. Planning participants perceived many factors that affected the implementation of these activities. These problems appear to be essentially political and financial

Table 4 lists the perceived problems of the respondents.

Table 4. Constraints in Planning

Political
<ul style="list-style-type: none"> • Personal interest and commitment affecting the power and financial sharing scheme among the affected parties.
<ul style="list-style-type: none"> • Requires effective leadership to control participants.
<ul style="list-style-type: none"> • Political problems -respective interests (local elite).
<ul style="list-style-type: none"> • I would say politics is the number one problem in multi-sectoral participation in tourism planning. People/groups may have their own interests which are in conflict with each other which in turn will cause problems in the tourism industry.
<ul style="list-style-type: none"> • Varied Interests.
<ul style="list-style-type: none"> • Political affiliation.
<ul style="list-style-type: none"> • Political - some individuals have their own vested interests.
<ul style="list-style-type: none"> • Create a power play among the participants in the implementation of plans.
Financial
<ul style="list-style-type: none"> • Financial constraints.
<ul style="list-style-type: none"> • Requires considerable funding.
<ul style="list-style-type: none"> • Financial- people from the barrios/barangay willing to participate but couldn't afford fares.
<ul style="list-style-type: none"> • Constraints on budget for holding meetings.
<ul style="list-style-type: none"> • Some have not visualized the potentials of tourism business.
<ul style="list-style-type: none"> • Financial - costly.

<ul style="list-style-type: none"> • Others may not be interested due to lack of capital in the development of their business
<ul style="list-style-type: none"> • Financial aspect (food - lunch and snacks of the participants).
<ul style="list-style-type: none"> • Budget allocation for tourism development.
<p>Administrative</p>
<ul style="list-style-type: none"> • Limited time.
<ul style="list-style-type: none"> • Multiple tasks overburdens the information officer who also functions as the tourism officer.

The perceived political problems seem to demotivate those involved in the planning efforts. There is a perception that programs (including tourism programs) are not sustainable because these are dependent on the priorities of the local administration. Political interests of some key decision-makers are perceived by other key informants to be affecting the decision outcomes of planning activities. For example, if there were ideas being promoted by a group or individual belonging to a rival political party, other participants belonging to a different political group would not accept these ideas. It appears that what Jaensch (c.f., Hall 1994, 1) noted earlier regarding different interests being a possible source of conflict, was also experienced by the residents of Nueva Valencia.

Another apparent issue, agreed upon by all key informants, is the lack of financial support. The Canadian Urban Institute provided financial assistance in facilitating workshops and other support activities, but there was no long-term source of funds that would sustain the tourism activities. The municipal government allocated PhP 80,000.00 (Local Government of Nueva Valencia 1999)²¹. The income of Nueva Valencia would not suffice in terms of maintaining a tourism council. Even the position of the municipal tourism officer does not yet exist and its functions are still being carried out by the information officer. There is also a problem with providing participants with financial assistance for their transportation and meals as some participants live in remote *barangays*. As well, budget for meetings have also been found wanting.

Indeed the planning participants have identified courses of action towards the fulfillment of the objectives, yet, there is no individual or group

²¹ From the total annual budget of PhP (Philippine Peso) 3, 657, 000.

tasked to monitor and evaluate whether or not these actions have been fulfilled. The assigned municipal tourism officer is overburdened with too many responsibilities because she is also the information officer. Apart from her participation in planning activities, she would also be in-charge of attending to duties such as preparing candidates for the local beauty pageants and preparing exhibits for the local town *fiesta*²².

Another important concern voiced out by participants is the amount of time needed to participate in tourism planning. Participants did not have a lot of time to spend in planning because they too have their own jobs and businesses to take care of. As noted in the review of literature, Brandon (1993) observed that a lot of resources had to be used to be able to elicit participation. When money and time were found wanting, as in the case of Nueva Valencia, sustaining participation had become a problem. What happened to the tourism plans that were

²² Annual festival honoring a Catholic saint.

formulated by the participants in the municipality of Nueva Valencia? Some key informants, after participating in the initial phases of the strategic planning²³, were not aware of what happened to the planned tourism activities and others did not comment. For those who agreed to answer, however, they had similar observations. The following table shows a summary of their responses.

Table 5. Problems in the Implementation of the Planned Activities

• Turn-over of leadership, political leaders.
• No counterpart budget allocation/lack of funding.
• Non-existence of a tourism office in Nueva Valencia.
• No regular staff to ensure its full implementation.
• Non-functional municipal tourism council.
• Non-functional barangay tourism council.
• Some of the identified activities (were) not implemented for there are other priority programs and projects lined-up.

Planning participants also suggested solutions to the problems that affected tourism planning. Among

²³ Early phases would mean setting of vision, mission and goals as well as identifying strengths, weaknesses, opportunities and threats in relation to tourism development.

their recommendations included provisions of additional logistical support, installation of a tourism officer to administer the tourism office and regular meetings of the tourism council, so that planned tourism activities can be implemented.

Given these observations, the next section analyzes the way the participants got involved in tourism planning. It will discuss how the decentralization processes through the LGC of 1991 were carried out in Nueva Valencia vis-à-vis tourism planning. It will also discuss the effect of participatory planning on the directions of tourism for Nueva Valencia.

V. Analysis

As my findings indicated, the importance of tourism planning had been recognized in this municipality. It was also revealed that the municipal government of Nueva Valencia exercised the authority vested upon it by the Local Government Code of 1991 (LGC). Among the provisions that the local government

of Nueva Valencia exercised was the authority to develop and to promote tourism. My findings suggested that at the most basic level-the *barangay*- attempts to involve village representatives in the planning activities were made.

By requesting assistance from the Canadian Urban Institute and the Provincial Tourism Office for a policy-making workshop, this suggests that the municipal officials initiated the move to chart their own development directions for tourism. The legal measures that were adopted by the municipal council were indicative of the support that the local government gives to the tourism initiatives.

In addition to this, the local government also provided a venue for the community residents to participate in tourism planning. By inviting representatives from the government agencies (local environmental and natural resources office, agriculture), civil society sectors (church, NGOs, cooperatives), the private sector (resort owners, food

services entrepreneurs) to participate in setting strategic directions for tourism in Nueva Valencia, opportunities for participatory planning were provided.

With their involvement, representatives from the business and civil society sectors were able to share their resources in formulating tourism plans for Nueva Valencia. They were able to share indigenous knowledge regarding the tourism potential of their community. They were able to demonstrate the ability to create a vision, a purpose, and the ability to establish supporting objectives. It also suggests willingness on the part of the residents to participate in tourism planning. This appears to be compatible with Pretty's concept of participation by consultation. But Pretty also suggested in this concept that it is the external agents that define the problems and information gathering process and subsequently control analysis in this mode of involvement. In Nueva Valencia, this did not happen, because participants themselves identified the issues and challenges as well as engaged in the analyses of the strengths,

weaknesses, opportunities and threats in tourism.

According to Pretty (c.f., Mowforth and Munt 1998, 241), participation by consultation also means that "process does not concede any share in decision making; professionals (are) under no obligation to account for people's views". The experience of planning participants, however did not show evidence supporting such notions.

Some elements of Pretty's notion of interactive participation can also be gleaned from the experience of planning participants as their involvement is compatible with what Pretty described as "(participation) in joint analysis, development of action plans and strengthening of local institutions". But Pretty's description of interactive participation where there is control of local decisions and how available resources are used, was found wanting in the experience of planning participants in Nueva Valencia.

From the list of those who were involved in the planning activities, we can also observe that

participants came from diverse backgrounds. The importance of diversity in the composition of the participants, which was underscored earlier by the Economic Planning Group of Canada, was apparently recognized and operationalized in the case of Nueva Valencia. The key informants themselves, acknowledged the importance of this need for multi-sectoral involvement in tourism planning, as already noted in the previous chapter.

But despite the diversity of participants, the non-participation of citizens in the community that have no vested interests in tourism but are nevertheless affected by it, should be emphasized. There is no evidence that ordinary citizens and informal groups (e.g. farmers, fuel gatherers, fishermen) participated. Earlier, there was discussion of the participants listing the existing and potential tourism assets. The different areas as well as people were viewed as 'products' that could

generate income. Looking at the *Aetas* as cultural assets illustrates the 'zooification'²⁴ of this minority group. Like the informal groups mentioned earlier, there is no evidence that the *Aetas* were involved in the planning process. Thus, privileging of interests had taken place as other groups' needs were not recognized. Thus, this also suggests that while the need to plan tourism was given importance in Nueva Valencia, the strategic tourism directions are more in favor of those who can largely benefit from tourism such as the resort owners, transportation companies and allied businesses, which, incidentally, are those who participated in tourism planning activities. The tourism plans themselves indicated such bias.

CUI's assistance proved to be invaluable, when it helped the municipality formulate strategic tourism directions. The institute's reports cited in this case study, support this observation. CUI's financial and technical support were indispensable

²⁴ This process takes place when a group of people becomes a tourist 'sight' (Mowforth and Munt 1998, 273-275)

components in the conduct of workshops, planning sessions and other related activities. It, however, appears that the formulated strategic plans were significantly influenced by CUI's presence and assistance. When CUI's assistance was completed, the planned activities were also shelved. It appears that there were no mechanisms that would carry out the plans other than what CUI had provided. The responses regarding constraints in planning earlier noted, support this observation.

In the case of Nueva Valencia, increasing participation is at best, a starting point in empowering local citizens in decision-making. There is also a need to provide a venue for grassroots participation as well.

Finding solutions to resolve the issues that challenged the participation in tourism planning and to sustain the plans, are also needed. Indeed, the participants offered solutions to the problems they perceived. But for each problem that was raised, there seemed to be conflicting issues. For example,

the participants raised the need for financial support. But where will the money come from? They are also aware that there is a need to institutionalize the municipal tourism office and should appoint a tourism officer. But who will pay for the salary?

Given the observations revealed by this case study, what possible future directions will tourism planning in Nueva Valencia have? The following chapter, suggests some possibilities.

Chapter IV - Conclusion and Future Directions

Although adverse tourism impacts that took place in other areas in the Philippines have not yet occurred in Nueva Valencia, signs of abuse have already appeared. The improper disposal of garbage²⁵ is a reliable indicator. Participatory planning in Nueva Valencia will be an exercise in futility if these detrimental consequences go unchecked. Thus, this raises interesting questions. What can be done to make the plans more responsive to the needs of the people of Nueva Valencia? How can we encourage participation from the grassroots? How can we balance conflicting interests so that efforts will be concerted towards achieving set goals instead of discouraging participants to work together? What happens after CUI? How can we ensure that resources are made available to support the said activities? Some possibilities are suggested and can assist Nueva Valencia community to carry on with what they have started.

²⁵ See Appendix 7 for illustrations.

The beaches, the reefs, the orchards in Nueva Valencia have multiple uses. Diving destinations are not just tourist spots but sources of livelihood for a huge fishing community in Nueva Valencia. Because of many uses of Nueva Valencia's resources, conflict could result as already illustrated in Boracay, in Samal and in other areas in the Philippines. How can this be avoided in Nueva Valencia?

One important consideration is to create a venue for mutual interaction (Cicin-Sain and Knecht 1998, 30-31). And in order to achieve this, it is imperative that all resource users, especially the marginalized groups be involved in planning towards achieving equitable distribution of benefits. At the *barangay* level, community assemblies can provide venues for collaboration and planning; and these can take place within the context of ordinary citizens' experiences. Manalili (1990, 11-12) related how, in a small village in Central Philippines, residents were able to fully grasp problems and issues when these were seen through their own circumstances.

How can the Local Government Code provide mechanisms that can support collaboration at the *barangay* level? The guidelines that encouraged people participation at the municipality can be extended to support community involvement at the *barangay* level. But at the *barangay*, oftentimes, the community lacks human resources that could serve as catalysts in facilitating discussions. Since the municipality of Nueva Valencia has already established partnerships with academic institutions and with development agencies²⁶, the same institutions could provide volunteers who can initially help set up mechanisms like community assemblies. Through these, the issue of balancing interests can be addressed. How important are these notions, to the plans for the development and promotion of tourism in Nueva Valencia?

The strategies that were formulated vis-à-vis tourism in Nueva Valencia needs to shift away from their more biased orientation that favors tourism related enterprises. The ideas generated from the

²⁶ The University of the Philippines in the Visayas has a volunteer program that can be tapped to assist these efforts.

proposed village gatherings could help refocus the directions set in the tourism plans. But this notwithstanding, financial constraint is another impediment that has to be addressed.

Absence of financial support after the end of the Canadian Urban Institute's (CUI) assistance impeded Nueva Valencia's tourism planning efforts. But by making use of community gatherings at the *barangay* level, costs (e.g. transportation expense) can be minimized. Taking advantage of volunteer services could also help address financial constraints.

How about the non-functioning municipal tourism council? The local government is cash-strapped and has difficulty financing even the essential services. If volunteer services could be tapped to facilitate village-level gatherings, the local government could also solicit assistance from non-government organizations and other volunteer groups to help organize an administrative structure that will oversee tourism plans. By eventually institutionalizing this organization, it will less likely be affected by changing political interests.

However, these recommendations, are at best, starting points. There is still much to be done in Nueva Valencia. The search for long-term solutions continues.

Appendices

Appendix 1: Request for Interview

Good Day!

I am Doreen Camposano-Cortez, a Filipina graduate student in International Development at Dalhousie University (NS, Canada) under the supervision of Dr. Marian Binkley. With research as part of the requirements of my academic program, I have chosen to study popular participation in tourism planning.

I have identified your municipality as my study site because it has been a venue for active collaboration among various governmental as well as non-governmental agencies in tourism development.

In connection with this, I would like to invite you as my respondent. Your answers will form part of my thesis. Once the thesis is completed, I will give a copy to your municipality and the information can be used to assess the current situation of Nueva Valencia as far as tourism is concerned. Based on this information, you can formulate more effective tourism guidelines and policies for sustainable tourism development. The thesis will be submitted to the Faculty of Graduate Studies and the International Development Studies Program at Dalhousie University.

Your participation in this study is voluntary and you have the option to choose which questions to answer and you can stop the interview at anytime you choose.

I will use pseudonyms when I refer to you in the final document (thesis) and change some identifying characteristics when describing you. Pseudonyms, however, cannot be used effectively to disguise identities of public figures; therefore I cannot guarantee your anonymity or confidentiality. Questionnaires will be stored in a lock cabinet separate from any information that can identify the respondent. Upon completion of the study the questionnaires will be archived at the University of the Philippines in the Visayas.

Should you express interest in participating in this study, please sign the attached consent form. If there are any questions you wish to ask, I can be reached at:

College of Management University of the Philippines in the Visayas

General Luna St., Iloilo City 5000
Phone: 033-336-5559 (office), 033-331-0094 (home)

Thank you very much for your cooperation.

Sincerely,

Doreen Camposano-Cortez

Appendix 2: Consent Form

Code: _____

Consent Form (individuals, NGOs, Pos)

I, _____ agree to be a respondent to Ms. Doreen Camposano-Cortez's study, popular participation in tourism planning.

- I understand that my participation in this study is voluntary and I have the option to choose which questions to answer and I can stop the interview at any time I choose.
- I understand that any information I share with Ms. Camposano-Cortez will be treated with utmost confidentiality. She will use pseudonyms when she refers to me in the final document (thesis) and will change some identifying characteristics when describing me.
- I understand that throughout the study the questionnaires will be stored in a locked cabinet separate from any information, which can identify me. Upon completion of the study the questionnaires will be archived at the University of the Philippines in the Visayas.
- I understand that Ms. Cortez will use the data generated from this questionnaire for her thesis in International Development Studies under the supervision of Dr. Marian Binkley.

(Sign Above Printed Name)

Position:
Unit/Agency:

Doreen Camposano-Cortez
Researcher

Appendix 3: Municipal Officials of Nueva Valencia
1998-2000

Municipal Mayor - Honorable Diosdado G. Gonzaga
Vice-Mayor - Honorable Henry G. Babiera
Councilors (Sangguniang Bayan Members):

Honorable Juan D. Gaitan
Honorable Marilyn G. Edang
Honorable Susana G. Gallentes
Honorable Jose S. Alayon
Honorable Romeo G. Geonanga
Honorable Paul G. Fernandez
Honorable Alessandro E. Granada
Honorable Noel G. Torres
Honorable Ma. Luz G. Gambalan - ABC¹ President
Honorable Rofel G. Geonanga - *Sannguniang Kabataan*²
Chairman

Municipal Committee on Tourism

Chairperson: Honorable Marilyn G. Edang
Vice Chairperson: Honorable Paul G. Fernandez
Member: Honorable Rofel G. Geonanga

¹ Association of Barangay Captains

² Youth Council

Appendix 4: List of Key Informants

- Mary Ann Garque - private sector (resort owner)
- Inocencia Subong - NGO (Calaya Bag Weavers Association)
- Eugenio Delumpa - LGU, board member, former mayor
- Rico Estaya - General Manager, Rico Beach Resort
- Diosdado G. Gonzaga - Municipal Mayor (current)
- Emil Esmeralda- SAGMATODA member (treasurer)
- Noel G. Torres - SB member
- Josephine Servando - Municipal Engineering Office
- Marilyn Edang - SB member; chairman of tourism committee
- Socorro Martir - private sector (Cut flower enterprises)
- Paul G. Fernandez - SB member; member of tourism committee
- Cynthia D. Gatungay - Social Welfare Officer- III (MSWDO)
- Joyce Gildore-Eledia - Private sector
- Francis Gentoral - CUI project manager
- Fr. Pat Salarda - Parish Priest
- Zurinie Gimotea-Zaldivar - Tourism
- Marlon Galleto - Planning Officer (newly designated)
- Leon Gabaton - Municipal Agriculturist
- Leticia Delgado - former planning officer (retired)
- Rofel Geonanga - SB member
- Cecilia Eledia - Private sector (proprietress, Cecilia's cakes and pastries)
- Arlene Gatungay - Private sector (Owner/Manager of Valencia Eatery and Batchoy House)
- Richard Gañaca - transportation sector
- Marcos T. Gayomali - Department of Education, Culture and Sports (DECS)

Note: There were informants who are residents of Nueva Valencia who are not identified.

Appendix 5: Tourism Strategic Plan and Tourism Action Plan

Tourism Strategic Plan

Vision

An agricultural, cultural and ecological tourism center of Guimaras and Region VI with peaceful, healthy and self-reliant people and local governments that deliver total quality service

Mission

We commit to promote sustainable tourism through the development of heritage, agricultural, cultural and ecological tourism products and services.

Tourism Theme

Nueva Valencia, as a tourism destination, offers diversified heritage, agricultural, ecological and cultural experiences to local and foreign tourists.

Goals and Strategic Actions

Goal 1

Promote Nueva Valencia as destination of tourism investors

Strategic Actions:

- provide tax incentives to investors for tourism
- Produce tourism investment brochures and flyers
- Organize tourism fora and events for investors
- Publish tourism products and services in local and national media
- Participate in travel marts and exhibits
- Implement a direct mail program

Goal 2

Improve tourism facilities and resources.

Strategic Actions:

- Construct access roads, mountain trails and biking lanes
- Establish a Municipal Tourism Center

- Construct barangay lodges and homestay structures in selected barangays
- Organize association of tourism establishments in the municipality

Goal 3

Enhance support tourism services and formulate municipal policies and ordinances in support of sustainable development.

Strategic Actions

- Develop comprehensive tourism ordinance
- Establish code of ethics for tourism establishments
- Install a tourism monitoring system

Goal 4

Intensify promotion of heritage tourism (agricultural, cultural, and ecological products and services).

Strategic Actions

- Conduct tourism assets inventory
- Design and publish cooperative brochures and other promotion materials
 - Visitor Guide
 - Events brochure
 - Farm Market Guide
 - Mountain Trail Guide
 - Destination Planner for Travel Agencies
- Conduct of marketing workshops
- Organize special events like slogan contests, biking tours, eco-tours, fishing derby and craft exhibits
- Advertise through the internet in Iloilo City

Goal 5

Encourage Community involvement in implementation of tourism promotion, product development and related activities

Strategic Actions

- Conduct regular community awareness trainings
- Celebrate tourism week
- Promote "Lakbay-Aral" for Nueva Valencia residents

- Organize barangay based tourism events like excursion tourism, barangay homestay, cultural feasts and sports activities

Goal 6

Develop tourism human resources

Strategic Actions

- Organize the Municipal and Barangay Tourism Councils
- Conduct of trainings and workshops on tour guiding, marketing, organizing special events; housekeeping and hospitality programs
- Establish a Municipal Tourism Office

Tourism Action Plan

Objective 1

Promotion of Nueva Valencia as tourism investment destination.

Specific Actions	Output
<ul style="list-style-type: none"> • Promote tax incentives for tourism investors 	<ul style="list-style-type: none"> • Amount of new tourism investments
<ul style="list-style-type: none"> • Produce investment brochures 	<ul style="list-style-type: none"> • Tourism Enterprise Fund
<ul style="list-style-type: none"> • Organize investment fora on tourism and related enterprise 	<ul style="list-style-type: none"> • Investment brochures
<ul style="list-style-type: none"> • Launch photo exhibit 	<ul style="list-style-type: none"> • Public Awareness
<ul style="list-style-type: none"> • Send personal invitations 	<ul style="list-style-type: none"> • Patronage of heritage, special events, resort tourism, products and events
	<ul style="list-style-type: none"> • Photo exhibits Of tourism areas/events
	<ul style="list-style-type: none"> • Participation in promotion of heritage promotion

Responsibility: Sangguniang Bayan

Objective 2

Improvement of tourism facilities and resources.

Specific Actions	Output
<ul style="list-style-type: none"> • Establish guidelines and standards on tourism business establishments 	<ul style="list-style-type: none"> • Implementation of guidelines and standards on tourism operations
<ul style="list-style-type: none"> • Organize an association for tourism establishments 	<ul style="list-style-type: none"> • Association of tourism establishments(s)
<ul style="list-style-type: none"> • Create a functional monitoring system of tourism association 	<ul style="list-style-type: none"> • Trainings on service improvement conducted
<ul style="list-style-type: none"> • Assist in the designing and planning of tourism facilities 	<ul style="list-style-type: none"> • Monitoring system in place
<ul style="list-style-type: none"> • Provide HRD trainings on service improvement (housekeeping, designing, communications, etc.) 	<ul style="list-style-type: none"> • Improvement of facilities
<ul style="list-style-type: none"> • Construct access roads and signage or other tourism products and destination 	<ul style="list-style-type: none"> • Opening of lodge, guesthouse and homestay structure
<ul style="list-style-type: none"> • Establish Tourism Information Center 	<ul style="list-style-type: none"> • Tourism Information Center
<ul style="list-style-type: none"> • Design and construct lodge, guesthouse or homestay structure 	<ul style="list-style-type: none"> • Commitments from DOT and provincial government
	<ul style="list-style-type: none"> • Approval of the municipal government
	<ul style="list-style-type: none"> • Commitment from the provincial and municipal governments and DOT

Responsibility: Sangguniang Bayan, Municipal Tourism Office

Objective 3

Development of tourism policies and ordinances in support of sustainable tourism development

Specific Actions	Output
<ul style="list-style-type: none"> • Conduct Public Hearing regarding tourism ordinance and programs 	<ul style="list-style-type: none"> • Public awareness/support of tourism program
<ul style="list-style-type: none"> • Formulate policies in support of tourism development 	<ul style="list-style-type: none"> • Approval of tourism policies and support ordinances for sustainable tourism

Responsibility: Sangguniang Bayan

Objective 4

Intensification of promotion and marketing of heritage, farm, cultural resort tourism products and events

Specific Actions	Output
<ul style="list-style-type: none"> • Conduct workshops on marketing and promotion 	<ul style="list-style-type: none"> • Increase public awareness and patronage of heritage, special events and resort tourism
<ul style="list-style-type: none"> • Design and publish brochures and posters 	<ul style="list-style-type: none"> • Slogan accepted and promoted by the community
<ul style="list-style-type: none"> • Create a slogan or interesting story lines 	<ul style="list-style-type: none"> • Workshop conducted and participated by stakeholders
<ul style="list-style-type: none"> • Procure video of tourist areas and events 	<ul style="list-style-type: none"> • Information dissemination campaign
<ul style="list-style-type: none"> • Advertise through internet, brochures and flyers 	

Responsibility: Municipal Tourism Office, Private Groups

Objective 5

Encouragement of Community Participation in tourism events and product development activities

Specific Actions	Output
<ul style="list-style-type: none"> • Conduct regular tourism awareness campaign 	<ul style="list-style-type: none"> • Involvement of groups in the community in tourism program
<ul style="list-style-type: none"> • Declare and celebrate tourism week 	<ul style="list-style-type: none"> • Tourism Week celebration
<ul style="list-style-type: none"> • Promote Lakbay Aral for student/barangay and municipal council members 	<ul style="list-style-type: none"> • Conduct of symposium Patronage of excursion tourism, special events, and appreciation of cultural activities
<ul style="list-style-type: none"> • Sponsor symposium on promotion of sustainable tourism 	<ul style="list-style-type: none"> • Increase number of tourists/visitors in selected barangays
<ul style="list-style-type: none"> • Promote (of) excursion tourism, special events, barangay activities through partnership projects with Taos Puso Foundation, University of the Philippines and other organizations 	<ul style="list-style-type: none"> • Partnership tourism projects implemented

Responsibility: Municipal Tourism Office and Barangay Councils, Taos Puso Foundation, University of the Philippines, other organizations

Objective 6

Development of tourism human resources

<ul style="list-style-type: none"> • Facilitate Barangay Tourism Council meetings and trainings on: Feasibility Study, Marketing, Monitoring and Evaluation, Tour Guiding, etc. 	<ul style="list-style-type: none"> • Trainings conducted
<ul style="list-style-type: none"> • Enhance management skills of the Municipal 	<ul style="list-style-type: none"> • Committee organized for tourism program

Tourism Council and staff	management
	<ul style="list-style-type: none"> • Hiring of Municipal Tourism Officer

Responsibility: Municipal and Provincial Tourism Office

Source: Canadian Urban Institute (CUI) 1997a, Canada-Philippines Cooperative Program on Economic Development and Environmental Protection-Phase III, Nueva Valencia Tourism Action Plan: 1998-2002, (No place of publication indicated): CUI.

Appendix 6

Photo Gallery



Figure 1. Municipal Session Hall of Nueva Valencia.



Figure 2. Public Hearing in Nueva Valencia.



Figure 3. Motorized *bancas* (boats) provide short-haul inter-island transportation.

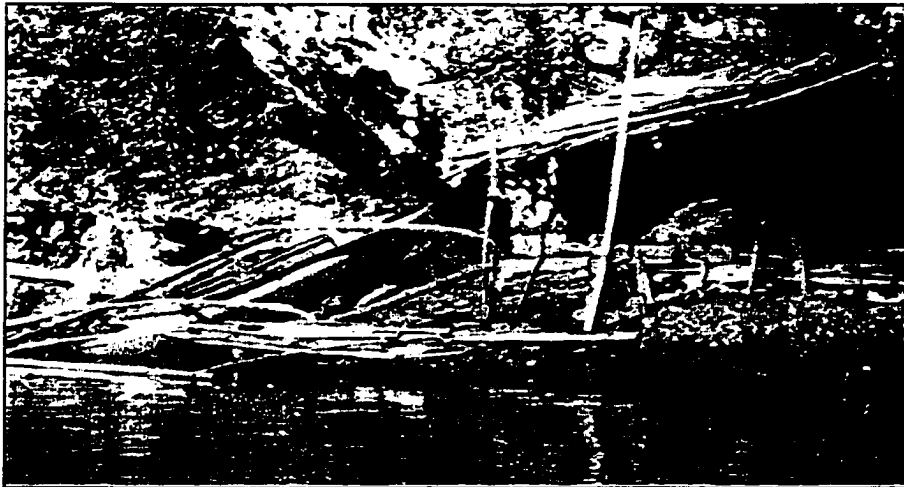


Figure 4. *Barotos* (small boats) transport people to areas not accessible by huge motorized *bancas*.



Figure 5. *Jeepneys* (shown above) are the common mode of land transportation, along with *tricycles*.



Figure 6. For areas not accessible by *jeepneys* and *tricycles*, the *carito* (cart) pulled by oxen, are commonly used.



Figure 7. Lime making is a source of livelihood in Nueva Valencia.



Figure 8. One has to pass through thick vegetation to reach some remote beaches in Nueva Valencia.



Figure 9. To reach other areas, one has to contend with long walks along dirt roads.

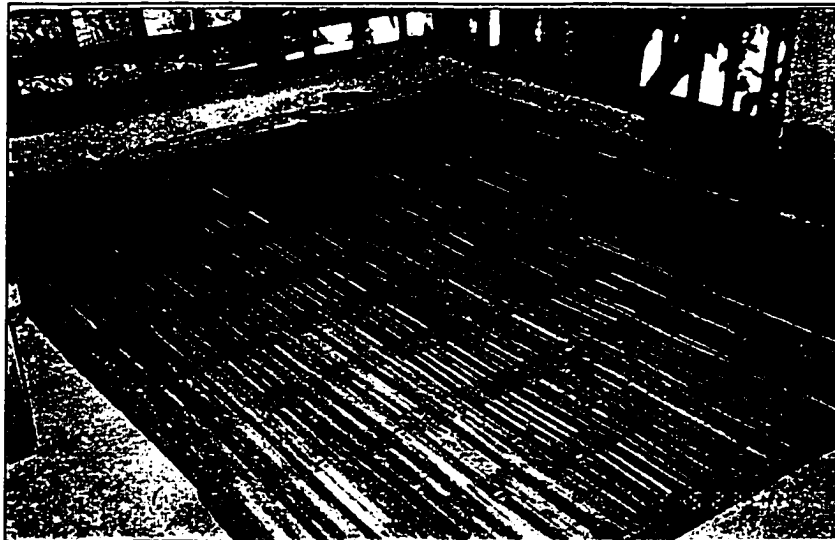


Figure 10. Bamboo slats framed in wood constitute a bed for overnight visitors at *Pulang Pasayan*.

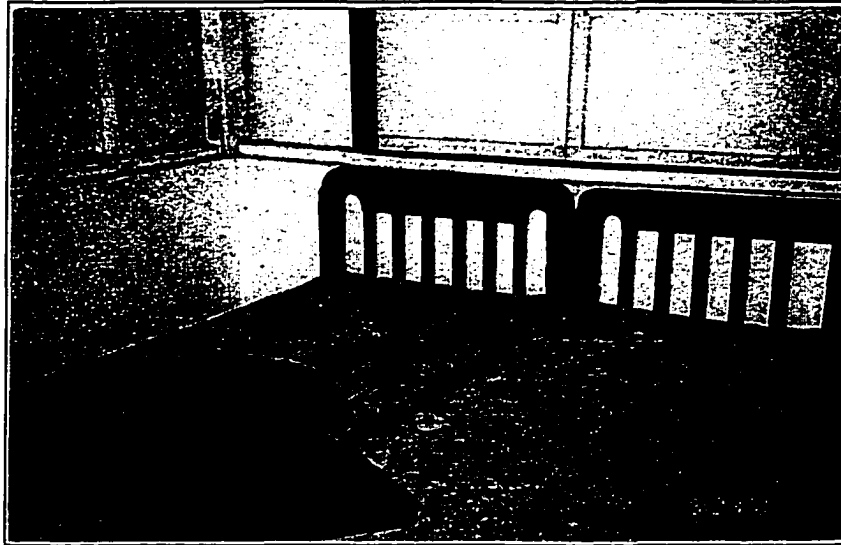


Figure 11. But one can opt for
"conventional" beds in
Rumaganrang Beach.



Figure 12. Rock formations in Guiwad point
protect swimmers from the open
sea.



Figure 13. Hidden coves offer privacy for bathers, also at Guiwad Point.



Figure 14. This secluded white beach area in Tando is a known attraction to Nueva Valencia residents.



Figure 15. Rugged cliffs look like fortresses.



Figure 16. Ruins of the Guise Lighthouse.



Figure 17. Mangroves attract both tourists and marine life in Rumagangrang Beach.

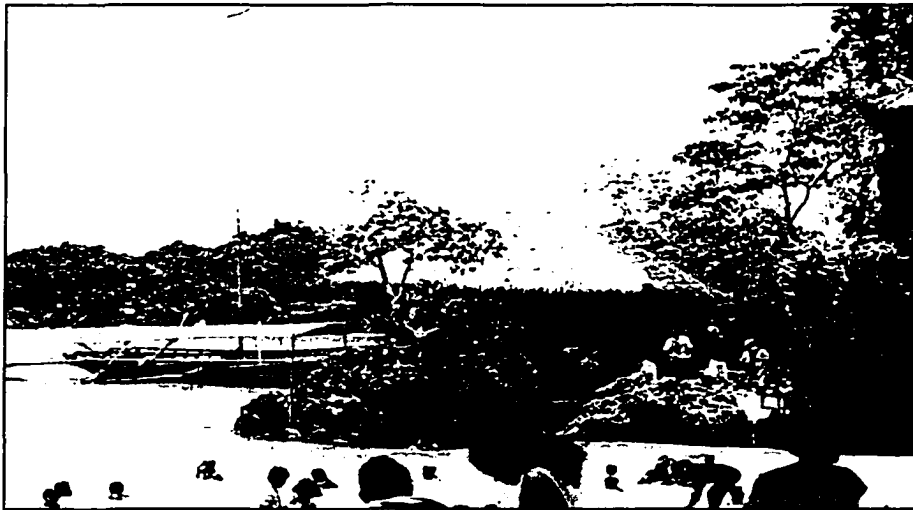


Figure 18. Residents and visitors frequent beach areas like Rico which is, close to the *poblacion*.

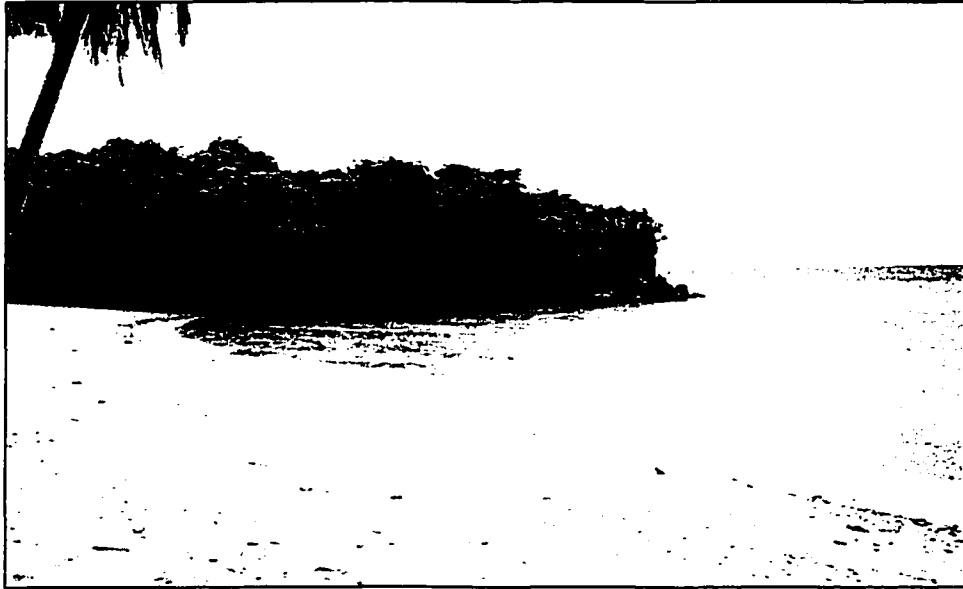


Figure 19. White sand like the one in Alubihod that covers most of the coastline of Nueva Valencia, is also preferred.



Figure 20. The beautiful beaches are, however, marred by improper garbage disposal like this one on Tiniguiban Island.



Figure 21. It is also a pervasive practice to dump garbage at the base of coconut palms like the one shown here in Rumagangrang Beach.

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