Ethical Challenges for Sustainable Tourism in Taiwan-- a Case Study of Kenting National Park

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Photo taken by WanLin Lee

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The purpose of this study is to find out what current ethical challenges are facing in Taiwan during the process of approaching sustainable tourism, with the focus of the Kenting National Park.

The research question is answered by the discussion of the dilemmas or conflicts occurred through categorizing them to three aspects: the regulative system, the cultural-cognitive system, and the normative system, which interact with each other and confine our behaviour. Furthermore, different positions of environment ethics are also used to analyze the transformation of natural conservation policies in Taiwan, and this analysis is ascribed to part of the normative system.

Based on the results of the discussion of the case study, it is concluded that the main current ethical challenge facing in Taiwan during the process of working with sustainable tourism is the enhancement of the awareness and consensus regarding sustainable tourism among the public, including the local community, tourists, the tourism industry, and the government.

Preface

The project is a final thesis for the master programme of Environmental Management in the Department of Development and Planning, Aalborg University during the period between the 10th of April 2006 and the 1st of October 2006.

The idea of the research question was generated when I was in New Zealand for my internship, where I spent a lot of time on travelling. When I was there, I could see the efforts of protecting the environment wherever I went. Their value of the environment in New Zealand concerned both the natural and cultural environment. It made me wondered why I never had this feeling in my home country, Taiwan. Sustainable tourism is an abstract notion, but, still, the sense of it in Taiwan is as thin as a piece of paper as far as I am concerned. That was why I decided to discuss what the current ethical challenges are facing in Taiwan during the process of approaching sustainable tourism. After discussion with my supervisor and the chief of Tourism and Recreation Section from the Kenting National Park, I started to look at the dilemmas that the Kenting National Park are facing from a planner's point of view, instead of just a tourist's viewpoint. Furthermore, the purpose of this chapter is not problem-solving. Instead, it intended to use the concept of environmental ethics and other analytical approaches to discuss our relationship with Nature and pointed out the challenges later.

I would like to thank my supervisor, Finn Arler, for his valuable opinions and comments. Also, I would like to thank Mr. Hsieh-Chun Ma from the Kenting National Park for arranging some time for the interview, which I used the content of it a lot in my thesis. Finally, at the personal level, I would like to thank my family and my friends for their precious support and encouragement, especially Aneta, Mirela, and XiangYun during the last two months.

Aalborg University, September 29th, 2006

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WanLin Lee

Table of Content

List of Figures

List of Tables

Chapter 1

Introduction

"Are you thinking about an exciting adventure holiday to discover the underwater world of the dolphins? Looking into the crystal clear ocean depths wearing a mask and snorkel you can have encounters with these very curious and playful mammals and swim with them. Watching their exquisite movements and listening to a symphony of sound you feel part of their magical world."[1]

1.1 Background

Were you just attracted by the advertisement above? Perhaps, one of the commonest ways to relax for people nowadays is to go travelling. Those miscellaneous and attractive advertisements everywhere in the brochures, magazines, and on TV, tempt people to think that they can leave all the trifles back at home and enjoy themselves in an exotic atmosphere. Reservation is much easier than before with just a click on the mouse due to the prevalence of internet. To plan for vacation also seems to give people another good reason to escape from their daily boring routine job or schoolwork. Travelling is more than spending the leisure time. It represents your taste and lifestyle because it shows you have enough money and vacation to go travelling. Moreover, with the innovation and popularization of public transportation, such as airplanes, it is easier to travel around the world than before. These trends make tourism spread from developed countries to the whole world, and the scale of tourism is growing larger and larger.

1.2 Economic Development of Tourism

Tourism has become one of the biggest industries in the world, and it is the biggest industry in the world regarding direct and indirect employment (Green & Hunter, 1995). According to the World Tourism Organization, the number of international

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[1] Trip advertisement from internet. Available from:
http://www.responsibletravel.com/Trip/Trip900062.htm. Accessed: 2nd Aug. 2006

tourist arrivals recorded worldwide grew by 42% approximately since 1990 and exceeded 763 million in 2004 (WTO, 2006a).
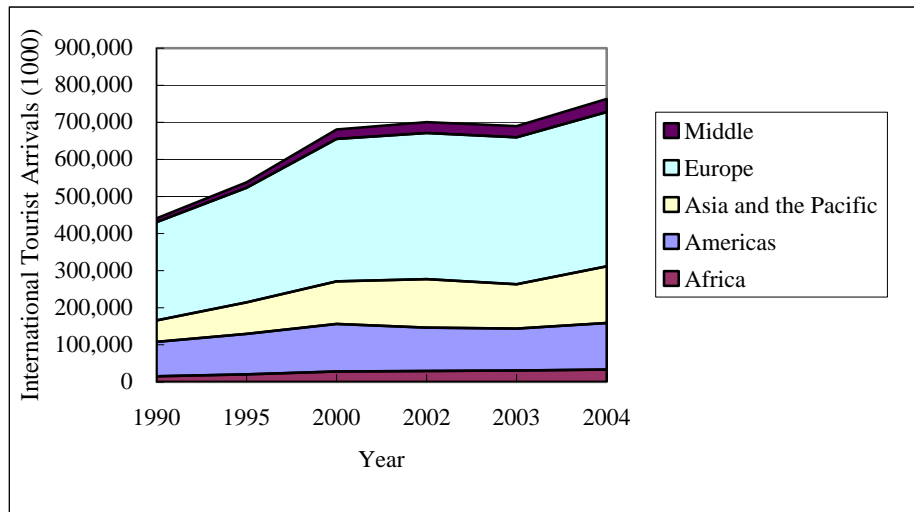
Figure 1.1 International tourist arrivals (WTO, 2006a)

On the other hand, though there was decline due to the Iraq war, SARS, and the weak economy, the international tourism receipts still increased by approximately 55% since 1995 (Figure 1.2).
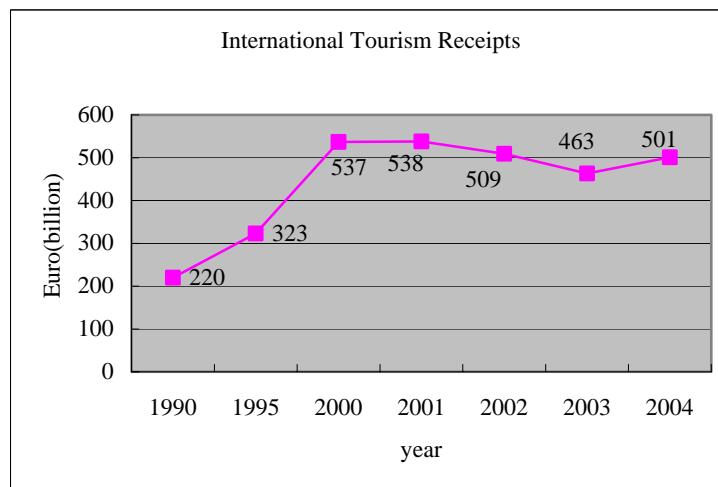
Figure 1.2 International tourist receipts (WTO, 2006d)

Moreover, it is estimated that tourism will contribute to 10.3% of total GDP (Gross Domestic Product) and 8.7% of total employment in 2006. By 2016, one job will be related to tourism in every 11.1 jobs (WTTC, 2006, p. 6). It is predicted the growth will continue positively, but whether the public can really benefit from the development is still questionable. It is also arguable whether people can still enjoy traveling when it is always full of tourists no matter where they go. The concerns for

the capacity of the environment to uphold massive tourists had been arisen in the debate of tourism development as well.

1.3 Impacts of Tourism

The development of tourism has brought different impacts, and one problem of it is the difficulty of distinguishing whether impacts are arisen due to individual tourist activities or not (Green & Hunter, 1996). In other words, the accumulation of individual tourist's negative behaviour makes it difficult for him or her to sense the harmful effects, especially when he or she will just leave the destination area after the vacation. Furthermore, some impacts are indirect and it takes more time to notice the negative influences, so it creates more difficulties of planning or policy-making. The impacts of tourism can be divided into three dimensions in general: impacts to the natural and built environment, impacts to economic environment, and impacts to socio-cultural environment.

Among the impacts of tourism, the most visible ones are the impacts to the built and natural environment. The impacts on the built environment can be discussed according to different aspects: urban form, infrastructure, visual impact, erosion, and pollution (Green & Hunter, 1996). For example, to change residential or natural areas to hotels or other buildings does not only change the urban form, but also might cause the negative visual impacts once the new constructions do not fit the surroundings. Moreover, there are some impacts on the natural environment during the tourism development as well, such as the use of natural resources, water and air pollution, changing of floral and faunal species composition. Green and Hunter (1996, citing Tyler 1989) gave an example of the destruction of ecosystem for tourism development: hundreds of square kilometres of forest were removed to build skiing fields, which could cause soil erosion, floods, landslides and avalanches in the European Alps.

Besides the impacts on natural and built environment, it is also vital to understand the economic impacts of tourism. Generally, the impacts of tourism on economic environment are recognized positive. For example, more developed tourism means more job opportunities for the local people. Additionally, the expenditures tourists paid can be used as salary of local employees. When they get their salary, they can use it for their daily necessities. The authorities have more budgets to improve local

infrastructure. However, the seemingly positive economic impacts might cause other negative socio-cultural impacts indirectly.

Compared with natural and economic environment impacts, it is less visible and takes more time to sense the socio-cultural impacts of tourism. The negative socio-cultural impacts accumulate with time and ill-managed tourism development once it only looks for maximization of financial profits. For example, traditional occupation, identification and traditional culture of the local community might disappear due to the changing of traditional economic and social relations for mass tourism (EC, 1994). That the tourists' behaviour might not fit to the local tradition can cause conflicts between tourists and the local community as well. More and more influences from the outside world may as well change family structures and values in the local community. For example, traditional agricultural activities might be replaced with provision of services engaged in tourism (Chris, 1991).

In the beginning, the debates on tourism development focused on the impacts to the natural and economic environments mainly. However, the socio-cultural impacts started to appear gradually with time. Consequently, the concerns of how tourism should be developed have gradually involved not only economy, marketing, planning, but also sociology and even ethics in the tourism development.

1.4 Problem Formulation

With the understanding of impacts of tourism, it is generally accepted that tourism development should be managed in a more sustainable manner, such as recognizing the importance of socio-cultural aspect of tourism. However, during the process of working towards to sustainable tourism, some conflictive issues arise. For example, it seems inevitable that more construction will be needed if we want to make the natural environment more accessible to the public though it means deterioration of natural resources. Moreover, it is said that tourists can bring protection to the host countries and the statistics also shows that many countries benefit from the development of tourism. However, sometimes tourists' right to vacation can be in the opposition of the local community's right to live a better quality of life once the tourism is not managed well. Therefore, it causes environmental controversies for all stakeholders involved: do the public want to build more roads or any other infrastructure so that

4

everyone can enjoy the nature? Or do we want to limit the accessibility to the natural environment so that we will not harm the Nature or the rights of the future generations? Who should be allowed to make the decision, politicians or the local community? Can tourism industry really benefit from sustainable tourism while it means fewer tourists are preferred at the same time? These are just some examples of dilemmas occurred in the practice of sustainable tourism, and they proved the complexity of tourism development. To comprehend those controversial dilemmas, it is of great importance to tackle them from the roots. Tourism is one kind of human behaviour, and our complicated interactions with the environment are one of the reasons which cause the dilemmas. Consequently, to understand the dilemmas in sustainable tourism, it is essential to comprehend human behaviour, such as how different stakeholders perceive their relation with the environment in sustainable tourism development.

As a result, it leads to the main research question: *What are the current ethical challenges facing in Taiwan during the process of approaching sustainable tourism?*

The research question will be analyzed by discussing the environmental dilemmas or conflicts in the Kenting National Park, which is used as the case study in this study.

In order to probe into the main research question, some related objectives are established, such as

- Present the basic concept of environmental ethics and its relevant positions that have effects on sustainable tourism
- Present the concept of sustainable tourism and identify the dilemmas and barriers of sustainable tourism in general
- Present the tourism development and show how important tourism is for the case study in question, the Kenting National Park
- Identify the dilemmas and how they have been solved in the Kenting National Park

1.5 Research Methodology

The purpose of this study is to discuss what current ethical challenges are facing in Taiwan during the process of approaching sustainable tourism, and the Kenting National Park was chosen as the case study. In order to probe into the research

question, the research methodology is designed to contain the analytical approach, the research flow, as well as the collection of relevant materials and data.

1.5.1 Analytical Approach

The project tended to analyze the research question from a planner's point of view, meaning a more social and environmental position was used, instead of a company's or private viewpoint. Additionally, the project used one single case study, Kenting National Park in Taiwan, to present conflicts and dilemmas arisen when working with sustainable tourism because this national park is renowned as a hotspot for tourism in Taiwan. Therefore, the results of discussion are representative enough to reflect the current situation in Taiwan regarding sustainable tourism development.

In addition, the research question was answered through analyzing and discussing the environmental dilemmas or conflicts occurred in the national park. They were categorized with three perspectives: the regulative system, the cultural-cognitive system, and the normative system which provide guidelines and resources for our behaviour as well as prohibitions and constraints on action (Scott, 2001). Therefore, it was useful to assess the dilemmas or conflicts for the case study because different stakeholders' behaviour is the main cause of dilemmas. These three perspectives are not incompatible with each other, but are able to overlap with each other. Though the regulative system and the cultural-cognitive system can also be explained with norms, how they influence or confine human beings' behaviour is different. Therefore, it is reasonable to discuss the dilemmas or conflicts with these three perspectives.

Environmental ethics was also used to for the analysis under the normative system because the discussion of environmental ethics is the discussion of norms, generally speaking. The relevance of environment ethics to the project is that it explains the moral relations between human beings and the environment, as well as to whom or to what human beings have responsibilities (Desjardins, 2006). It also explains how these responsibilities are justified. Therefore, to understand the various positions in environmental ethics and different positions taken by different stakeholders involved in the development of sustainable tourism are able to help us to understand the implication of environmental dilemmas or conflicts in sustainable tourism. Also, the

different positions in environmental ethics can help us to identify what is considered as morally good in terms of sustainable tourism.

1.5.2 Research Flow

Based on the analytical approach, the research flow of this study is illustrated as Figure 1.3. This study started with review of relevant literatures in order to decide a proper targeting area: sustainable tourism in this case. Then, the research question was formulated within the area: what are the current ethical challenges facing in Taiwan during the process of approaching sustainable tourism.
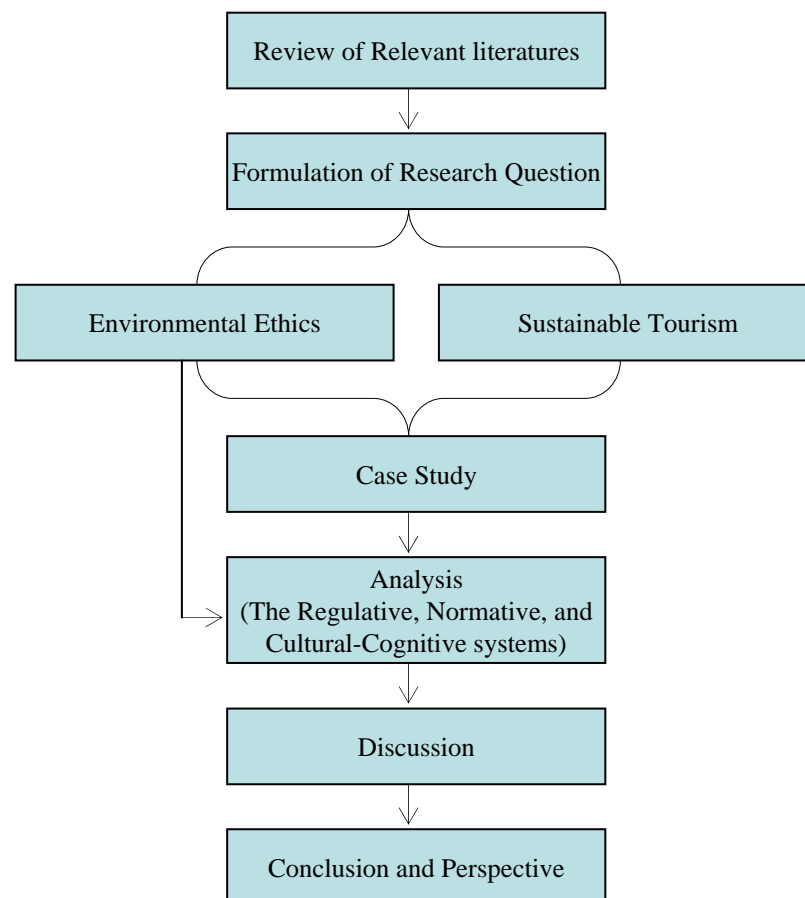
Figure 1.3 Research Flow

Furthermore, environmental ethics and sustainable tourism were introduced as they were the key concepts and theories of this study. The next stage concerned the analytical approach to probe into the research question. A single case study, the Kenting National Park, was chosen to focus on a specific area. Then, the three different systems which confine our behaviour were used to discuss the current dilemmas in the Kenting National Park. The different positions embedded in environmental ethics were also used for analysis under the normative system. Finally,

the conclusion was drawn based on the discussion and the perspective was also presented in the last stage.

1.5.3 Collection of Relevant Materials and Data

The sources of relevant literatures and data were mainly from the secondary ones. They were collected from different books, journals, conference papers, and publications from the internet. Furthermore, interview was also used as the primary data source for the case study, and it was also used to strengthen the analysis.

A semi-structured interview was conducted with the chief of Tourism and Recreation Section of the Kenting National Park, Hsieh-Chun Ma, in May, 2006 because a semi-structured interview can provide more freedom for both interviewers and interviewees during the interview (Robson, 1993). Furthermore, the interviewee was chosen because this study intended to analyze the research question from a planner's point of view as well as the interviewee was the head in the Kenting National Park in terms of tourism and recreation development.

1.6 Structure of the Report

This report consists of six chapters. It starts with chapter 1 which provides the background of this study and presents the formulation of the research question and related research objectives. Besides, research methodology is also presented in this chapter.

The purpose of Chapter 2 is to present the basic conception of environmental ethics in order to see its effects on sustainable tourism because it touches upon how human beings perceive the environment and their relationship with the environment, which is relevant to the focal point of this project. This chapter includes the introduction of different schools of ethics, the concept of environmental ethics, and the relationship between sustainability and environmental ethics.

Chapter 3 aims to provide an overall understanding of sustainable tourism. It consists of the historical development and concept of sustainable tourism, the stakeholders involved, and the barriers to sustainable tourism.

The purpose of chapter 4 is to provide basic understanding of the case study for further analysis. It starts with an overview of Taiwan and development of tourism in Taiwan. It also includes the background, tourism development and controversial issues happened in the Kenting National Park, the case study.

Chapter 5 is designed to analyze and discuss the dilemmas or conflicts occurred in the Kenting National Park in order to provide a foundation to draw the conclusion. This chapter consists of two parts: the first part is proposed to analyze the dilemmas or conflicts occurred in the Kenting National Park based on three perspectives: the regulative, normative, and the cultural-cognitive systems. The second part is the discussion based on the analysis of the case study in order to answer the research question.

Chapter 6 is the conclusion of this study which aims to answer the research question presented in Chapter 1: what are the current ethical challenges facing during the process of approaching sustainable tourism in Taiwan? It also consists of two parts: the first part presents the conclusion of this study, and the second part includes the perspective and critiques of this study.

Chapter 2

Environmental Ethics

Chapter 2 presents the basic conception of environmental ethics in order to provide the base to answer the research question presented in Chapter 1 because it touched upon how human beings perceive the environment and their relationship with the environment, which is relevant to the focal point of this project.

This consists of different school of ethics, the concept of environmental ethics, and the relationship between environmental ethics and sustainability. Moreover, this chapter intends to identify different positions embedded in different school of ethics in order to apply them to sustainable tourism.

It is also important to stress here that this chapter does not attempt to present a holistic picture of the notion of environment ethics. Instead, the purpose of this chapter is to introduce some realms of environmental ethics in order to present some links to certain eristic environmental decisions relevant to sustainable tourism. Furthermore, though many ethical dilemmas are presented in this chapter as well, there is no attempt to provide appropriate answers to those dilemmas as the dilemmas presented in this chapter are used to stress the complex relationship between human beings' behaviour and the environment.

2.1 Why Environmental Ethics?

Our interactions with the environment cause ethical questions which are tough to solve sometimes. For example, does the current generation have the obligation to ensure the capacity for the next generations to meet their needs? When it applies to tourism, if to build a well-designed wharf so that 1000 people can enjoy sailing and 200 job opportunities can be created, is it still ethically acceptable even though the living environment for marine species will be destroyed? Do the marine species have moral right? All these ethical problems arise when human beings deal or interact with the environment. To resolve ethical dilemmas depends not only on what ethical tradition a person holds, but also on how broad the scope of the person's ethical

concerns are. Only when we can fully comprehend the nature of environmental problems, we can solve those problems correctly.

According to Brennan and Withgott (2004, p 30), ethics refers to "*a person's or group's set of moral principles or values: the study of good and bad, of right and wrong.*" Thus, it provides us general guidelines and principles which can help us to judge what is morally correct from wrong. Moreover, people from different backgrounds or even from the same background, might hold different criteria for judgement in some specific conditions and generate dramatically different opinions in the end. Ethics can help us to understand how and why we make different or similar decisions to cope with ethical issues. Take one of the dilemmas regarding sustainable tourism as an example: the growth of international arrivals. According to the World Tourism Organization, the number of international arrivals had increased with an annual growth of 6.5% from 1950 to 2004. (WTO, 2006c) If we aim at a more sustainable form of tourism, this tendency will inevitably cause a dilemma as more international arrivals mean more consumption of fossil fuels, which is considered as a main cause of increasing CO_2 emission.

The dilemma mentioned above is possible to be solved with technical mechanisms and regulation. Though it is only mandatory, Kyoto Protocol sets targets of reducing CO_2 emissions for the countries that ratify it. There is also attempt to develop renewable energy so that the consumption of fossil fuels can be replaced. However, without proper understanding of the traits of environmental problems, without understanding of why it is necessary to develop environmental-friendly technology, we are just trying to solve environmental problems with blind eyes.

Therefore, it is vital for human beings to know how they perceive the environment, how they relate themselves to the environment, including the ecosystems, species, and the biosphere, because they are part of the environment as well: human beings are the main consumers of resources on this planet, but they are also preys once this planet is in crisis. That is why we need environmental ethics because it can help us to understand how we shall interact with the environment and the value behind our behaviour. Moreover, with this understanding, it can facilitate us to prevent from potential environmental crisis or existing environmental problems. Consequently, one

of the main tasks of environmental ethics is to choose what ethical response is suitable for resolving environmental problems (Palmer, 2002).

However, it will be difficult to discuss environmental ethics without understanding moral traditions which still have their influences on the contemporary environmental ethical debates. Therefore, it is essential to start from its origins to comprehend the concept of environmental ethics.

2.2 Different Schools of Ethics

Ecological problems or ethical contradictions exist along with time, such as preservation ethics versus conservation ethics. Preservation ethics means we should leave the natural environment in an original status without any interference while conservation ethics means a certain level of interference in the natural environmental is acceptable as long as we can manage the usage of natural resources in a more responsible and wiser form (Brennan & Withgott, 2004). Different schools of ethics provide different foundations of thoughts to resolve ethical dilemmas, and the discussion could start from the debates on utilitarianism and deontology because these two schools of ethics provide different considerations of what is morally good and correct, which are useful for the discussion of this study. Furthermore, some other schools of ethics, such as virtue ethics, procedure ethics, and discourse ethics, can be considered as the resolution of these conflicts according to the discussion which is presented in the following sections (Figure 2.1).
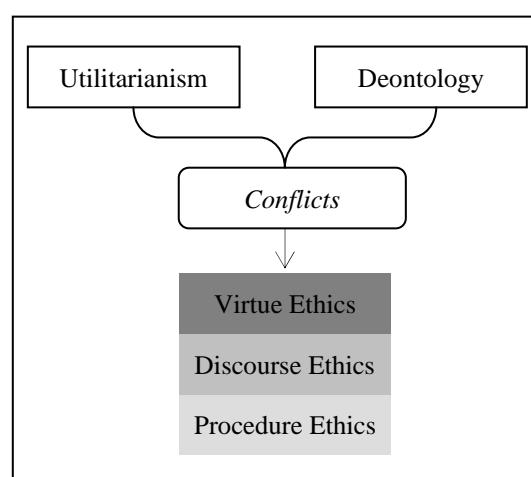
Figure 2.1 Different schools of ethics[2]

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[2] Based on the discussion with Finn Arler

2.2.1 Utilitarianism

Utilitarianism is one branch of consequentialism, which claims that "*normative properties depend only on consequences*" (Stanford, 2006a). Therefore, utilitarianism can be considered as the paradigm of consequentialism because it claims that moral rightness depends on consequences: the maximization of the good. However, the interpretation of 'the maximization of the good' might differ. Some argue it should be pleasure, and some argue it should be the satisfaction of preferences. Furthermore, due to its nature of seeking for the maximization, the issue of measurement also arises, and it often ends up with economic approaches: let the market decide. Therefore, utilitarianism can be deemed the basis of economics.

Utilitarianism emphasizes that something or some action is morally good when it can generate the greatest benefits for the greatest number of people (Brennan & Withgott, 2004). According to utilitarianism, an ethical behaviour is good when it is at its best consequences as well as the maximization of pleasure over pain. Moreover, the unit of ethical concern is always the individual organism, instead of the ecosystem or the species as the unit that deserves ethical concern should be able to experience pleasure or pain (Palmer, 2002).

In utilitarianism principles, whether an action is morally correct or not does depends its consequences. Desirable consequences is usually measured in terms of pleasure (or the avoidance of pain), happiness or well-being. If an action can produce the greatest benefits for the greatest number of people, it was deemed an ethically correct action though it might harm an individual's right. Due to the difficulty of measuring pleasure, sometimes desirable consequences are interpreted in terms of the satisfaction of preferences (Connelly & Smith, 1999, p. 13). As seen from Figure 2.2, a utilitarian will seek for the maximization of Zone I and III. As long as total happiness or financial benefits can grow bigger, it is acceptable that people in Zone II live below the minimum standard although their rights are violated. For example, the built of a national park can provide the functions of both conservation and education: the nature is protected and the tourists are able to have the opportunity to enjoy the benefits of it. Therefore, it is acceptable even though the local community's rights are violated, such as changing their way for living.
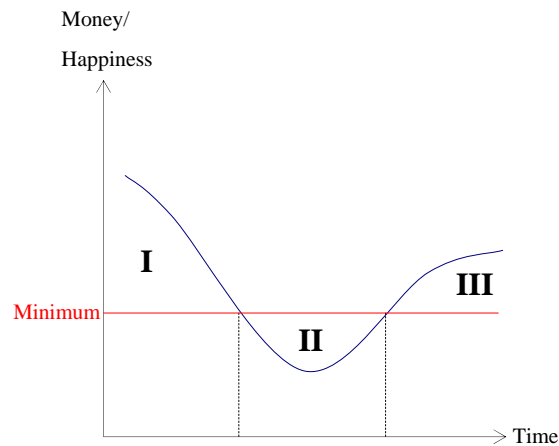
Figure 2.2 [3]

Consequently, it leaves some questions to be answered: how to measure pleasure or the "greatest benefits of the greatest number of people", and the scope of what should be taken into account when making the measurement. The measurement problem brings another moral problem: how can we quantify feelings that considered qualitative? Some come up with a solution of comparing preferences because they are ranked. However, it sill cannot solve the dilemma when there are two different pleasures experienced by two different people in different situations. For example, it might be possible to tell whether buying a car or buying a bicycle is preferable to A. However, it is much more difficult to compare the pleasure for A resulting from buying a car and the pleasure for B resulting from a great vacation. This is why utilitarianism is prone to solve dilemmas with economic approaches, using Willingness To Pay as an indicator for measuring the intensity of preferences.

Another issue concerns distribution. Take the built of national parks as the example again. Zone I and Zone III in Figure 2.2 can be considered as what the local authority and the tourists' benefits from this policy, and Zone II can be considered the loss of rights for the local community. For the utilitarian, the distribution is not important because the aim is that the benefits (Zone I and III) can be maximized and greater than Zone II, which represents the loss of rights for the local community.

Furthermore, what should be taken into account when making the measurement is also arguable. Some suggest that organisms that have the capacity to feel pain or pleasure should be taken into consideration (Connelly & Smith, 1999). Therefore organisms

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[3] Based on the discussion with Finn Arler

15

that do not possess this capacity should not deserve the same consideration morally as they are not able to experience or feel. However, some attempted to broaden the scope. For instance, Robin Attfield argued that as long as organisms were able to flourish, they should be included into the moral consideration (Palmer, 2002). Therefore, nonliving objects, which do not have the capacity to flourish, are not morally considerable, such as rocks.

2.2.2 Deontology

Deontology is a categorical imperative developed by Immanuel Kant, which roughly integrates Christianity's Golden Rule: "*to treat others as you would prefer to be treated yourself*" (Brennan & Withgott, 2004, p. 31). An action which can be judged as ethically correct, according to Kant, is when the principles or maxims which we choose to follow is a rational one, and those principles are categorical and universalized. This fundamental ethical duty was called categorical imperative by Kant. Furthermore, he also argued that the centre of ethics should be principles, so called maxims, and humans have their free will to follow (Desjardins, 2006).

Additionally, Kant also held that, in order to practice the categorical imperative, we should not treat others as merely objects. Instead, we should only act in a way that all other rational beings find appropriate and suitable, and we ought to respect them because they are also able to make their own rational decisions which we find appropriate and suitable. All people are bound with equal duties to treat other people the way that we want to be treated.

Deontology does not focus on consequences of actions, but on the duties and rights of individuals, such as participatory right, property right, welfare right, as well as legal right. Contrary to utilitarian, deontologists stress the justice of distribution and the protection of the vulnerable groups, such as the local community or the ecosystems. For them, distribution matters because no individual is supposed to be below the standard of minimum. Therefore, deontologists will not deem an action morally good as long as Zone II exists (Figure 2.2) because they take violation of rights into consideration and every one is bound with equal duties and rights even though it can produce the maximization of happiness. Once the violation of rights is not avoidable, compensation is necessary to adjust the loss of rights. However, sometimes violation

16

and loss cannot be compensated with in terms of money when the damage is on the ecosystems. Therefore, regulation of protecting the environment is rather important in this debate because it can help to prevent ecosystems from damage in advance.

One of the common critiques about deontological tradition is it gives no clue of what is good, valuable, or worthy as long as the actions are rational. For example, a life spending with solitude is equally and ethically good as a life spending with family and friends (Desjardins, 2006).

2.2.3 Other Relevant Ethics

Related to tourism development, supporters of utilitarianism and deontology might have opposite opinions due to different perceptions of human beings' relationship with the environment, such as the protection of an environmentally vulnerable area. A utilitarian will calculate if it can produce the greatest benefits for the greatest number of people with ignorance of those whose rights will be harmed. However, a deontologist considers those whose rights will be harmed although they might be the minority in the society even though most of the public or even the vulnerable area itself can benefit from the protection. Because utilitarianism often uses economic approaches to solve dilemmas while deontologists stress the importance of distribution and ends up with laws and justice, these two schools of ethics might be conflictive sometimes (Figure 2.1, p 13). When conflicts occur, virtue ethics can be used as the resolution because people who are knowledgeable and accomplished will be advised to make appropriate decisions. If conflicting issues still exist, they should be put in public discourse in order to reach consensus. However, if it is impossible or difficult to reach consensus, some certain procedures should be used to provide resolutions. Basic concepts of these three schools of ethics, virtue ethics, discourse ethics, as well as procedure ethics, are explained as following.

Virtue ethics is so called the 'natural law tradition' (Brennan & Withgott, 2004). According to Aquinas, prudence, the centre of virtue ethics, is "*wisdom in human affairs, rather than absolute wisdom*" (Deane-Drummond, 2004, p 10). It focuses on the conceptions of the virtues, or moral characters of individuals, which are what make the possessor good (Stanford, 2006b). Moreover, virtue ethics provides general principles of how we should act or do to live a good life, such as prudence, justice,

fortitude, temperance (Deane-Drummond, 2004). A virtuous person is someone who "*is a morally good, excellent or admirable person who acts and feels well rightly*" (Stanford, 2006b). Accordingly, when virtue ethics is applied to the debate of whether we should protect an environmentally vulnerable area, it could mean that we should develop more complete virtues to make the decision, or people who are well-informed and more familiar with this issue, such as experts, should be consulted because they are supposed to be virtuous and intelligent enough to act accurately and make correction decisions.

The main concept of discourse ethics is its communicative discourse rationality and continuing of the Kantian Deontology with the focus on universalism of principles. It emphasizes that, by arguing and discussing, we can gain more perception of our positions and our moral duty "*to approach the conditions of the ideal communication community step by step*" (NCBI, 2006). Therefore, it is possible to solve dilemmas or conflicts by discussion in order to reach consensus. Referring to sustainable tourism, the local community, one of the main elements of sustainable tourism, can demonstrate their involvement through public hearing and express their opinions regarding some certain issues, such as the limitation of land use due to the built of national parks.

When there are various interests and preferences, some certain neutral procedures should be used to provide solutions, such as vote. Procedural ethics is sometimes interpreted as leaving the rights to the decisions of the majority (Mahoney, 2001). In addition, when relating procedure ethics to the oppositions of protecting an environmentally vulnerable area, it could simply mean to solve this dilemma due to the conflicts between utilitarianism and deontology through democratic procedures because it can provide legal sanction that every one has to obey.

2.3 Environmental Ethics

It is essential to define what 'environment' means for the discussion of environmental ethics. In a narrow aspect, it easily refers only to the natural or built environment. It simply indicate space for "*some creature or collection of creatures, whether plant or animal*" (Connelly & Smith, 1999, p. 8). However, when environmental ethics is discussed, the term 'environment' is not only some space for plant or animal. It refers

to the whole ecosystems, including living organisms, nonliving objects, and, a more broadly sense, what regulates or guides people's behaviour: the socio-cultural environment.

Environmental ethics developed when humans began to sense the environmental problems brought about by modern industrialization. Consequently, environmental ethics can be considered as the application of ethical standards to environmental problems or simply discussion of ethics in relation to environmental problems (Brennan & Withgott, 2004). Furthermore, it assumes that

> "*Moral norms can and do govern human behaviour toward the natural world. A theory of environmental ethics, then, must go on to explain what these norms are, to whom or to what humans have responsibilities, and how these responsibilities are justified*" (Desjardins, 2006, p, 12).

It usually includes topics like wildlife management, loss of biodiversity, natural quality, landscape quality, our responsibility to ecosystems, and so on.

At the commencement, environmental ethics claims that only human beings deserve ethical concerns. Later on, the scope was extended to nonhuman or nonliving entities. More and more people nowadays accept that animals or some nonliving objects, such as trees, worth their own environmental considerations. Some theorists argue that what makes contemporary environmental ethics different from the traditional ethics is that it includes duties not only to animals but also to plants, inanimate objects and natural phenomena (Connelly & Smith, 1999). As seen from Figure 2.3, the evolution of environmental ethics has broadened its scope from human beings to ecosystems. Some philosophers consider one of the key factors of environmental ethics is the expansion of ethical consideration (Brennan & Withgott, 2004).
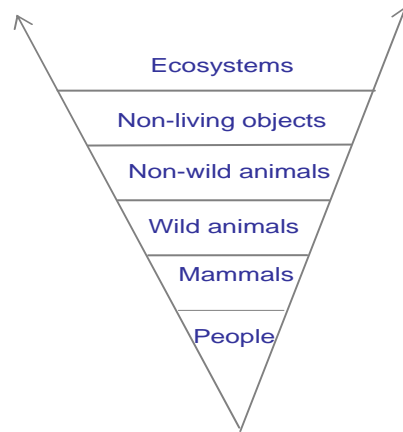
Figure 2.3 Evolution of environmental ethics[4]

In addition, Environmental Ethics can be discussed from three ethical perspectives as following: Anthropocentrism, Biocentrism, and Ecocentrism (Figure 2.4).
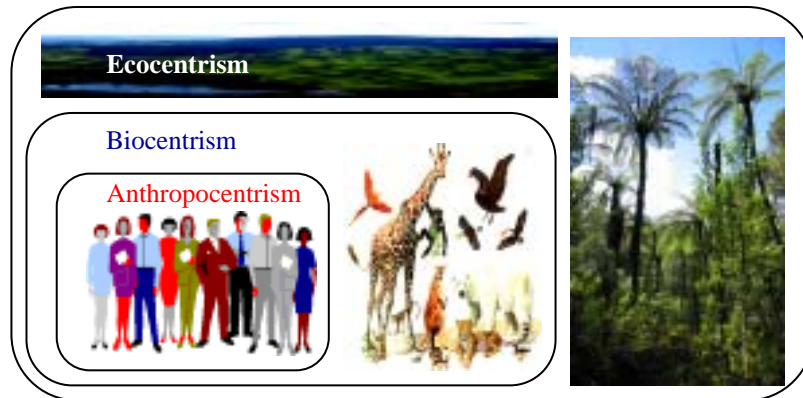
Figure 2.4 Three different ethical perspectives[5]

2.3.1 Anthropocentrism

Anthropocentric ethics is a human-centred view of our relationship with the environment, which indicates that human beings are the central focus of existence (Brennan & Withgott, 2004). Anthropocentrism recognizes that only human beings have moral right and value, and therefore nonhuman entities cannot have rights. In other words, anthropocentrism considers civilization is the central element of the real world (Wikipedia, 2006a). One characteristic of anthropocentrism is to evaluate an action's value based only on its impacts on human beings. Therefore, effects on the environment of human beings' actions should be measured by some standards, such as impacts on human health, finances, nutrition, and aesthetic concerns. Any action which cannot bring benefits to human beings is considered negative (Brennan &

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[4] Inspired by Brennan & Withgott, 2004, p. 32
[5] inspired by Brennan & Withgott, 2004, p. 33

Withgott, 2004).

Under this sense of human-centeredness, anthropocentrism further enlarged its scope to the future generations, and thus our responsibilities might extend to distant generations that probably will exist 200 years later (Desjardin, 2006).

2.3.2 Biocentrism

Unlike the advocates of anthropocentrism, some philosophers emphasize and recognize the inherent value of other creatures besides human beings, and claims that moral values, such as 'good', 'right', 'duty', 'care', and 'value', should exist not only in human beings (Deane-Drummond, 2004). In other words, all living organisms have ethical standing. Moreover, philosophers of biocentrism, usually considered as antonym of anthropocentrism, often judge an action regarding its impacts on all living things, not only on human beings.

Some theorists of biocentrism also argue that all living organisms in the universe are equally valuable, and benefits of human beings or impacts on human beings should not be the only judgement of an action. Therefore, one may draw a conclusion that a person is as valuable as a dog (Wikipedia, 2006b). However, there are also some other advocates stress that some kinds of living organisms should deserve a higher degree of moral consideration than others (Brennan & Withgott, 2004).

2.3.3 Ecocentrism

Ecocentric ethic recognizes the moral standing of nonliving objects due to their intrinsic values. It evaluates actions regarding of their positive or negative impacts on the whole ecosystems, which consist of both animate and inanimate elements and the interdependencies among them, instead of evaluating their impacts to individual entities (Brennan & Withgott, 2004). Additionally, ecocentric ethics is a more holistic stance becasue it not only recognizes the existence of all living and nonliving entities, but also emphasizes the interdependencies of all entities in the ecosystems. It particularly stresses the environment as a whole. For example, it claims that environmental concerns for ecosystems are not the same as concern for the individual entities that live within them (Desjardins). Ecocentrism also claims that no single organism is more important than another (Wikipedia, 2006c).

While advocates for ecocentrism consider human beings as a part of the ecosystems, some theorists exclude human beings from the ecosystems. They argue that human beings are unnatural because the various kinds of culture they have developed facilitate them to adapt different environmental conditions more easily and faster than other species in the ecosystems when a comparatively slower process and more time are needed for other species to adapt the alterations in the ecosystems (Callicott, Crowder, Mumford, 1999). Therefore, a good system is a system without any interference from any artificial activity. The conception that less interference is better also influences the development of national parks.

These three ethical perspectives mentioned above seem opposite to each other regarding what should be taken into moral consideration. However, these different perceptions could lead to the same solutions to environmental dilemmas, such as the built of national parks for tourism. Anthropocentrism advocates may support this policy due to aesthetic and financial concerns although they do not concern the inherent values of the nature. Biocentrism advocates may support it because some certain species, that they think are precious enough, can be saved due to this policy. Ecocentrism supporters may support it because the whole ecosystem can be protected from the trespass of unbounded development. From this point of view, a win-win situation is available as the protection of environment can benefit not only the current generation but as well the future generations.

2.4 Sustainability and Environmental Ethics

The scope of environmental ethics has extended from merely human-centeredness, nonhuman animals, to nonliving objects, as well as ethical concern for societies and cultures (Brennan & Withgott, 2004). This extension also enlarges our responsibilities to more organisms. As seen from Figure 2.5, we are responsible not only for the current generations, but also for the distant generations. Not only do human beings have moral standing, but also hominid mammals and nonliving objects have their own moral values. However, with time and distance, we also feel less and less obligatory for those who are not close to the current generations. For example, we feel more responsible for our families and close friends, instead of the whole global community.
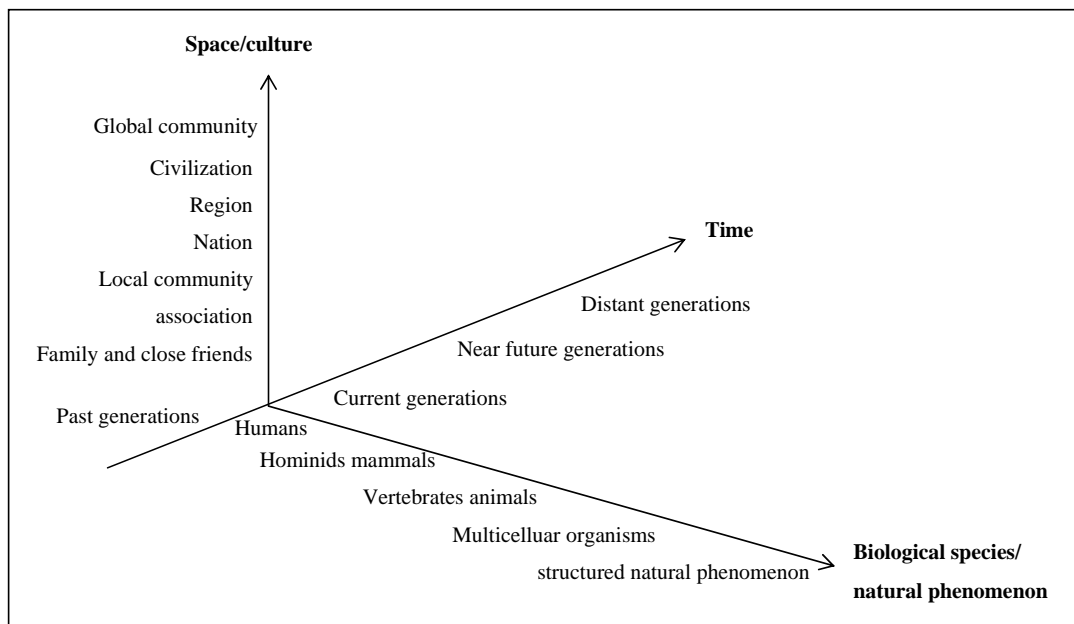
Figure 2.5 Evolution of human beings' responsibilities[6]

This extension also generates the concerns for distributional equity, such as the equity among generations. The distribution of equity among generations is one of the most common debates of the notion of sustainability (Brennan & Withgott, 2004).

The U.S. Environmental Protection Agency defined 'sustainability' as "*the ability to achieve continuing economic prosperity while protecting the natural systems of the planet and providing a high quality of life for its people*" (EPA, 2006). This poor definition of sustainability ignores other systems of the planet and their importance, such as the socio-cultural system that guide human beings' daily behaviour. Thus, sustainability, in a stricter sense, should be the ability to seek for the continuing environmental, economic, and social prosperity of human society while the negative impacts can be minimized at the same time. The word "continuing" also implies the ability and prosperity should be able to last in a long term. Therefore, it leads to one of the debates mentioned previously: do the present have the responsibility for the future generations?

The answer to this question may differ, depending on whom we ask. Advocates of utilitarianism and deontology might give different answers because they hold different beliefs. Advocates for utilitarianism focus on the satisfaction of preferences without

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[6] Finn A., 2001.: Distributive Justice and Sustainable Development, in: M.K. Tolba (ed.): *Our Fragile World: Challenges and Opportunities for Sustainable Development*, Oxford: EOLSS/UNESCO

any concern for the loss of rights for some certain groups while deontologists pay attention to the vulnerable groups' rights. This debate of whether we have responsibility for the future generations also touches upon other questionable issues. For example, are we sure that human beings will exist after 1000 years? Values change with time. Will the future generations still value what we value now? How can we know their preferences? Moreover, what should be sustained so that the future generations will have enough ability to meet their needs, as many options as possible?

Consumption of resources is inevitable if we want to survive. It is still rather difficult to predict the future although there are plenty of experts building various scenarios to tell us how the future will be. However, some negative consequences due to misusage of resources are foreseeable and can be predicted by contemporary technology with tiny error. If we have the ability to use the resources in a better way or the ability to come up with precautions against potential impacts, why do we want to hesitate to do it while by doing so, not only is the current generation protected but also the future ones? It is also true that we cannot know what the future generations will prefer or value, but we can preserve the rights for them to decide if it is worthy. We can preserve the rights for them to decide if it is such a great pleasure to enjoy fresh air or if it is such a great loss not to know, let's say, a cheetah's life. However, that we should protect the rights for the future generations does not mean we ought to sustain all the options for them. It is rather unrealistic to discuss who the future generations or what their preferences will be because what should be sustained should be sustained according to what is deemed morally good by the generations that we belong to though the future generations might abandon what we value and build their own priorities and preferences. In this way, we can say we have taken our moral responsibility for the future generations and shall not be blamed for ignorance of their needs or happiness. Furthermore, the relationship between environmental ethics and sustainability from three facets: environmental sustainability, economic sustainability, and socio-cultural sustainability.

2.4.1 Environmental sustainability

To achieve environmental sustainability involves not only our interaction with the natural resources, but also our responsibility for the species, organs as well as the whole ecosystems. For example, can we remove forests so that there will be more

space for the residential purpose? Do trees have moral standing? An ecocentric supporter will tell you it is morally correct if the elimination of forests brings more benefits than damage to the ecosystems. A biocentric supporter might not even consider it as a dilemma because nonliving objects is not in his or her consideration. Another question arising here is that who can represent the interests of trees even under the perquisite that their moral standing is recognized.

2.4.2 Economic sustainability

Because one central element of sustainability is minimization of impacts to human beings and the environment, the economic development is not considered sustainable when it brings negative impacts no matter to the natural or the socio-cultural environment. Therefore, economic analysis, such as cost and benefit analysis, is an important means to analyze the economic appropriateness of a plan or a policy to achieve economic sustainability. Cost and benefit analysis, an utilitarian approach, gives us clues to "*determine whether a given end is worth pursuing in light of its costs*" (Desjardins, 2006, p 60) because many assumptions in this method simplify and measure environmental problems in a pecuniary term which makes it more persuasive to decide if an aim is worthy to pursue .

2.4.3 Socio-cultural sustainability

One main issue of socio-cultural sustainability is equity. It concerns equity of landscape, ecosystems, and vulnerable entities. Referring to Figure 2.2, when violation of rights arises (Zone II), one policy or action is not allowed or appropriate even if more people can benefit from it, and therefore distribution of benefits or compensation of loss of rights matters in terms of socio-cultural sustainability. For example, aboriginals and females are traditionally considered holding less advantage in the society. Therefore, to achieve socio-cultural sustainability, all the classes and races in a society should deserve equal treatment and have equal legal right to participate in environmental issues, which is what environmental justice looks for (Brennan & Withgott, 2004).

Environmental ethics provides different positions to understand the value behind human beings' behaviour towards the environment: not only towards the natural environment, but also towards the economic, socio-cultural environment, the current

generation as well as the responsibilities for the future generations and ecosystems. Also, sustainability tells us to seek for humans' and ecosystems' welfares together. Tourism, a rapid developing industry, consumes resources of the ecosystems to develop and attract people to enjoy the beauty of ecosystems. Consequently, the nature of tourism makes it necessary to probe into how tourism interacts with the environment.

Chapter 3

Sustainable Tourism

The purpose of this chapter is to provide an overall understanding of sustainable tourism. It starts with the historical development of sustainable tourism in general and then defines the concept of sustainable tourism. It also identifies the stakeholders in sustainable tourism who are able to put significant influences on the development of more sustainable forms of tourism. Furthermore, it presents some common restrictions of sustainable tourism as well to make sure the perception of it more comprehensive. However, it is not the intention of this chapter to provide any resolution to those dilemmas.

3.1 Historical Development of Sustainable Tourism

The World Commission on Environment and Development (cited by Wahab & Pigram, 1997) published the renowned report in 1987, known as the Brundtland Report, which defined the term 'sustainable development' as "*development that meets the needs of the present without compromising the ability of future generations to meet their own needs*". It stressed that sustainable development should seek the balance among environmental, economic, and social dimensions. Since then, the concept of sustainable development has accepted by various sectors. Moreover, the Rio Earth Summit in 1992 also further strengthened the significance of sustainable development (Wahab & Pigram, 1997), and the notion of sustainable tourism can be considered as an application of sustainable development to tourism operation. Therefore, it is of little doubt that the development of sustainable tourism has been influenced by the growing interest of sustainable development.

As seen from Figure 3.1, the origin of contemporary sustainable tourism was the awareness of impacts brought by mass tourism in 1960s. Later, the public sector came up with resolutions for the impacts of tourism by visitor management techniques, which were to reduce the excesses of mass tourism in a short term, instead of really ameliorating these impacts in a larger scale and in a longer term.

1960	Awareness of the impacts of mass tourism
1970	Development of the concept of visitor management
1980	The influences of sustainable development
1990	Growth of the concept of Sustainable Tourism
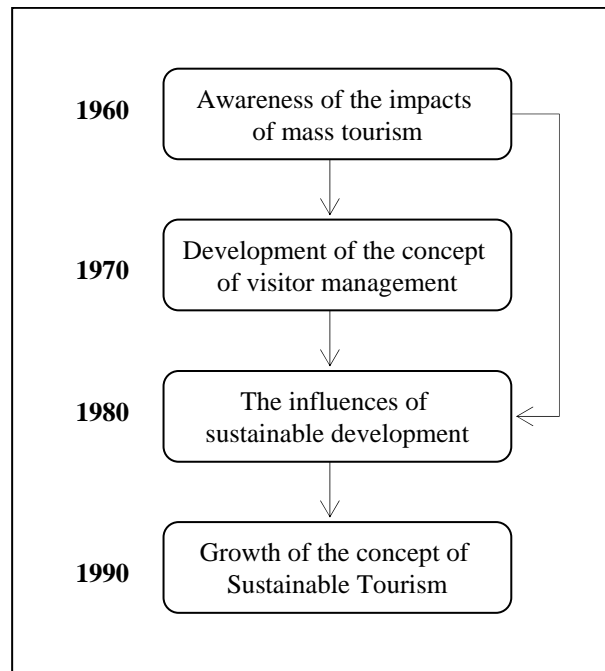
Figure 3.1 the chronological development of sustainable tourism[7]

Since the late 80s, the notion of sustainable development started to spread its influences to tourism development as mentioned previously. This trend made the stakeholders involved aware of the sustainability of tourism, which connotes that tourism development should take into account environmental, economic, and socio-cultural issues.

Finally, the debate over the notion of Sustainable Tourism became a phenomenon in the 1990s (Swarbrooke, 1999, p 3). It recognized the different aspects of tourism, instead of merely seeking the maximization of economic benefits in a short term. For example, sustainable tourism emphasizes the importance of the host community. A more sustainable form of tourism means the value of the local community can be apprepriated and the benefits of tourism can be shared with the host community. Moreover, it also recognizes that, instead of just denying the value of mass tourism without thorough consideration, sustainable tourism and mass tourism should not be polar opposites because all types of tourism can be run with a more proper and sustainable way as long as correct and proper measures are taken (Swarbrooke, 1999).

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[7]Swarbrooke J., 1999. p. 8

3.2 Concept of Sustainable Tourism

As mentioned previously, the term of sustainable development denotes development that meets the needs of the present without compromising the ability of future generations to meet their own needs. When it applies to tourism, it can simply means that sustainable tourism is that the rights and profits of future generation should not be sacrificed when the current generation enjoy the benefits of their travelling behaviour. However, there is still no precise definition of what sustainable tourism means. The definition made by the World Tourism Organization can be seen as the paradigm of the concept of sustainable tourism.

3.2.1 What is Sustainable Tourism

According to the World Tourism Organization (2006d), sustainable tourism should include the environmental, economic and socio-cultural aspects of tourism development, and "*a suitable balance must be established between these three dimensions to guarantee its long-term sustainability*". From the environmental point of view, sustainable tourism should "*make optimal use of environmental resources that constitute a key element in tourism development, maintaining essential ecological processes and helping to conserve natural heritage and biodiversity*" (WTO, 2006d). From the economic point of view, sustainable tourism means the fair distribution of socio-economic benefits, and viable and long-term economic operations should also be focused.

Furthermore, from the socio-cultural point of view, sustainable tourism recognizes the importance of host communities, their living cultural heritage, and their traditional values should also be respected (WTO, 2006d). Therefore, sustainable tourism seeks continuous economic development of tourism, optimal use of environmental resources as well as the respect to the socio-cultural authenticity of host communities in order to achieve a suitable balance. This can be illustrated as Figure 3.2.
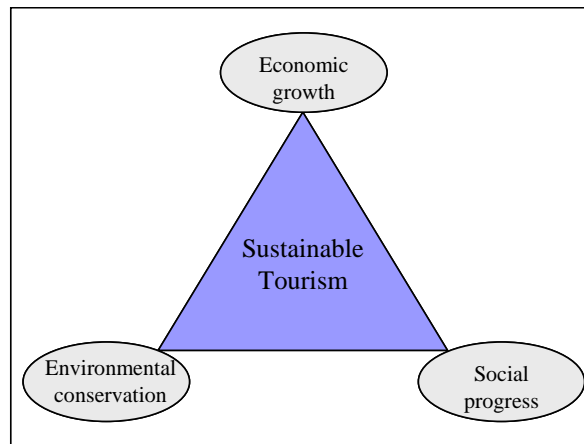
Figure 3.2 balance of three aspects of Sustainable Tourism[8]

Based on the definition, no matter what type of tourism it is, such as ecotourism, the same implication is trying to link the tourists, the environment, the industry, and the host community together so that the balance can be expected among the quality of the tourist experiences, the profits of the industry, the life quality of the host community, and the protection of social, cultural, and natural environments (Hunter, 1996).

However, the term 'balance' should not necessarily mean the equal treatment and attention to all three aspects, meaning different degrees of efforts should be made according to different tourist destinations in question. For example, in a destination where it has already been identified that tourism plays an important role in the economic sector. More attention should be paid to environmental or socio-cultural aspects, such as whether the environment can sustain massive tourists or whether the local culture can be protected and respected.

Consequently, to sum up, the purpose of sustainable tourism is to maximize the overall profits of tourism and minimize potential negative impacts that might happen at the same time. It concerns the environmental, economic and socio-cultural aspects of tourism development, and different degrees of efforts should be made according to different tourist destinations in question in order to achieve a suitable balance. Furthermore, it should also recognize the defects of current tourism development, the importance of the relationship among different stakeholders, such as the tourists, the

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[8] Inspired by Achmirowicz A., Fang R., Lee W., M'Gogodo E., 2004. *Towards Sustainable Cement Industry – Energy Consumption and Carbon Dioxide Emission – Aalborg Portland as a Case Study*, Aalborg: Aalborg University. p. 8

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industry, the local community, as well as their relationship with the environment. While seeking for the overall benefits, it should not compromise the rights of the future generations.

3.3 Stakeholders in Sustainable Tourism

With the understanding of the concept of sustainable tourism and its historical development, it is of great importance to understand the main stakeholders in sustainable tourism as they can affect or be affected either positively or negatively by the development of sustainable tourism. According to Swarbrooke (1999), the main stakeholders in Sustainable Tourism are 1) the public sector, 2) tourism industry, 3) host community, 4) tourists, 5) voluntary sector, 6) media (Figure 3.3).
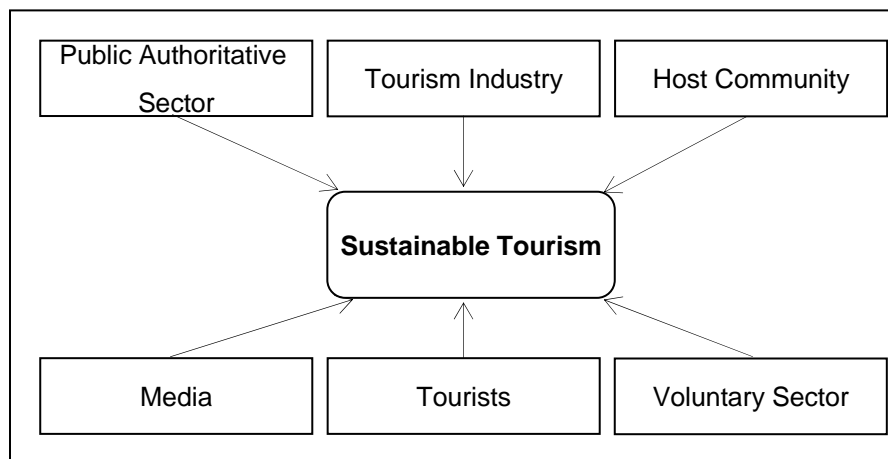
Figure 3.3 Stakeholders in Sustainable Tourism

All the stakeholders have their own interests and different perceptions of sustainable tourism, so conflicts occur sometimes when consensus cannot be reached. Therefore, unless a fully understanding of the relationship between different stakeholders and how they relate to the natural, cultural and human environments, it is rather difficult to carry out more sustainable forms of tourism. Additionally, how much they can influence sustainable tourism varies. In this study, the public authoritative sector, the host community, and the tourism industry are regarded as the leading roles among all the stakeholders though all of them have their own unique positions in sustainable tourism. The reason is explained in each section.

3.3.1 The Public Authoritative Sector

In this study, the public authoritative sector is defined as the bodies that have the legal power to make regulations to confine other stakeholders' behaviour on behalf of the

public. It implies that when decisions are made, it is the overall long-term benefits of the whole society that are taken into account, instead of its own or some particular interest groups' short-term financial profits. Therefore, though the local community can form some particular public groups to lobby on their own preferable issues, they are not included in the public authoritative sector in this study because they do not possess legal power to make legislation.

Furthermore, according to different bureaucratic systems, the public sector can be divided into five different levels, from the local authority to supra-national government (Figure 3.4).
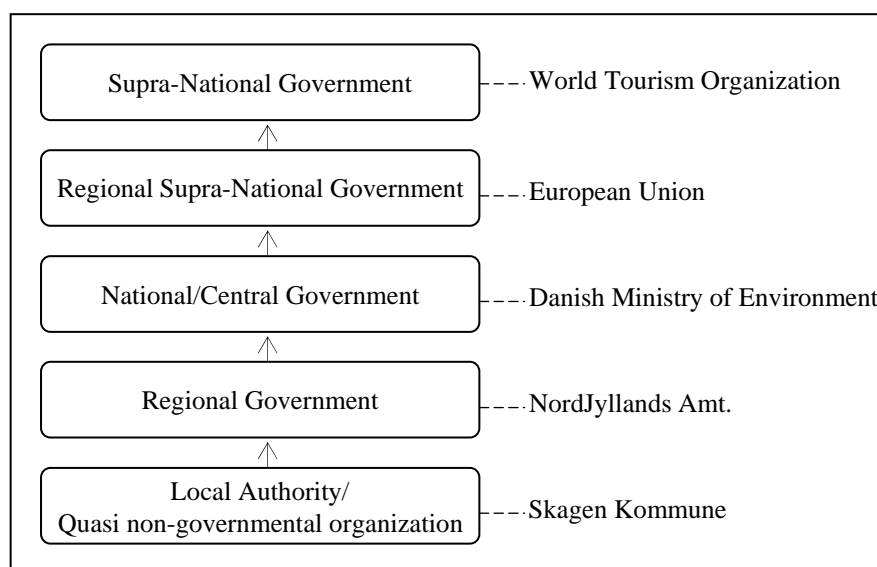
Figure 3.4 Different levels of public organizations regarding of tourism management[9]

Each public authoritative sector body has its own responsible field and provision of services, such as designating protected areas, deciding different purposes of land-use, providing infrastructure, and so on. Besides, one of the main reasons why the public sector should lead the development of sustainable tourism is that it is the only stakeholder who has the legitimacy and power to make legislation and laws to amend or prevent the inappropriate sustainable tourism behaviour.

The influence of the public authoritative sector on tourism development is significant. According to the Bhutan Tourism Corporation Ltd (2006), strict measures are set in order to protect the priceless natural and cultural environment in the country, such as

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[9] Swarbrooke, 1999, p. 88

limitation of tourist arrivals each year. There were about 15,000 foreign tourists travelling in this country in 2005 and 9,000 foreign tourists in 2004. Furthermore, that all the travelling activities are managed within groups means independent tourists are not allowed, in order to protect its unique natural and cultural environment (BTCL, 2006).

Another example at the supra-national government level is the Global Code of Ethics on Tourism approved by the World Tourism Organization, which contains ten articles aiming to "*promote responsible, sustainable and universally accessible tourism*" (WTO, 2006b). Despite the fact that it is not mandatory for the member states to follow this document, it does provide some guidelines of how to manage tourism with a more sustainable approach for the stakeholders

Although it is argued that public policy-making might be influenced by the personal choices of politicians, such as the interest groups that sponsor the politicians, it cannot be denied that the public authoritative sector still has its own detached or exclusive position when it comes to the representation of most citizens and the power to make polices and legislation.

3.3.2 The Tourism Industry

According to different sectors of tourism and geographical aspects, the tourism industry can be divided into generating zone (tour operators, travel agents), Transition Zone (airline or car-renting companies), and destination zone (hotels, local travel agents). Furthermore, the tourism industry can also be discussed according to different sizes, from local and small scale tourism organizations to global and large scale ones (Swarbrooke, 1999). The tourism industry often focuses on the maximization of profits, and more tourists are better for their business. However, the tendency of operation is opposite to environmental preservation (Buhalis & Fletcher, 1998). For example, big and tall hotels are built around the beaches so that the destination areas can sustain more tourists while it can cause the damage to the physical environment. Besides, the pollutions might also harm the species in the sea.

Knowing the fact that they are infamous for their actions, the tourism industry changed its policies to develop more sustainable products, which attempts to

minimize the damage to the environment in the host destinations and reduce the risks that the future generations have to take. That is the reason why the tourism industry should be one of the leading roles in sustainable tourism development: they have caused damage to the natural, economic, and social environments, so they are obligatory to amend it. If they want to gain a better image and make profits from it, they should try to develop a more sustainable approach to run their business, which can show their respects to the local community and to the environment.

Nowadays, the industry mostly focuses on the environmental aspect when they work with sustainable tourism, which might lead to the imbalance between the three aspects of sustainable tourism mentioned before. Therefore, the tourism industry should try to take the social and economic aspects into consideration as well so that the profits can be maximized while the negative impacts can be minimized at the same time (Swarbrooke, 1999).

3.3.3 The Host Community

The term of sustainable tourism emphasizes the importance of the host community. However, before the discussion why the host community should play the leading role in sustainable tourism, it is essential to get a clear idea of who should be included in the host community. For example, they can be divided into two groups: one who has direct relation with tourism, and one who has no relation with the tourism industry (Buhalis & Fletcher, 1998). The easiest way is to divide the local community according to the geographical areas. However, these two methods mentioned above tend to simplify the scope of the host community. The latter will cause a dilemma that whether people who live outside the area but are interested in the community have the right to involve in sustainable tourism development.

According to Swabrooke (1999), the host community generally can include indigenous residents, immigrant workers, people who buy houses in the area for vacation, and external residents with an interest in the community. In this study, all the sectors mentioned above should be parts of the host community and speak out their opinions. However, the priority of their involvement in the local activities should be identified: only residents who constantly live and work in the host destinations should be privileged to participate as they are those who will be affected by the

impacts of tourism directly. Imagine the host community as a concentric circle. Indigenous residents and immigrant workers, who might live in another area somehow, should be in the centre of it, and the rest should be in the peripheral zone (Figure 3.5).
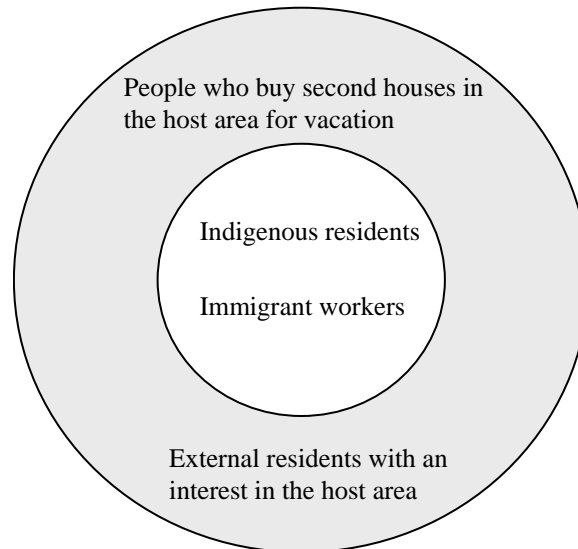
Figure 3.5 model of the composition of
the host community

This figure also illustrates why the host community should be the leading role in the development of sustainable tourism: they will be directly influenced by the impacts of tourism, especially when it comes to the negative impacts, and therefore they should have the privileges to participate in the policy-making process. People who buy second houses for vacation lose their money, but the local residents and workers lose their attachment to the land once the damage is caused in terms of natural environment exploitation.

The reasons why the host community should participate in the policy-making process are not only because they will be affected by the development of tourism, but also they have more local knowledge, such as local tradition or taboos, than the exterior environmental planners or the tourism industry. Therefore, if sustainable tourism is what to be pursued, the involvement of the host community should not be excluded.

3.3.4 The Voluntary Sector
According to Swarbrooke (1999), the voluntary sector consists of four different groups:

- *Public pressure groups*: whose aim is to lobby the public sector and the tourism industry to take the notion of sustainable tourism into account when they make public policies or aims of business-running. Their importance is specifically significant when the host community in fact has little political power to influence the policy-making.

- *Professional bodies*: they are usually formed by independent tour operators which consist of smaller tour operators.

- *Industry pressure groups*: they consist of industry representatives or those who are related directly to the industry. Examples are the World Travel and Tourism Council for the former and the Campaign for Environmentally Responsible Tourism for the later, which was founded by consumers to build up a partnership between the industry and the consumers (Swarbrooke, 1999).

- *Voluntary trusts and groups of private citizens*: formed by people who have the same particular goal of promoting sustainable tourism and do not seek for financial profits, such as the National Trust in the UK.

3.3.5 The Tourists

Various types of tourists can be defined according to their tourism behaviour, such as the organized mass tourists, individual mass tourists, the explorers, and the drifters, who design their itineraries independently and prefer to go to unexplored areas (Buhalis & Fletcher, 1998). The reason for tourists being one of the main stakeholders in sustainable tourism is clear because they are those who put tourism into practice and they are consumers of resources in the destination areas: spend their money and time, go to the destinations, enjoy the exotic atmosphere, and consume the local natural economic and social resources.

Tourists are also expected to have their own responsibilities to the destination areas as to their families, friends, the countries, and so on. In reality, tourists are sometimes blamed as the sources of problems when sustainable tourism is mentioned. For tourists, they are on vacation, so they want to be released from the tense back at home and forget their responsibility. It seems that tourists always mistreat the environment or are irrespective to the local tradition in the host destinations. One possible reason could be that it is their priorities of what they should be responsible for make them less responsible than they are in their home countries.

Although it is rather difficult to bind tourists' behaviour with purely legislation or to educate them how a good tourist should act, it is important for the tourists to show their positive attitudes to support sustainable tourism development since they are one of the main stakeholders (Swarbrooke, 1999).

3.3.6 The Media

The public sector embraces the notion of sustainable tourism because the natural, cultural, and social environment will be benefited. The tourism industry integrates the notion of sustainable tourism into their management because they can gain a better image and might even make more profits due to it. However, take a glance at the media. It seems that there is no direct motive for it to promote sustainable tourism, but the significant influence of the media is trans-boundary. The guidebooks and the travel programmes on TV attract people to go to those unknown areas and experience another different atmosphere. On the positive side, the media can also carry the task of propagating the notion of sustainable tourism, such as give correct information of the problems in the destinations (Swarbrooke, 1999). However, on the negative side, the promotion of tourism might result in massive tourists in some certain destinations, which can cause various kinds of impacts.

Finally, it is important to recognize that not only each sector can influence sustainable tourism development, but also that all sectors inter-relate each other regarding of their own development. For example, the media can affect the tourists' perception of the destination areas through their books or programmes. The public authoritative sector can regulate how the tourism industry is supposed to run the business. As the centre of debate of sustainable tourism, the host community can also put pressure on the public authoritative sector to make legislation or public policies to fit the local conditions. Only when all the stakeholders cooperate with each other, can a more sustainable form of tourism be achieved.

3.4 Dilemmas and Barriers Associated with Sustainable Tourism

Nevertheless, if it is true that sustainable tourism can bring the balance among environmental, social and economic goals, why is it difficult to accomplish the notion of sustainable tourism? It is the dilemmas and barriers which makes it uneasy to

approach sustainable tourism. For the host community, if they want to have more job opportunities in tourism, it would imply that more tourists are needed, which might result in the decrease of the life quality in the destination areas. For the industry, they want to satisfy as many customers as possible so that they can maximize their profits. However, it infers the balance between the economic and environmental goals might not be achieved because there will be more resources consumed inevitably to provide necessary services. Some dilemmas are explained as following.

3.4.1 Host Community Involvement

The involvement of the host community has been in the centre of debate. One of the dilemmas of host community involvement is who has the right to decide what is correct or wrong. The scope of host community involvement ranges from only being consulted but has little power of influencing policy-making to having total control of policy-making and tactical decisions. However, the involvement of the host community may obstruct the process of policy-making. One of the reasons is that the host community consists of different groups of people who have their own preferences and interest, so it is difficult to get consensus among them. Another reason is that since not everyone wants to speak out his or her own opinion, it is possible that the spokespeople cannot really represent the most community as they represent only the minority of the community who are willing to show their interests (Swarbrooke, 1999).

In other words, it is a generally accepted value that the host community should be given the right to participate in tourism development because it is also a representation of democracy at the same time. However, the deeper the host community can involve, the more sustainable policies will be made? Some tourism planning requires special knowledge that normal people might lack of. If so, it seems appropriate for the host community to involve in the development of tourism too much. Therefore, it is debatable about what role and to what extent they should play in the tourism development.

3.4.2 Judgement of Value and the Lack of Empirical Evidence

Another dilemma of sustainable tourism is concerned with value judgements and the lack of empirical evidence.

For example, it seems true that independent travel is a more sustainable form of tourism compared with package holiday tourism, and it seems little doubtful that small-scale tourism is more sustainable than large-scale tourism. However, these statements are value-laden without enough empirical proof to support them. Furthermore, if correct policies and strategies are taken, such as well-designed waste management, mass tourism is no worse than small-scale tourism since it can provide more job opportunities in terms of economic aspect (Swarbrooke, 1999).

3.4.3 Scope of Tourism

The scale of tourism also creates dilemmas of sustainable tourism development. Contemporary tourism is trans-boundary, which airplanes are one of the main transportation. It implies more CO_2 emissions than before. Although some airline companies have started to notice this environmental issue, they still admit that this environmental impact will get more serious due to more and more travel of tourism purposes (Bramwell& Lane, 1999). Besides the technical solution for this dilemma, if another solution is to narrow down the scope to local level in order to reduce CO_2 emissions, the freedom of travel might be harmed, not mentioned that it does not seem to be realistic to restrain people from travelling with airplanes.

3.4.4 Private or Public Transportation

In order to diminish air pollution, tourists nowadays are often encouraged to use more public transportation, instead of private transportation. Here comes the dilemma. For example, some remote areas cannot be reached by big buses. Should tourists just change their itinerary because of this? Moreover, since some tourists have limit time of their vacation, it is somehow unfair and uneconomical for them to spend their time on waiting for the public transportation, which also have limited schedule of its services.

If tourism is to continue to grow, the growth must be firmly grounded in the principles of sustainability, so that the resources and attractions of the planet remain available for the tourists of tomorrow (Wahab & Pigram, 1997). However, there are more dilemmas in sustainable tourism than what was mentioned above, and it seems that the path to sustainable tourism is full of barriers which make it rather difficult to put

this notion into practice. Therefore, it is indispensable to see what has been done and will be done to reduce the dilemmas and to work with sustainable tourism in reality.

Chapter 4

Case Study-

Kenting National Park

The purpose of this chapter is to provide basic understanding of the case study for further analysis of the research question: what are the current ethical challenges in Taiwan during the process of approaching sustainable tourism.

Starting with an overview of Taiwan where the case study is located, this chapter also presents the development of tourism in Taiwan in general. In addition, it also encompasses tourism development and controversial issues happened in Kenting National Park, the case study.

4.1 Overview of Taiwan

Taiwan, also known as Republic of China, is located in Eastern Asia next to China with 23 million people living on it and other detached islands (Figure 4.1).

Furthermore, the total area of Taiwan is 35,980 sq km, and the coast stretches approximately 1,566 km (CIA, 2006). When the Portuguese found this small island in the 16th century, they named it Formosa because of its stunning beauty.

Figure 4.1 Location of Taiwan[10]

Due to its location between the Pacific plate and the Eurasian plate, the tectonic movements formed special geographical and geological landscape on this island. Two-thirds of the island is covered by mountains, and 258 mountain peaks are higher than 3,000 meters, which distinguishes Taiwan from any other country in the world. Moreover, the highest mountain peak in Northeast Asia also lies here, the Yushan Mountain (Taiwan, 2006b). Coupled with the Monsoon Climate and plentiful rainfall, Taiwan has beautiful scenery and a rich variety of wildlife. For example, there are

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[10] BBC News, 2006, *Country Profile: Taiwan* [online], Available from: http://news.bbc.co.uk/2/hi/asia-pacific/country_profiles/1285915.stm. [Accessed 23rd August 2006]

approximately 18,400 species of wildlife on the island, and more than 20% among them belong to rare or endangered species (Taiwan, 2006a).

Besides the variety of the natural environment, Taiwan is also abundant in historical and cultural heritage. The first known inhabitants of Taiwan can be traced back more than thousands of years ago when they arrived in the island between 7000 and 400 years ago. Later on, the Spanish and the Dutch started to establish bases in Taiwan for missionary work, colonization, and trading during the 16th and 17th centuries. Furthermore, they also started to recruit Chinese from the coastal area of Mainland China to Taiwan for other productive activities. Since the end of 19th century, Taiwan was colonized by Japan for 50 years. Finally, the colonization ended after the Second World War (Taiwan, 2006c). Therefore, diverse cultures can be found on this small island, not only unique aboriginal and Chinese cultures but also historical buildings and other heritage left by the Spanish, the Dutch, and the Japanese. Some elders in Taiwan are still able to speak Japanese even nowadays.

4.1.1 Administrative Structure of Tourism and Spatial Planning in Taiwan

The structure of administration regarding tourism in Taiwan is rather complicated (Figure 4.2).
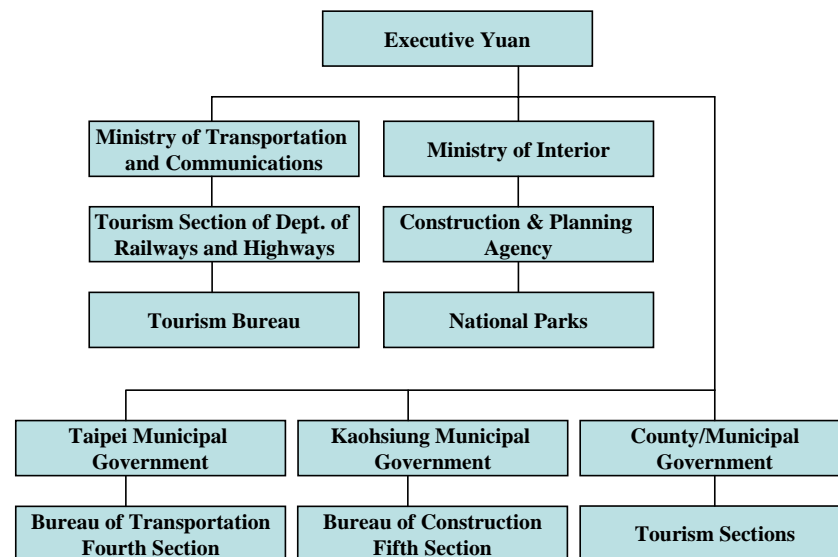
Figure 4.2 Structure of Tourism Administration[11]

At the central government level, the Executive Yuan set up the Tourism Section of the Railways and Highways Department under the Ministry of Transportation and

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[11] Tourism Bureau R.O.C., *Administraion* [online], Available from:
http://admin.taiwan.net.tw/english/public/public.asp?selno=34&relno=34 [Accessed 20th Sep 2006]

Communications, the Tourism Bureau was also set up under the Tourism Section of the Railways and Highways Department. These two organizations supervise the operations of the designated scenic areas, bathing beaches, and private amusement parks in Taiwan. In the two cities under the supervision directly of Executive Yuan, Taipei and Kaohsiung, tourism affairs are operated by Bureau of Transportation and Communications in Taipei, and Bureau of Reconstruction in Kaohsiung. Other county and city governments also established tourism sections under the bureau of construction or transportation to manage the tourism activities in their administrative areas (EIS, 2006b).

On the other hand, important and special tourist resources are managed under other different systems. For example, the operation of tourist farms and forest recreation areas is under the supervision of the Council of Agriculture, and national parks are administrated by the Construction and Planning Agency of the Ministry of the Interior (EIS, 2006b).

The spatial planning structure in Taiwan can be divided into four levels (Figure 4.3). The National Comprehensive Development Plan lies at the top of the structure, which "*is a goal oriented, instructive and policy in nature national comprehensive development scheme*" (URPO, 2006). However, it does not have any judiciary basis, denoting that it is only a plan to guide the direction of overall development without jurisdiction, and it is not obligatory to follow this plan.

Figure 4.3 Spatial Planning System[12]

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[12] URPO, 2006

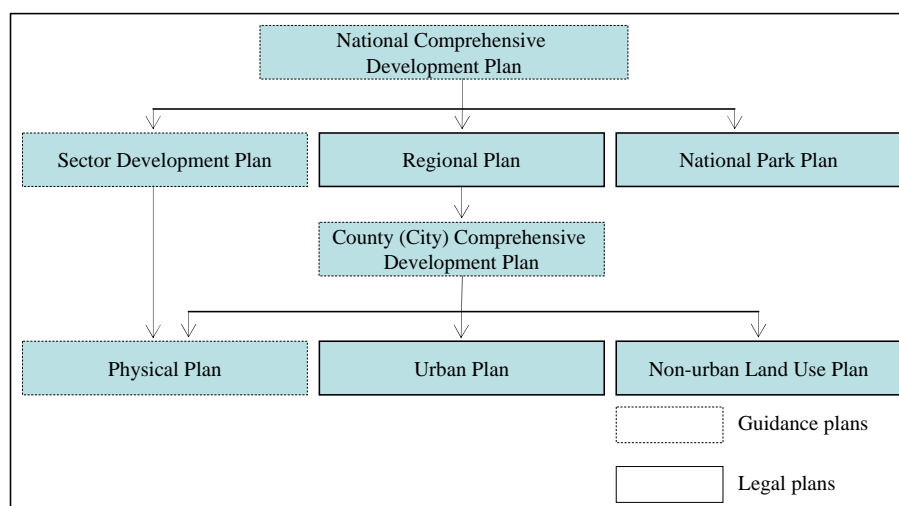Regional plans, sector long-term development plans, and national park plans are at the regional level. Taiwan is divided into four regions, and supposedly, each regional plan follows the directives of the National Comprehensive Development Plan and directs the conservation of land natural resources as well as the distribution of population and industries. Furthermore, some particular areas with historical and cultural heritage, special landscape or vulnerable wildlife may be designated as natural parks to protect them from demolition according to the National Park Law, and the development within national parks should be managed in compliance with the National Park Law as well (URPO, 2006).

City and county comprehensive development plans lie at the city and county level, and they should provide principles for short-term and long term goals of development for the whole city (county). Finally, urban plans, non-urban land use plans and unique physical development plans regulate the development at the local level. According to URPO (2006), there are 446 urban planning areas in Taiwan currently. The design of urban plans should be in accordance with the Urban Planning Law, and it should include urban related affairs, such as economic development, transportation, sanitation, and so on. Additionally, the use of non-urban land is regulated by the Regional Planning Law, and the land use is categorized by ten different districts, such as special agriculture districts, industrial districts, forest districts, national park districts, and so on. All of these districts are under the control of the Regulations for Non-urban Land Use Control, except national park districts (URPO, 2006).

On the other hand, affairs of nature conserve in Taiwan are taken charged by the Council of Agriculture, the Environmental Protection Administration, the Ministry of Economic Affairs, the Ministry of Interior, the Ministry of Transportation and Communications, and other relevant organizations (Wang, 2006). Therefore, it is a quite complex structure, and the administrative jurisdiction sometimes overlaps with each other. Among them, the most important authority regarding conservation issues is the Council of Agriculture as it is responsible for the agricultural, forestry, fishery, animal husbandry and food affairs in Taiwan (COA, 2006).

4.1.2 Nature Conservation Policy and Its Progress

The protection of the nature is one of the main purposes to establish national parks in Taiwan, especially when it is an island full of various wildlife and vegetation. Due to the special geographical and geological landscape, together with rainy weather, Taiwan is often threatened by natural disasters, such as typhoons, floods, and earthquakes. Therefore, protecting the environment is an important issue in order to build long-term harmonious relationship with the environment.

The progress of the nature conservation policy in Taiwan can be roughly classified by three stages (Zheng, 1995):

- *Before the Second World War*: before the Second Wold War, Taiwan was under the control by the Ching Dynasty and was colonized by Japan. Under their governance, all the natural resources were used to develop agriculture to meet the needs for the suzerain as well as the needs for local Taiwanese. Taiwan was designed as an area to export agricultural products and natural resources. The protection of the environment was ignored.

- *After the Second World War till the 1970s*: After the Second World War till the 1970s, the direction of development had been changed to pursue furthermore growth of profits, instead of merely meeting the basic needs. The Taiwan society had transformed from an agricultural society to an industrialized society. From the government to the people, each level devoted themselves to economic development with all means, which resulted in inappropriate and massive use of natural resources. For example, forests were removed for more constructions and selling timber to other countries for more foreign exchanges. To protect the environment was hardly mentioned.

- *Since the 1970s*: the misusage of natural resources started to bring negative impacts. Therefore, the government made legislation to regulate the use of natural resources to prevent from pollutions, especially in the vulnrable areas. For instance, the government ratifed the National Park Law in 1972 and Slop-land Conservation and Utilization Act in 1976. From the point of view of environmental ethics, the public started to be aware of the conservation of the environment they dwell, and the value of ecosystems had also been recognized since the legislation had been made. Economic development is still important, but it should be managed in a way that the benefits of natural resources usage can be maximized and the damage to our

environment can be minimized at the same time. Green buildings, sustainable development, ecotourism, and other conceptions relevant to safeguarding the natural resources, such as conservation and preservation of the envrionment, also started to be integrated in the policy-making process. At this stage, legislation and rules were made to ensure the protection of the environment.

Currently, the protection areas in Taiwan designated due to conservation purposes can be classified by four different areas: nature reserves according to the Cultural Heritage Preservation Act, major wildlife habitats and wildlife refuges in accordance with the Wildlife Conservation Act, forest reserves according to the Taiwan Forest Management and Administration Policy, and national parks according to the National Park Law. They account for 11.34% of total land area of Taiwan and 26.5% of the national forest (Forestry, 2006, p 18).

4.1.3 Tourism Development in Taiwan

Since termination of the Second World War, the government has been strived to economic development, and many resources were used for achieving higher economic growth. However, with the rapid economic development and industrialization, the natural environment was gradually demolished. Impacts started to appear and influenced people's life. For example, forests were removed to build golf courts or houses, and sometimes it caused landslides after heavy rain or typhoons. Consequently, both the government and people realized that it was inappropriate to devote all resources to solely economic growth and ignore the social and environmental aspects. In the pursuit of sustained economic development, it is also vital to pay attention to the protection of the environment and the enhancement of life quality. Therefore, the protection of the natural environment started to become a debate in public affairs to figure out a win-win solution which can ensure the continuing economic development and the protection of environment at the same time.

Tourism industry has been called "the industry without chimneys". Furthermore, Taiwan is surrounded by the sea, and the diversity of landscape and cultural heritage resources makes it suitable for the development of tourism and leisure industries. The development of tourism can stimulate domestic demand and increase foreign exchange earnings. Therefore, it can play an important role in the economic

development and protection of the environment. Finally, the government started to value to development of tourism and promote tourism in Taiwan domestically and internationally.

International travel to Taiwan has been growing since the last decade in Taiwan. As seen from Table 4.1, visitor arrivals have been increasing about 43% since 1996. The number of tourists to Taiwan reached approximately 3.4 million passengers in 2005, with daily average of about 9,000 passengers. Furthermore, except the decline in 2003 due to SARS, visitor expenditures have also been growing since 1996, with an increase of 37% within ten years (Figure 4.4).

Table 4.1 Visitor Arrivals[13]

Year	Visitor Arrivals
1996	2,358,221
1997	2,372,232
1998	2,298,706
1999	2,411,248
2000	2,624,037
2001	2,831,035
2002	2,977,692
2003	2,248,117
2004	2,950,342
2005	3,378,118
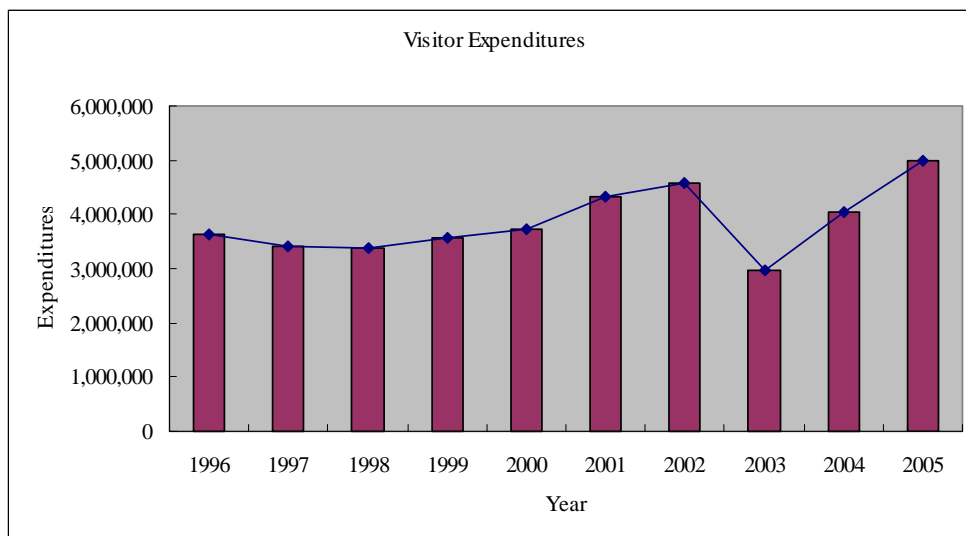
Figure 4.4 Visitor Expenditures[14]

Besides, National Policy Foundation of Taiwan (2005) cited the report of World Travel and Tourism (2005): the report estimated the demand for travel and tourism of Taiwan ranked the 27th among 174 countries with about 35.6 billion USD, and the

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[13] Taiwan Tourism Bureau, *Tourism Statistics* [online], Available from:
http://202.39.225.136/statistics/File/200512/table16_2005.pdf [Accessed 27th August 2006]
[14] Taiwan Tourism Bureau, *Tourism Statistics* [online], Available from:
http://202.39.225.136/statistics/File/200512/table16_2005.pdf [Accessed 27th August 2006]

world market share would reach 0.6% in 2005. According to the Ministry of Transportation and Communications, the annual foreign exchange earnings proportioned about 1.3% of GDP in Taiwan in 2004 (MOTC, 2006). With recognizing the importance of international travel, in 2003 the government started to promote Doubling Tourists Arrivals Plan, which aims to doubling the number of tourist arrivals and raising the total number of visitor arrivals to at least 5 million passengers by 2008 (EIS, 2006a).

However, compared with international travel to Taiwan, the domestic travel is not growing fast relatively: the proportions of people having domestic travels had increased about 5.2% from 2000 to 2004 (EIS, 2006c). Furthermore, another interesting trend in Taiwan is that there are more outbound tourists than inbound tourists in the recent years. For example, the outbound departures of Taiwanese reached 8.2 million passengers (EIS, 2006d), and the number of inbound travel was approximately 3.4 million passengers.

4.2 Kenting National Park

In 1972, the National Park Law was proclaimed as one of the means to protect the environment in Taiwan. Furthermore, the national parks in Taiwan are usually divided into five different areas in order to provide the function of recreation and protect the environment at the same time. These areas include limited use areas, recreation areas, landscape protected areas, heritage areas, and ecological protected areas. All the areas are opened to the public, except ecological protected areas where only academic research activities are allowed.

During the 70s, the arbitrary farming and building in the Kenting area was an acute problem. Due to this critical condition, the area was designated as a national park area by the Ministry of Interior according to the National Park Law in order to protect the ecosystems. The first national park, Kenting National Park, was therefore established in 1982. It consists of both land and marine areas. Furthermore, Kenting National Park Headquarters was established in 1984 to operate and manage relevant activities in this area (KNP, 2006a). Currently, there are six national parks in Taiwan, including Kenting National Park.

4.2.1 Location and Resources in Kenting

Kenting National Park is located in the Hengchun peninsula, the southernmost part of Taiwan, and is surrounded by the sea on three sides (Figure 4.5). The total area of the park is 33,269 hectares, and approximately 46% of it is the costal area (KNP, 2006b).
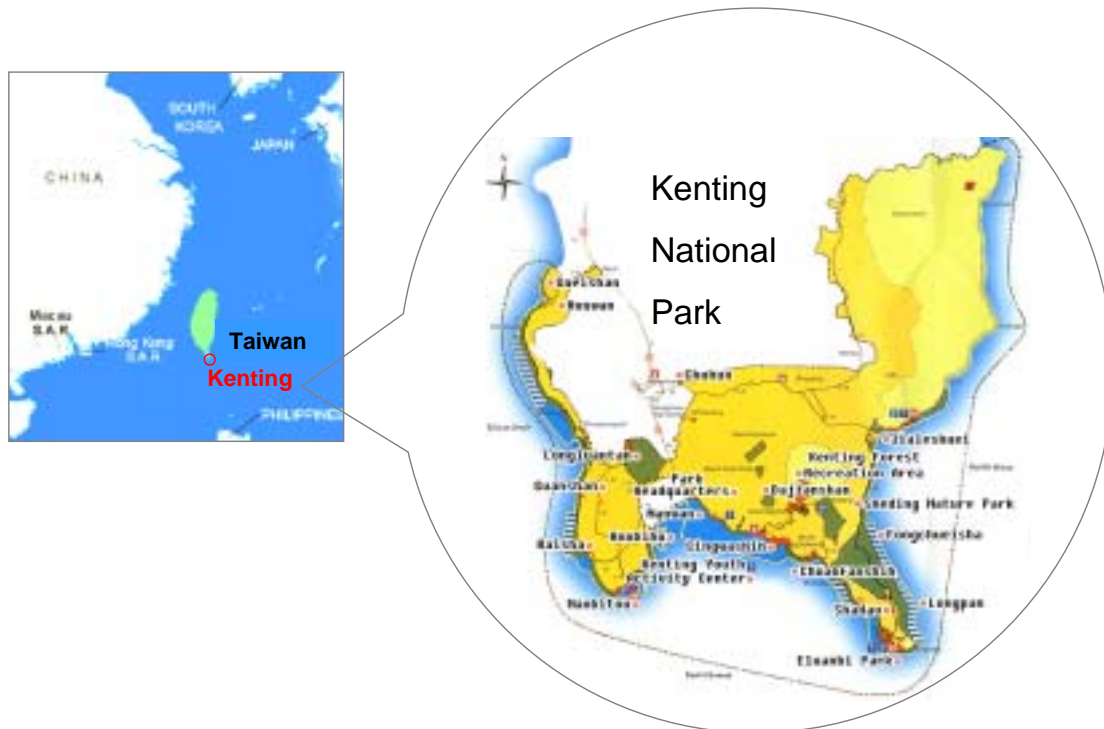
Figure 4.5 Location of Kenting National Park[15]

Kenting National Park is abundant in wildlife and dynamic topography. The special features of this region can be divided into sand seashores, fringing reef shores, rock seashores, limestone tableland cliffs, isolated mountains, slumping cliffs, river mouths, rivers and lakes, and intermountain basins (KNP, 2006c), which reflected millions of years of tectonic movements in the Hengchun peninsula.

Furthermore, the park covers the only tropical region in Taiwan. The hottest month is in July with an average temperature of 28.3 degrees centigrade. The annual rainfall is about 2200 mm: the rainy season is from May to October, and the dry season is from November to April next year (KNP, 2006d).

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[15]

Left:CountryReports.Org,http://www.countryreports.org/country.aspx?countryid=266&countryName=Taiwan
Right: Kenting National Park, http://www.ktnp.gov.tw/eng/tour/Scenic.asp

Due to its various terrain and unique climate, the park is ample with different fauna and flora. For example, there are 1,234 types of vascular bundle plants, which is about 30% of vascular bundle plants in Taiwan. Due to the complex vegetation, the area is inhabited by various wild animals, including 15 species of mammals, 310 species of birds, 59 species of reptiles and amphibians, 21 species of freshwater fish, 216 species of butterflies, and various species of insects. Moreover, the park is the only national park in Taiwan which contains marine space. Because of the Kuroshio, changes in water temperature are not significant, and the warm and clear water makes the area plentiful of marine species (KNP, 2006e).

Besides natural resources, there is a lot of priceless cultural heritage in this area as well. For example, more than 60 prehistoric sites have been found till now. Among them, Kenting prehistoric site and Eluanbi prehistoric site are the most representative ones, which can be traced back more than thousands of years ago. In addition, Nanrenshan stone slab houses built 700 years ago and Eluanbi lighthouse built more than one hundred years ago have been designated in the heritage areas as well for better management (KNP 2006e).

4.2.2 Tourism Development in Kenting

The dynamic topography coupled with the tropical weather in the Kenting National Park created flourishing vegetation and various kinds of wildlife from the coasts to the mountain areas. The park provides not only the function of conservation, research and environmental education, but also recreation to the public. Moreover, because it consists of both mountain areas and marine areas, all tourists with different kinds of preferences can find out what they want for vacation here, such as sunbath on the beach or relaxing hiking in the forests.

The establishment of national parks should benefit to both protection of the environment and recreation. For example, in Kenting, although Nanrenshan and Longkeng Ecological Protected Areas are opened to the public nowadays and academic research activities are allowed in those areas, the maximum number of permitted tourists daily is limited to 400 people in Nanrenshan and 200 people in Longkeng. Furthermore, it is also possible to adjust the maximum number of permitted tourists daily according to the impacts on the ecological environment.

According to Kenting National Park Headquarters, the number of tourists to Kenting National Park reached approximately 4.3 million passengers in 2004, with an amazing increase of around 71% from 1996 (Figure 4.6).
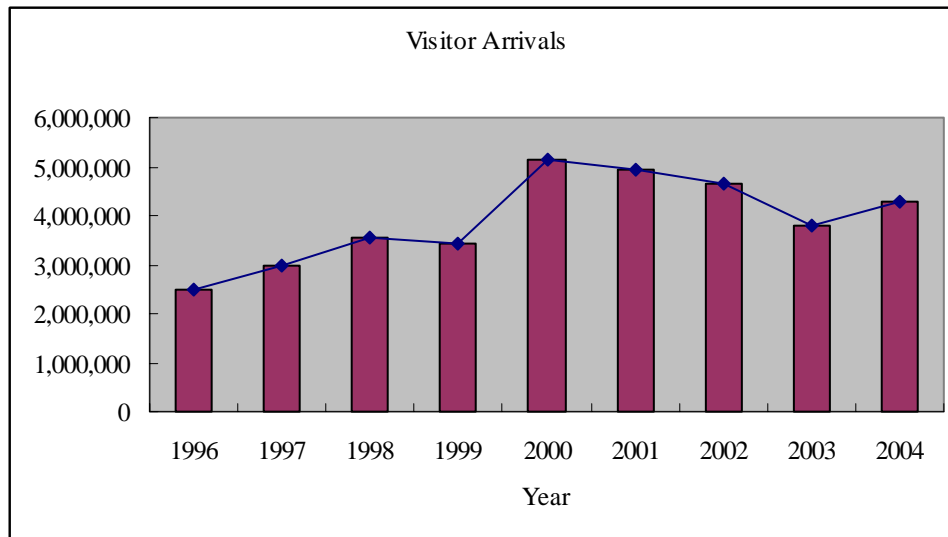
Figure 4.6 Visitors to Kenting[16]

With the development of tourism, life patterns of local people have also been in transformation. The economic activities in this area used to focus on agriculture and fishing before the boom of tourism. Later on, the government established a national park here and formulated several tourism policies. Under the regulation of the Natural Park Law coupled with more and more tourists, local economic activities started to be transformed gradually to those activities related to tourism. Nowadays, most local people work for tourism directly or indirectly, such as homestay, souvenir shops, employees of hotels and restaurants, and so on.

4.2.3 Controversial Issues Regarding Tourism Development in Kenting

During the development of national parks in Taiwan, one of the potential impacts on the environment is the changing of original landscape arising from a large amount of tourists as well as the built of infrastructure to meet the needs of tourism. In addition, the impacts of environmental changes will also influence the local ecology, such as the disappearance of grassland and forests. It means biological habitats will be destroyed and the living of wildlife is seriously affected. Other impacts resulting from human activities, such as noise, air pollution and other issues, will affect the

[16] Kenting National Park Headquarters, 2006. *Visitors Statistics* [online], Available from: http://www.ktnp.gov.tw/manager/pageeditor/stations/cp/10022/tourist.asp [Accessed 30th August 2006]

ecosystems as well. In Kenting National Park, controversial issues were also raised due to the development of tourism, such as the BOT case of Little Bay.

Due to huge amounts of tourists, and old regulations which cannot fit the current settings, the Kenting National Park Headquarters released several franchises to private corporations with an approach called BOT (Build, Operate, and Transfer) in recent years. From Kenting National Park Headquarters' point of view, this approach can reduce the loads of management, and better management can be achieved through competition. However, this approach was not generally accepted by the local community.

In the case of Little Bay, the beach in that area had been operated by an organization formed by local community for a long time. The organization was also responsible for maintenance of that area, and it received subsidy regularly. In 1993, Kenting National Park Headquarters transferred franchises of the beach along Little Bay to Howard Hotels and Cesar Park Hotel. Therefore, the local community could not receive subsidy anymore, and they were not even allowed to enter the area unless they paid. It caused the discontent among the local community, and several protests against it were held. In the end, both of the hotels were cautioned by Kenting National Park Headquarters and stopped charging fees from local community. Later on, the same situation also happened to the BOT case of South Bay when the Kenting National Park Headquarters transferred franchises of the beach around South Bay to Chateau Beach Resort. This time, the local residents were allowed to enter the beach for free, but only within a limited area.

Another example is the annual rock concert, Spring Scream. Spring Scream is a rock music carnival founded by two foreigners seven year ago. It is held in Hengchun every April. To enjoy rock and roll on the beach on breezy spring nights attracted more than 3,000 tourists and music fans to participate this festival every year (CTW, 2006). More tourists mean more earnings for local business. However, it also brought a lot of negative impacts, such as drugs, traffic jam, trash, and noise pollution, regardless of the location is where the national park lies. "Drugs" appears on people's minds whenever Spring Scream is mentioned. Therefore, disputes arose among tourism industry, local community, and the national park headquarters. For the

tourism industry, the more tourists the more better, and they cannot really control tourists' behaviour. For the local community, they would prefer more tourists because those tourists will spend their money during their stay. However, life quality of the local community was damaged by those negative impacts. For the national park headquarters, it is inappropriate to have a rock music concert on a relatively environmental-vulnerable area, specifically in a national park because the main purpose of a national park should protect the environment and provide the function of environmental education, instead of having rock music concerts. Recently, the national park headquarters stipulated that no outdoor music concert is allowed in the centre part of the Kenting area to prevent from possible impacts, which, of course, disappoint the music fans and the tourism industry. This issue is relatively crucial because the negative impacts, for instance noise, garbage, crimes, are struck in a certain peak season.

From the cases above, it is noticeable that sometimes there are conflicts between private sector (the tourism industry and the local community) and the public authoritative sector (Kenting National Park Headquarters) due to their different standpoints. The role of local community is even more complicated because they are not only employees of tourism industry but also local residents whose lives will be harmed if there is any kind of negative impacts of tourism development. For the public authoritative sector, the mission is to ensure the protection of ecosystems in the national park, so some measures are necessary to achieve this goal. However, for the local community, some necessary measures could mean the violation of their rights. Take the BOT cases mentioned above as examples: a simple transfer of franchises, which aimed for better management and maintenance, finally resulted in protests against the tourism industry and the public authoritative sector because they were not allowed to walk around their places. All these conflicts and dilemmas hinder a more sustainable form of tourism development. Therefore, further analyses of these dilemmas are important to help us understanding the nature of these dilemmas caused by pursuing sustainable tourism.

Chapter 5

Analysis and Discussion

The aim of this chapter is to discuss the dilemmas or conflicts in the Kenting National Park so that the results of discussion can be used as a foundation to draw the conclusion. This chapter consists of two parts. The first part is proposed to analyze the dilemmas or conflicts by categorizing them to three aspects: the roles of the regulative system, the normative system, and the cultural-cognitive system.

The role of the regulative system is discussed through the relevant regulation that is undertaken in the Kenting area. The role of the cultural-cognitive system analyses the historical background of the current situation. Additionally, the interview conducted is also used to facilitate the analysis and discussion. Finally, the normative system touches upon the roles played by the stakeholders regarding sustainable tourism with the focus on the Kenting area. Additionally, environmental ethics is also used under the normative system in order to analyze how the positions of environment ethics are interpreted based on the analyses in terms of the nature conservation policy in Taiwan.

These three perspectives overlap with each other. Though the regulative system and the cultural-cognitive system can also be elucidated with norms and values, the ways they influence or confine human beings' behaviour are different. Therefore, it is logical to discuss the dilemmas or conflicts with these three perspectives.

The second part, the discussion, is based on the analysis of the dilemmas or conflicts in the Kenting National Park to answer so that the research question, what the current ethical challenges are facing in Taiwan during the process of approaching sustainable tourism, can be answered.

5.1 Analysis of Case Study from Different Perspectives

The establishment of the Kenting National Park brought significant influences and transformation to the local development, land use, and the life of local community. During the process, the area had transformed from peripheral agricultural and farming use to a famous tourism hotspot in Taiwan, and the tourism market also contributed to

the local development. However, due to the National Parks Law, the control and restrain of land use and the protection of nature within the area of the national park have also caused some dilemmas and conflicts between the protection of the environment and tourism development, which had been presented in the previous chapter. These dilemmas and conflicts in Kenting National Park can be analyze further in three perspectives as following.

5.1.1 Role of the Regulative System

Scott (2001) cited the work of North (1990), who suggested that the regulative system comprises formal written rules and typical unwritten codes of conduct that regulate and constrain our behaviour. It also involves the establishment of rules, check of compliance to those rules, and set criteria for rewards for those who obey the rules or punishment for those who do not follow the rules. A stable system of rules should be sustained by surveillance and sanctioning power. Consequently, force, expedience as well as fear are deemed the key elements of the regulative system. For instance, some people are prone to abide by the laws because they fear to be punished once they act against the laws.

Furthermore, the rewards or punishments concern the use of formal mechanisms, such as authority, to practice them. However, one problem may arise due to the lack of neutrality when the enforcement is undertaken (North 1990, cited by Scott 2001). Therefore, it is of great importance to analyze the political systems within a society, acting as rule makers and enforcers that undertake the enforcement.

In Taiwan, the National Comprehensive Development Plan is the top guideline for spatial planning. Furthermore, the National Park Law and other relevant regulations are applied to the management of the Kenting National Park, which is under the supervision of the Ministry of Interior (Figure 4.2, p 42). In terms of sustainable tourism, the regulation related to the nature protection should be taken into account as well, such as the Cultural Heritage Preservation Act, and Wildlife Conservation Act, both in the jurisdiction of the Council of Agriculture. Therefore, the complexity of regulative system and administrative structure is manifest in Taiwan which can cause conflicts in terms of jurisdiction: who is really responsible for what. Furthermore,

although regulative system sets standards to confine our behaviour, it cannot achieve its purposes without appropriate command, management and the respect of regulation.

For example, according to the National Park Law, the Kenting National Park Headquarters has the legitimacy to prosecute for illegal constructions or buildings, but they do not have the legal right to remove illegal constructions or buildings, which is the responsibility of the local government. In the actual scene, the local government are reluctant to cooperate with Kenting National Park Headquarters because they have different conceptions against Kenting National Park Headquarters themselves. Another reason is the pressure from local councillors. Moreover, the local community also could not endure the strict legislation that hinders them from making profits. It even caused some protests to abolish the Kenting National Park and its headquarters. Therefore, the most serious dilemma in the Kenting National Park is the uncoordinated perceptions among the stakeholders.

Additionally, due to the regulation of the National Park Law and Homestay Management Act, none of the homestay in the Kenting area is legal nowadays. The mismatch between the legislation and contemporary situation in Kenting caused conflicts between the authority and the operators of homestay, who are mostly the local community. This issue also involves the impacts of big chain hotels. They built hotels in the Kenting area by signing contracts with the authority, so they are obvious objects to be examined if they follow relevant legislation. On the other hand, they also have to confront the doubts from the local community about monopolized the market, which might harm the local community who run homestay. Consequently, the dilemma that needs to be solved for the national park is to act as a mediator between the authority and the local community for better communication between them. The national park should also help the operators of homestay solving their predicaments.

5.1.2 Role of the Cultural-Cognitive System

The cultural-cognitive system is the shared understandings that "*constitute the nature of social reality and the frames through which meaning is made*" (Scott, 2001). Because the compliance is shared understanding and taken-for-granted, it is undertaken often because other types of actions are implausible or unbelievable. We

behave the way we do because this is what we learn and this is how things are done in the society.

The cultural-cognitive system also explains that a person's action is his or her perception and representation of the world. In other words, it explains how an individual's surroundings influences the way an individual acts. Therefore, it is very important to consider the objective conditions of the surroundings and the individual's subjective interpretations in order to understand an individual's behavior fully (Scott, 2001). Therefore, it can be argued that the cultural-cognitive system defines what we usually behave, despite what legislation or norms confine our behaviour.

During the process of development on this island, Taiwan, there were several different cultures involved, and these various cultures had become parts of Taiwanese culture. The long-term interaction between human beings and the environment formed ethical relationships, and they reflected on how we used our land, such as agriculture, farming, and so on. In the case of the Kenting National Park, some activities are done in the area because they have been done always due to the historical background.

Take the controversy about the farms along the Shihniu River as an example (Ma, 2006). The local community have been farming in that area for a very long time since their ancestors' era. However, the legislation sets limit to land use within the national park and all activities that might be harmful to the ecosystems are banned.

From the local community's point of view, land is perceived what they can use for living. Especially after the establishment of the national park, the rapid growing of tourism in the area contrarily makes some of the local community not acknowledge the purpose of building the national park, which often set restriction of land use and management due to the protection of natural environment. Compared with the local government or even the central government, the Kenting National Park Headquarters gave the local community more pressure regarding this issue.

Another example is the BOT case of Little Bay mentioned in the previous chapter as an example, which concerned the involvement of the local community during the policy-making process. Most concern from the local community in terms of

transferring franchises to private corporations was that the landscape resources within the national park should be shared by the local community as well because the local commnunity considered this area as part of their land they possess. This was where they used to use for recreation. However, the Kenting National Park Headquarters transferred franchises without informed the local community properly with enough time and information. On ther other hand, the hotels confined the local community to accessing only a small part of the beach, which was ignorance their rights. Therefore, it brought about discontents of the local community.

As a matter of fact, to transfer franchises to private corporations can be a useful approach to enhance the efficiency of management for the public sector. However, it also involves huge profits related to tourism in Kenting, so it is sometimes questionable about the equity of this approach because the potential possibility of corruption. In addition, most residents in Kenting make their living relying on tourism development. It is relatively difficult for them to compete with big hotels. Therefore, a dilemma occurs due to the conflict between enhancing the efficiency of management and equity. If this dilemma cannot be resolved, there would be exasperation from the local community still.

However, Taiwanese society is a society of patriarchy, elitism and centralization. The local community's opinions were usually regarded as illiterate and therefore were neglected. Furthermore, to adjust the cultural-cognitive system also involves the altering of norms and values, which are often resistant to change and the possibility of refusal from the society could be high. Therefore, the adjustment of the cultural-cognitive system in the Kenting area is facing the barrier of the imbedded cultural thinking that the government should solve all the environmental impacts brought by tourism - "*…we pay taxes to the government, so they should solve all the problems for us*" (Ma, 2006).

5.1.3 Role of the Normative System

According to Scott (2001), the normative system is usually considered as an important constraint on our social behaviour and it also authorizes and enables our social action. It can be interpreted as what the society expects from us as well. In addition, the normative system consists of values and norms, which both are viewed as the root of a

stable social order. Values are what we preferred and desirable, and norms are what are perceived how things should be done or how values should be achieved. Consequently, the normative system can also be conceived as a system that helps us to define objects and develop proper approaches to achieve. For example, it is set to pursue the maximization of profits as the common goal within a society, but it should be pursued with a proper way, stressing corporate social responsibility for instance.

Moreover, not all values and norms are applicable to every one in a society. Some specific values and norms are applied to some particular positions, called roles, about how they are supposed to behave. Different roles hold different responsibilities and rights in the society. For example, in the debate of sustainable tourism, the expectation of the role of the local community is different from that of the role of the tourism industry while the former might care more about their surroundings and latter might pay more attention to how many profits they can earn.

In the case of the Kenting National Park, the most serious conflict occurred of the case study is the different perceptions of values which can be considered as the root of other dilemmas: what is the best approach for better development for different stakeholders, referring to the local authority, Kenting National Park Headquarters, tourism operators, and the local community.

> "*The biggest dilemma now for sustainable tourism is the profited-orientation. The local community can feel the destruction of environment for sure. However, when they are making profits, they tend to ignore this problem. ... Economic development and the protection of ecosystems cannot reach the balance. Even the government still pays more attention to economic development.*" (Ma, 2006)

The establishment of the Kenting National Park is on the basis of protecting the ecosystems. The role of the Kenting National Park playing is the guardian of the area in order to ensure the protection of the ecosystems and the national park also holds the role of educating the public about the importance of conservation. However, the role that the local community plays differs. The local community value the land within the

national park as a means they can earn profits from it. As residents, they are also aware that the environment is being destroyed and they are supposed to take some measures to remedy the negative impacts. However, what they value the most and their priority is still the local economic development.

On the other hand, the regulative and normative systems are able to be mutually reinforcing (Scott, 2001). Thus, normative system or cultural-cognitive system can be used to supplement the defects of laws in this case. In the Houbi area (Ma, 2006), the operators of Jet Ski established an association of environmental protection because there were too many fishing activities in that area and the environment was damaged. This example showed that regulative system was conducive to make the local community perceive that fishing activities and other activities which will cause damage to the environment are not undesirable.

On the other hand, the values and norms accepted can also influence the regulative system. For example, the authority is planning to legitimize the operation of Jet Ski, which is a very popular activity in the area. Because the local community rely on these economic activities, the strict pressure from the national park is often considered as the obstruction of local economic development.

> "*Jet Ski is illegal, but it is really a part of the local community nowadays. Once we prohibit its operation, it will influence their living. We would like to legalize it and manage it in a better way.*"(Ma, 2006)

More than one hundred of local resident operate jet skiing in Kenting currently (Ma, 2006), but their existence is never legal in that area. Although they are fined by the Kenting National Park Headquarters regularly, they do not intend to stop the operation because of the profits they have made regardless the tourists' safety and the depredation of marine space. Therefore, to legitimize the operation of Jet Ski seems to be the only way to solve this dilemma. However, this action is questionable in terms of protecting the natural environment.

The case of Houbi is just one of the few successful cases. Still, the awareness and consensus regarding sustainable tourism is still rather low in the Kenting area. When

the community and the tourism operators can make a lot of profits, they leave environmental issues behind even though they know they should take account of the environment in tourism development. They can sense the violation of the environment, but they are not aware of how serious the environmental and socio-cultural consequences of this violation can be, except the immediate economic consequences: they might lose money due to it. Therefore, the reason of the scarcity of a sustainable form of tourism development is that the ignorance makes them behave against the norms.

On the other hand, with the understanding of environmental ethics presented in chapter 2, it is also possible to define several positions embedded in different schools of ethics, utilitarianism and deontology for instance, as Figure 5.1 shows. These different positions help us to understand the different perceptions of the scope that environmental ethics concerns. From the top to the bottom, implication of deontology is getting higher than that of utilitarianism. From the bottom to the top, implication of utilitarianism is getting higher than that of deontology. They can be explained as following.

Utilitarianism

Positions	Assumptions/Values
Economic growth without consideration of Nature	Nature is considered rather cheap.
Economic growth with consideration of Nature	Nature is considered expensive. WTP (Willingness to Pay) is often used to investigate how much human beings are willing to pay
Compromise between economic growth and the local community's rights	Awareness of protecting the vulnerable, but only including human beings
Compromise among economic growth, the local community's rights, and the protection of Nature	Awareness of protection the vulnerable, including not only human beings but also ecosystems

Deontology

Figure 5.1 some different positions regarding utilitarianism and deontology

Utilitarianism emphasizes that some action is morally good when it can generate the greatest benefits for the greatest number of people, and the greatest benefits could be interpreted as the maximization of pleasure, satisfaction of preferences, economic growth, and so on. Furthermore, due to the concern for the greatest benefits, the

method for measurement is usually the calculation of costs and benefits. It concerns as well our perception of nature for the calculation. If we perceive that nature has its value and is able to be valued, we should also take into account the price of nature for the cost-benefit analysis.

While the utilitarian are prone to neglect the loss of the vulnerable entities as long as total pleasure or economic growth can grow bigger, the deontologists take the protection of the vulnerable entities into consideration if there is violation of rights because they emphasize rights and duties. Furthermore, the scope of the vulnerable entities has also broadened from merely human beings to the ecosystems.

The transformation of nature conservation policy in Taiwan can be analyzed with this figure (Figure 5.1). In the beginning, the whole society focused on the improvement of the living conditions. However, the development of economy and technology with time influenced the way people used the land and the ethical relationships with the nature. The interpretation of what was good for the society was dominated by the utilitarian with the focus of economic growth since the beginning of the transformation. Therefore, the economic-orientation was the social consensus among the society. The value of nature was built on the acquirability and usability of resources. The massive and inappropriate usage of resources for achieving economic growth inevitably brought negative impacts with time later, and the notions of protecting the nature started to integrate gradually into the policy-making to mitigate these impacts, and those policies related to natural conservation are now the key elements for the spatial planning to practice the protection of the nature. One of the approaches was to make relevant nature conservation policies to prevent deterioration of the environment, such as the National Park Law. Like other countries in transition from agricultural society to capital-oriented society, Taiwan has also been through the same process.

The protection of the ecosystems is one of the main purposes to establish national parks in Taiwan, especially when it is an island full of various wildlife and vegetation. However, even now, seeking for better economic growth still rules the national development. For example, the Doubling Tourists Arrivals Plan mentioned in the previous chapter ignores the potential negative impacts due to massive volumes of

tourists. This compromise resulted from the protection of vulnerable entities is rarely seen in practice in Taiwan. Furthermore, the promotion of tourism is against the original purpose of the establishment of the Kenting National Park: conservation of the vulnerable areas. The massive tourism, as a matter of fact, had forced the Kenting National Park redefined itself as a metropolitan national park although it was supposed to provide the function of preserving and conserving the environment. Consequently, at the policy level, Taiwan can be ascribed to the bottom position which compromises among economic growth, the local community, and the protection of nature. However, in practice, Taiwan still stays at the position of economic growth with consideration of nature in the debate of environmental ethics.

5.2 Discussion

While analyzing the policies specifically regarding working with sustainable tourism in Taiwan, it is found almost zero regarding this issue. One of the reasons is that to promote a more sustainable form of tourism is ascribed to the nature conserve section. However, when analyzing relevant policies of tourism, such as the Doubling Tourists Arrivals Plan, there was no concern of the environment in them, either. The main focus is still on how to attract more tourists to make more profits, without taking into account the capacity of the environment. Due to the promotion of tourism by the government, the Kenting National Park has become a hotspot of tourism for both domestic and international tourists although the original purpose of its establishment is to protect the environment in that area.

 Therefore, through the analysis of nature conservation policies with environment ethics, this study finds that at the policy level, Taiwan does compromise among economic growth, the local community, and the protection of nature in the policy-making. However, in practice, Taiwan still stays at the position of economic growth with consideration of nature in the debate of environmental ethics, and value of nature is considered, but it depends on the acquirability and usability of it.

On the other hand, through the analyses of the regulative, normative, and cultural-cognitive systems focusing on the Kenting National Park, it is seen that laws and regulations are not respected by the local community, the tourism industry, and the tourists. This is because that this kind of behaviour, which lacks of the awareness of

protecting the environment, is taken-for-granted in the society even though every one is taught to obey the legislation and respect our environment. Furthermore, there is even expectation among the society on the regulative system to develop more comprehensive regulation for eliminate the negative impacts of tourism. Less attention is paid to amend the values in the society which impedes the practice of the regulative system. To break this barrier is to disseminate the importance of the involvement of the local community, which is also a new role that the local community needs to learn: an active player, instead of a complier simply. Furthermore, the complexity of the regulative system and administrative structure can be reduced by reform of the structure. However, the ignorance of regulative system cannot be resolved by making stricter regulation, but by education and the raise of awareness.

Another essential dilemma regarding sustainable tourism development is the involvement of the local community. Based on the analysis of the case study, this study argues that the involvement of the local community is ignored at sine certain level: they were consulted, but have little power of influencing the policy-making. Referring to the context of sustainable tourism in chapter 3, it is argued that the involvement of the host community may create according to the process of policy-making and not every member in the host community has the willing to speak their opinions. This study finds this argument is appropriate based on the analysis of the case study because the local community's opinions were usually regarded as illiterate and lack of representative. Therefore, they were neglected sometimes.

From this point of view, the role that the planners (or the public authoritative sector in a broader sense) play is relatively important in this issue. They should not see themselves at the highest level of the planning structure because they deem themselves possess more professional knowledge of how to work with sustainable tourism despite the other stakeholders' opinions. That possessing more professional knowledge does not necessarily mean they are virtuous enough to decide what is better for the society. Instead, they should act as assistants or mediators to assist other stakeholders to think logically and thoroughly about controversial issues, and then reach the consensus to resolve them. Applying environmental ethics to the context of sustainable tourism, when there is still no consensus of how we should operate tourism in a more sustainable manner, discourse ethics and procedural ethics can

facilitate to generate alternatives of resolutions, meaning that to eliminate the conflicts through debate and democratic procedures (referring to figure 2.1, p 13).

Additionally, like as what had been mentioned in chapter 3, efforts should be put to get suitable balance among the environmental, economic, and the socio dimensions. However, when sustainable tourism is discussed, how to work with sustainable tourism in order to approach it should depends on the nature of each case. Based on the analysis of the case study, fewer efforts should be put to the economic dimension for the development of sustainable tourism in Taiwan. Therefore, the focus should no longer be laid on the economic dimension if we want to practice a more sustainable form of tourism or only rely on the government to make more laws to regulate our behaviour. It is found the lack of respect to the legislation and the awareness and consensus of sustainable tourism are the key pitfalls during the process of developing tourism, and this can be transformed by integrating the notion of sustainable tourism into the policy-making and the public's consensus.

However, an issue occurs regarding whether generalizing the single case study, the Kenting National Park, is appropriate. This study argues that the choice of the Kenting National Park is appropriate because it is a tourism hotspot in Taiwan. In addition, the accessibility to the Kenting area and promotion of tourism have caused several dilemmas and conflicts that other tourism destinations might face in the future if the tourism continues to grow as the government expects. Therefore, what has happened in the Kenting National Park is able to be regarded as reflection of the tourism development in Taiwan.

Consequently, based on the results of the discussion of the case study, it is found that the whole society, from the government to the local community, have put too many efforts in the economic dimension of tourism development, regardless the environmental or socio-cultural impacts. The significance of the normative and cultural-cognitive systems surpasses the significance of the regulative system in Taiwan. Therefore, this study concludes that the current ethical challenge facing in Taiwan during the process of working with sustainable tourism is the enhancement of the appropriate awareness and consensus regarding sustainable tourism among the

public, including the local community, tourists, the tourism industry, and the government.

Chapter 6

Conclusions and Perspectives

6.1 Conclusion

The purpose of this study is to find out what current ethical challenges are facing in Taiwan during the process of approaching sustainable tourism. The Kenting National Park was selected as the case study. The reason is that it is a famous tourism destination in Taiwan, so it is appropriate to represent the current situations in Taiwan in terms of sustainable tourism development.

Additionally, based on the research question, sustainable tourism was chosen as the main concept in this study because to develop a more sustainable form of tourism is the trend of contemporary tourism development. Furthermore, environmental ethics was also used because the theory provided different positions to understand the value behind human beings' behaviour towards the environment which were useful to analyze tourism behaviour of different stakeholders.

The research question was answered by the discussion of the dilemmas or conflicts occurred through categorizing them to three aspects: the regulative, normative, and the cultural-cognitive systems, which overlap with each other and restrain our behaviour. Furthermore, different positions of environment ethics were also used to analyze the transformation of natural conservation policies, and point out the desirable moral value in Taiwan. This analysis was under the analysis of the role of the normative system due to the similarity of the roles of normative system and environmental ethics.

According to the results of the discussion of the case study, it is found that the whole society focuses on the economic dimension of tourism development, regardless the environmental or socio-cultural impacts. In addition, the complicated structure of administration of tourism makes it more difficult to develop a more sustainable approach for tourism. In Taiwan, the conception of the status of the regulative system is relatively below than the status of the normative and cultural-cognitive systems among the society. Therefore, this study concludes that the current ethical challenge

facing in Taiwan during the process of working with sustainable tourism is the enhancement of the appropriate awareness and consensus regarding sustainable tourism among the public, including the local community, tourists, the tourism industry, and the government.

6.2 Perspectives

Based on the results of discussion in the previous chapter, it was found that the current ethical challenges facing in Taiwan during the process of approaching sustainable tourism regard mostly on the social dimension: most efforts and resources were used for making economic profits due to the lack of consensus of nature protection in the society though the consensus is still growing compared with before. Therefore, a further study should be conducted concerning of how to develop an appropriate and helpful approach for the capacity building of developing a more sustainable form of tourism in Taiwan.

6.3 Limitation and Critiques of this Study

The main limitation of this study was related to the collection of relevant materials and data. One of the difficulties is that some references and the interview were in Mandarin, and therefore translation into English might create misapprehension from the original meaning. Another limitation was the accessibility of interview. It was found rather difficult to find appropriate person regarding sustainable tourism development no matter in Denmark or Taiwan.

In addition, this study intended to probe into the dilemmas of sustainable tourism from a planner's point of view, meaning to discuss those controversial issues from a more social and environmental aspect, instead of seeking for infinite economic profits only. There was one interview conducted with the chief of Tourism and Recreation Section in the Kenting National Park so that more knowledge of practical experiences could be gained.

However, this method lacks of other points of view from different stakeholders, such as the involvement of both the local community and the tourism industry. Notwithstanding, mainly focusing on conserving the nature and maximizing social benefits regardless of the loss of the local community's or the tourism industry's

rights makes this study relatively biased from this position. More interviews with different stakeholders, for instance the local community, the tourism industry should be conducted to gain a more holistic point of view.

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Appendix

Interview with Hsieh- Chun Ma – Tourism and Recreation Section Chief, Kenting National Park Headquarters

Question: Since the main purpose of establishing national parks is to protect the nature, what has the national park down to balance the protection of the environment and tourism in a more sustainable manner?

Answer: Basically, the main principle is still to put environmental protection as our priority. As for the tourism, this issue has drawn a lot of attention in Kenting due to the unique geographical conditions and its accessibility. Kenting is not like the other national parks in the mountain areas. Therefore, Kenting is deemed an important area to develop tourism. However, it is conflicting against our standpoints, which focus on the protection of the environment. As for tourism or recreation, we want to reduce the amount.

Question: I would like to know more details about the BOT case of Chateau Beach Resort. What was the reason for transferring franchises?

Answer: This case was not our jurisdiction. The land used to belong to the Forestry Bureau, and the land use was designated as recreation before the estabalishment of the Kenting National Park.

Question: However, is it not fair that only the visitors of that hotel can enter the beach? Do you think the rights of the local community were violated?

Answer: Of course. This issue has always been controversial. Before the built of the hotel, there was a project of environmental impact assessment. One of the preconditions made by the committee was that the use of beach had to be released to the public, but the committee did not mention how. Therefore, the hotel used an indirect approach to do it: they only opened a small part in the corner of the beach. It is not that the local community was not allowed to enter the other part at all. It is just they have to pay.

Question: But there might be some controversies about legitimacy.

Answer: Yes, and they did not violate any regulation.

Question: Then how about the controversies about the farms along the Shihniu River?

Answer: You need a license to raise livestock within the national park; otherwise it is against the law. Because there are a lot of limitations about land use with the national park, the local community's life are constrained from how they used to use the land unless they have other jobs. We did not take any legal approach to stop them from farming because the amount of livestock was not so huge and there was no serious impact. However, there are too many cows on the farms, and it influences the environment and the safety of the tourists. Therefore, we informed the owners to remove them or we would be enforced to take some legal approach. But we did inform them what they did was legal. I think we have the responsibility do to solve the problem.

Question: You just mentioned about the reduction of recreation or tourism. Is there any measure to do this?

Answer: Basically, it is very difficult. First of all, it is impossible to set barrier to traffic. Second, you can not stop tourists from entering into this area. Third, you can not set a booth and ask fees if tourists want to enter. Therefore, we want to encourage tourists not to come here in some particular season first. Second, we would like also to encourage taking the public transportation. However, Taiwanese tourists like to drive their own cars, instead of taking the public transportation. Third, we do not want any activity which is not relevant to nature conservation to be held here, such as Spring Scream. Then, there will be so many negative impacts, such as garbage, terrible traffic, lack of accommodation, drugs, and crimes.

Question: If every one should be able to enjoy the functions provided by national parks, does the reduction of tourism sort of lack for fairness?

Answer: We did not say you were not allowed to come here. We did not restrain tourists from visiting here at all, but with different ways, instead of just enjoying the night life here.

Question: What about the management of the protection areas?

Answer: We have constraints of on the amounts of tourists in the protection areas. We set this limitation due to sustainable development. We are not saying tourists are not welcomed. However, we hope that tourists could come slowly and continuous. If it is some activity that should not be held in the national park, please hold the activity outside the national park. If you are in the national park, you should try to enjoy the natural environment as much as possible.

Question: Since Jet Ski is illegal, why is it still there?

Answer: Jet Ski is illegal, but it is really a part of the local community nowadays. It is estimated that there are about one hundred households making their living of this. Once we prohibit its operation, it will influence their life. We would like to legalize it and manage it in a better way. For example, improve the tourists' safety and minimize the impacts to the natural environment. Taiwanese like excitement, like Jet Ski and the banana boat. Maybe one day we will like to do some other activities. We'd also like to promote some non-powered activities, such as canoeing.

Question: One important element of sustainable tourism is the involvement of the local community. Is there any local involvement within the national park?

Answer: We are promoting ecotourism in Sheding. We assist the local community in Sheding with how to manage ecotourism over there.

Question: How about their will?

Answer: They do have the will and consensus to do it. But they want to make money from it so that they can support their own life. Otherwise, they are really willing to do it.

Question: Do you think you have the responsibility to promote the idea of sustainable tourism, to disseminate the importance of protecting the environment.

Answer: Of course. We can see the example of the Houbi area. The operators of Jet Ski in that area noticed that they had less and less customers due to the destruction of the environment. Therefore, they established an association of environmental protection and they also helped from us because they do not have any legal power once there is any illegal activity, such as fishing. We helped them to designate a protective area and the police patrol regularly. Now, the area is the best place for

scuba diving in Kenting. There are more species of fish than before even. This is successful because of the consensus of the local community. This successful case also provides some incentives for other operators to pay attention to the natural environment. But it also needs help from the authority because Taiwanese never follow the laws.

Question: What is the most difficult problem for development of sustainable tourism in Kenting?

Answer: The biggest dilemma now for sustainable tourism is the profited-orientation. Even the government focuses on the economic development. The local community can feel the destruction of environment for sure. However, when they are making profits, they tend to ignore this problem. Economic development and the protection of ecosystems cannot reach the balance. Because carrying capacity of Kenting is finite, more tourists are not benefits for the protection of nature. Our tourism behaviour is also not sustainable enough. For example, we like to drive our own cars, instead of taking the public transportation. Even the pathway systems are not our preferences.

Question: So the priority is still the nature conservation?

Answer: Sure, even though the destruction is more than serious nowadays. Kenting is not like a national park now. But there are different types of national parks. Now, we have to define Kenting as a metropolitan national park due to massive volumes of tourism, instead of a conservative national park. If Kenting disappears, it is a pity to every one. If we pay too much attention to tourism, the value of conservation will disappear. We do not want this to happen. After all, there are a lot of wildlife and special landscape to be protected in this area. Even if we are here, we are still not able to protect them from demolition due to tourism activities.

Question: It is not enough when there are only few caring about this issue.

Answer: Yes, and it also involves another issue, such as the protection of biodiversity. If one of the species disappears, the effect will influence other species. It could be a disaster.

Question: It is not enough when there are only few caring about this issue.

Answer: Yes, and it also involves another issue, such as the protection of biodiversity. If one of the species disappears, the effect will influence other species. It could be a disaster. Even if we can not see the influence at our age, we have to know the evolution of organisms is long-term.

Question: Don't you think the pathway systems are too artificial in Taiwan? However, if it fits more to the nature, it might lack of accessibility to the public.
Answer: Yes, but we can classify them. It is not a problem at all. The problem is that if there is consensus among the public. Now, people think that every one should be able to walk easily on the pathways because we pay taxes to the government, so they should solve all the problems for us. If they look too original, people start to complain. That is why education is very important. When ecotourism means is to visit an area where can be reached by car, it is not real ecotourism.

Finally, I would say it is all about the attitudes of tourists. If it is some tourist like me, there would not be too many negative impacts on the environment even if there were hundreds of me. Education and the respect for laws make sustainable tourism almost impossible here. In my opinion, we should restrict development although it might mean the living of the local community is also restricted. But there are some other approaches to compensate them.