

Initiation of Participatory Tourism Planning by Local Government : A Case Study of Community Cleaning Day, Koh Samui, Surat Thani Province, Southern Thailand

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Abstract: This paper explores and discusses community participation approach in local tourism development planning initiated by Tambon Municipality, a local government of Koh Samui, southern Thailand, in order to understand the pattern of participatory planning process in local tourism development. The results document the innovative approach of adapting the community participation concept into a local condition by examining benefits gained and satisfaction from people's participation. Factors associated with people's participation were also analyzed. The paper concludes that along with implementation of decentralization, there is a significant role of local government in local tourism planning in its adapted participatory approach.

Keywords: Thailand, Koh Samui, Local Government, Participatory Planning Process, Local Tourism Planning

Introduction

In most of the islands around the world, tourism has been one of the important sectors. Tourism not only means infrastructure development and providing services, in fact it is a complex phenomenon which includes socio-ecological interaction. The sustainability of tourism industry depends on maintaining balance in ecological and environmental aspects along with its social dimensions. Further, active participation of stakeholders in the process is crucial for achieving sustainability along with ecological conservation. World Tourism Organization (WTO) has been putting much effort in promoting a more sustainable development of tourism in coastal areas, especially in small islands. This focus of WTO's work recognizes the very specific situation of these complex ecosystems, which are faced with strong natural and human pressures as well as a great presence of tourism activities. In this juncture, the

case of community participatory activity designed for maintaining clean environment for tourism development can provide an insight on how local people are participating to maintain local environment as well as maintained the sustainability of tourism which is the most important income generating sector for that kind of areas. Not only this, the understanding of this kind of socio-ecological system provides the basis for transforming tourism from a threat to opportunity for local environment and people.

Tourism has become major generator of national income through creation of employment opportunities across all tourism and travel-related sectors. Tourism offers significant opportunities for employment creation, local economic development, and integration into the international market. Nevertheless, at present, much of the debate on tourism especially in developing countries has been focused on whether its effect is beneficial or negative, and whether they are developmental or anti-developmental. Tourism has often had negative impacts on local communities and environment (Singh 1989 and ICLEI 1999). It has also been held responsible for transformation of societies by introducing uncalled for and undesirable changes in their values, systems, tradition and mores, collective lifestyle, creative expression, language and individual behavior. However, Singh (1989) notes that tourism by all means, is people's industry. People are at the core as being guests or hosts. It is their well being and enrichment which should be the primary goal of tourism development. Unfortunately this is not happening in conventional or mass tourism system.

Tourism can be considered as one component in development strategies to pursue the community development. To reach the goals, tourism development needs to have cooperation among several sectors including central, regional, local government, and other related organizations. Community participation is one of a key element to pursue the development duties especially through the management of local government along the concept of decentralization. The trend towards decentralization reflects worldwide changes in governance over recent decades (Yuksel et al. 2005). In many countries, the concentration of authority and decision-making within the central state and its bureaucracies has been identified as a major obstacle to more effective governance. Decentralization, then, is believed to offer improvements in the efficiency of service delivery, and to bring decision-making closer to the population (Oliveira 2002; Rondinelli, McCullough and Johnson 1989) and therefore, local government, are well placed to provide what people demand (Yukssel et al. 2005).

Local tourism development with community participation can only be

possible through the promotion and implementation of community participatory planning. It denotes the process of which authority is passed on from the national government to local administration units. The local units are assigned with autonomous responsibility and duty to perform public services regardless of the national government's line of command. In other words, the assignment of central government's provincial representatives is shifted to the local government personnel (Chayabutra 1997). Many scholars have mentioned that decentralization will work because local communities and politicians have the specific time and place information needed to construct better policies than central governments (Oates 1999; and World Bank 1988). However, Anderson and Gibson (2006) posited that one of the fundamental conditions for decentralization policies to be effective is that the local government officials, to whom governance responsibilities have been handed over, are interested in carrying out their new mandate.

In this paper we make an argument that it is utmost important to document nuts and bolts of implementation process of local development planning by citing an example of decentralized participatory tourism planning and implementation process through community cleaning day. By documenting detailed structure and establishment process of community municipality including different phases and the activities being undertaken through stakeholders, we can easily identify key factors associated with people's participation which in turn can be applied in similar situation. There has very little study being conducted detailing the process and satisfaction gained from participatory planning process, and thus, this paper tries to bridge the knowledge gap by documentary the finding from such process. But before we discuss the participatory planning process in detail we briefly review the decentralized development planning process in Thailand, study methodology including criteria for selection of study area and respondents.

The National Economic and Social Development Plan provide guidelines and directions for development in Thailand. Since the Eight Plan (1997-2001), people-centered development has been introduced and the main strategy of the Plan is decentralization of the administrative system allowing for popular governance. Local administration and responsibility are viewed essential for increasing the potential of economic and social development as well as sustainable management of natural resources. It is supposed that if the communities find solutions to their problems, this will ensure more timely and evenly distribute development. The Ninth Plan (2002-2006) adopts the philosophy of sufficiency economy bestowed by His Majesty the King. The major emphasis is to balance development of human, social economic and environmental resources and to achieve real sustainable people-centered development. It aims

to create good governance. As the importance of tourism has increased considerably in recent past, the Ninth Plan (2002-2006) has included a plan to promote tourism through community participation approach with potential to create jobs, spread income benefits, and increase foreign exchange earnings along with the sustainable tourism development. Local government is widely perceived to have responsibility to support and ensure local tourism development.

As decentralization is common both for local tourism and community development approach, one of the reorientation experienced in Thailand in the context of local tourism destination is called Koh Samui. Due to the increase in population and tourism boom in Koh Samui, Surat Thani province, southern Thailand, waste disposal have become a problem. Community planning is another serious problem resulting from mismanagement of zoning for market, tourism spots, and living area. To reorganize and manage these matters, Tambon Municipality (TM) of Koh Samui has set up a project to organize local people especially "street vender". The project created cleaning activity by which local people get involved in improving tourism spots and other community areas to have a clean and nice environment. The significance of the project is a participatory planning process in community development. The main sector responsible for this plan is the Public Health Care Sector under TM.

In general, project aims to follow the policy of central government which emphasize on tourism promotion at local area. Central government expects that local community which includes local government, private sector, entrepreneurs, and local groups should get involved in carrying out development tasks since they need to show their sense of belonging and responsibility on their local tourism development following people's participation concept mentioned in development plan. Therefore, TM set up a participatory activity for people's participation called "Community Cleaning Day". The activity was pursued intensely in Chaweng Yai village of Bo Phut sub-district. Mostly, local street vendors, who sell their products around tourism spots especially around beach area, participated in this activity. These local street vendors are registered to TM of Koh Samui to get work permission for selling and providing service to tourists. It is mandatory for them to participate in community participatory cleaning activity. Thus, main target group in this activity are street vendors and also include people who show concern on community environment.

Although several projects have been implemented, there is no systematic evaluation of participatory activities. There are important issues to be showed

and incorporative in ongoing projects implementation effectively and also to provide an experience based on the outcome for future governance management of local resources through effective participatory process. Thus, this paper focuses on participatory planning process of Tambon Municipality (TM) in Koh Samui. The objectives include; to study community participation approach and techniques applied in local tourism planning with reference on type, form and degree of involvement; to examine magnitude and intensity of people's participation in the local tourism planning; to assess benefits gained and satisfaction of local people from their participation in the local tourism planning; and also to analyze factors affecting community participation in the local tourism planning and identify problems encountered.

Methodology

Selection of Study Area and Respondents

We selected Samui Island (Koh Samui) because of its popularity among tourist. It is located in southern part of Thailand is the third-largest island occupying an area of 252 sq. km, and is surrounded by 52 smaller islands. At present, Koh Samui has a total of 42,047 registered residents. But the local government officials estimate that there might be 50,000 or more people living without registration. There are a total of 18,368 households within 39 villages from 7 tambons (sub-districts). Until last decade, Koh Samui was a small community, with its major economic focus on coconut production. Beside, the island was also famous for fishing and agriculture. After tourism boom, since year 1990, it became a main income generating activity for Koh Samui. Unexpected changes occurred from tourism due to lack of a good planning. Samui has been changing rapidly both culturally and through various infrastructural improvements such as road, sewage projects, and hotels. During 2003, 837,500 people visited Koh Samui.

We selected Chaweng Yai village of Bo Phut sub-district for household survey where participatory planning was initiated by Tambon Municipality of Koh Samui (See Figure 1 and 2 for the locations of Koh Samui and the study area.). Chaweng Yai village consists of total of 780 households. The simple random sampling was applied to select 30 households as respondents for the questionnaire survey to understand local people's perception and to examine factors those associated with their participation. Case study analysis, key informant interview, field observation, and group discussion were also conducted for deeper understanding and different stakeholders' perceptions on the issues.

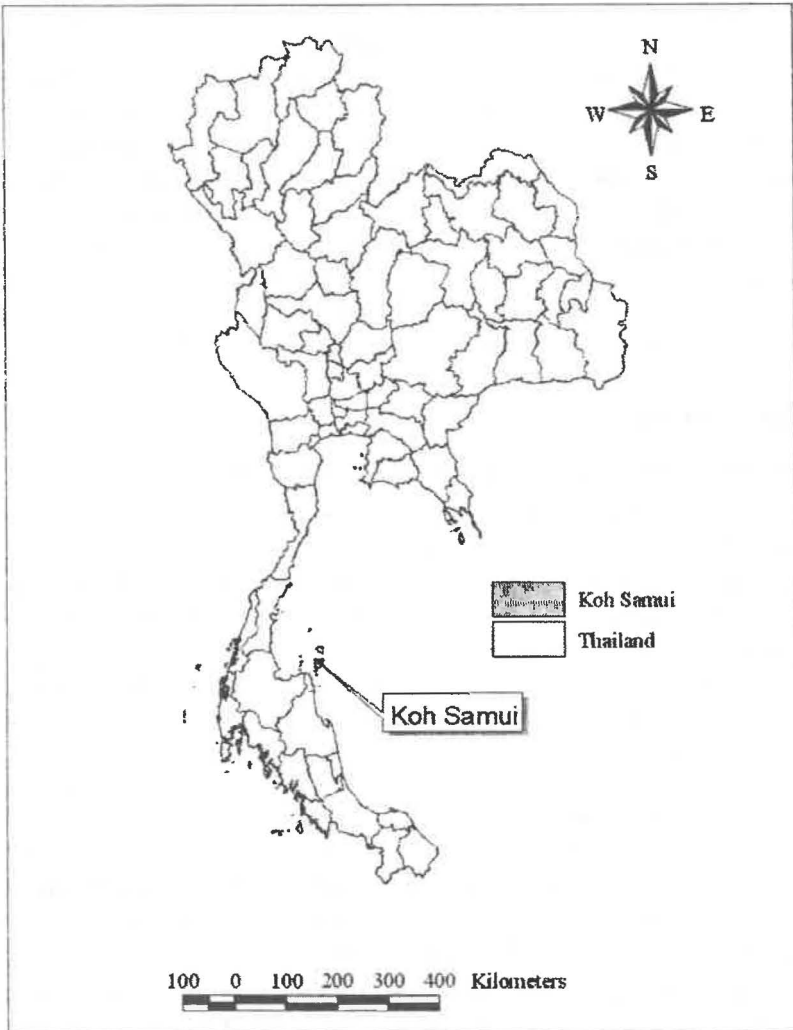
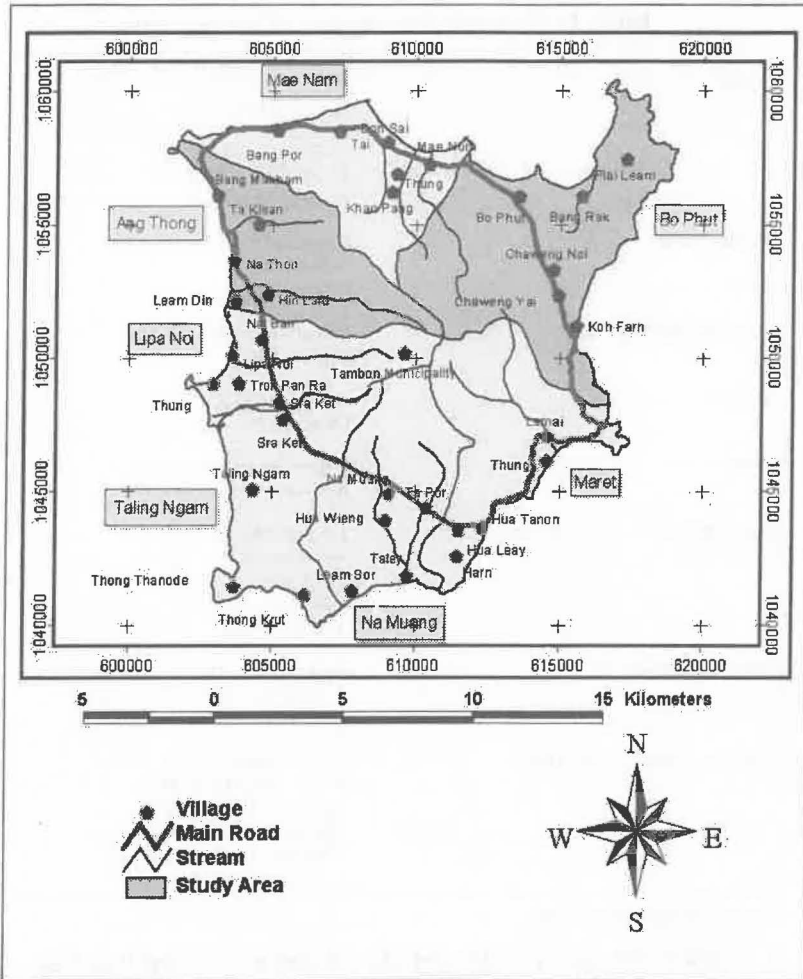


Figure 1 : Map of Thailand Showing Location of Koh Samui

In order to perform the statistical analysis, selected variables were transformed into **Weighted Average Index (WAI)** by constructing five point social scales. The WAI was used to analyze the extent and the intensity of participation including decision-making, implementation, monitoring and evaluation. The degree of benefits gained and satisfaction from people's participation were also analyzed. Correlation Coefficients were calculated in order to assess the factors associated with the intensity of people's participation during different participation phases.

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Source: Department of Provincial Administration, Ministry of Interior

Figure 2 : Map of Koh Samui

Characteristic of Respondents

More than half of the respondents were male because men were head of a family and they controlled the household resources. More than two-third of respondents were between the ages of 31-50 with an average of 34 years indicating their participation more than younger ones. The finding shows that almost all of the respondents had obtained primary and secondary level of education. Most of the respondents were Buddhists (Table 1).

Table 1: Demographic Aspects of Respondents

Issue	Proportion of Sample (n=30)
Gender	Male: 56.7% Female: 43.3%
Age	18-30 years: 30.0% 31-50 years: 70.0% Average 34 years old
Marital Status	Single: 6.7% Married: 90.0% Others: 3.3%
Level of Education	Primary/secondary: 96.6% Higher: 3.3%
Religion	Buddhism: 93.3% Others: 6.7%
Ethnic	Native Samui: 0 % Non-native Samui: 100.0%
Years of Residence in Koh Samui	1-8 years: 83.3% 9-16 years: 6.7% 17-24 years: 6.7% > 24 years: 3.3% Average 6 years
Main Occupation	Agriculture: 3.3% Trading: 86.7% Wage labor: 10.0%
Level of Annual Income (Baht)	24,000-90,000: 33.3% 90,001-180,000: 36.7% 180,001-270,000: 10.0% 270,001-360,000: 6.7% >360,000: 13.3% Average 219,387 Baht

Source: Field Survey, 2004

A review of historical settlement of Koh Samui revealed that there was diversity of ethnics groups settled in this island such as Malay or Chinese. However, people who originally were born in Koh Samui preferred themselves to be called as "chao Samui" (Samui folk). With development of the tourist destination, there was a high rate of in-migration to Koh Samui searching for opportunity of occupation in this island. The participation of exclusively non-native Samui in local tourism planning also indicated the intensity of in-migration. Result showed that many outsiders migrated to live in Koh Samui since there were many income generating opportunities from tourism related activities. All respondents were non-native Samui who came from the north-eastern part of Thailand to work in Koh Samui. Due to the high rate of migration in Koh Samui, most respondents stayed in Koh Samui in between 1-

8 years with an average of 6 years of living. Most of them engaged in trading with an average income of 219,387 Baht annually (1 US \$ is equivalent to 39 Baht during period in year 2004).

Community Participation in Tourism Planning Process

Community Participatory Cycle

This section provides background information on community participation cycle and process. Several definitions of participation have been identified. Most of them are similar in principle but difference in terms of stages of participation. A World Bank Document (1975) emphasized the importance of participation of local people in planning, decision-making and implementation of development activities. People have to be involved in every step of the development process, from the stage of goal and objective formulation, priority setting choices of planning and implementation strategy and access to knowledge on the proceedings of development efforts (Meow 1978). Participation involves organized efforts to increase control over resources and regulative institutions in given social situations, on the part of groups and movements of those hitherto excluded from such control. The nature of participation in the development process gives rise to much controversy regarding the definition and the modalities since there is not a single universally accepted definition. Participation of the rural poor through their own local organizations, benefits not only them but also the government administration and

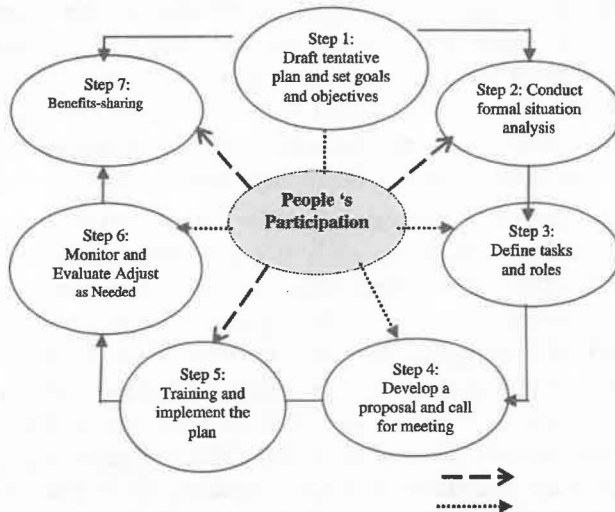


Figure 3: Steps of Participatory Planning Process of TM

this dual benefit facilities rural development for several reasons (FAO 1986). There are four main phases of participatory planning process of TM which can be divided into seven steps as shown in Figure 3.

The first phase is decision-making process in which TM is the main stakeholder to carry on the process. The TM staff compiles the initial information and a meeting is organized by directly involving the local people. In addition, there is indirect participation via representative of the local people in the process of discussion on problems and needs and writing up a proposal. During the implementation phase, there is direct participation from local people. However, there is no people's participation in the monitoring and evaluation process but they are the benefit-sharing group through participatory process.

These main four phases of participatory planning process of TM has been described hereunder;

Phase 1: Decision-making Phase

The first phase is to set up goals and objectives of the activity, define tasks and roles, information gathering, and develop a strategy to reach the goals. With the aim of promoting tourism via a clean environment in Koh Samui, the Public Health Care sector under TM created a project to pursue a cleanness community for tourism. The Public Health Care sector drafted a plan to promote community participatory activities in cleaning public area especially around tourism spots. Target participants are the street vendors who mostly are engaged with tourist. The plan was drafted tentatively to propose to the mayor for approval. After approval of the draft, the Public Health Care sector wrote up a proposal of the activity. In this case, there are two specific activities continuing which are "Training for Managing the Street Vendors Practices Project." and "Community Participatory Cleaning Day".

Information gathering was carried out for current and potential status of street vendors and their practices such as registration of residency in Koh Samui and also selling areas. Those who had not yet registered to be a resident would be asked to proceed with the registration. Then they receive work permission in Koh Samui. Also they need to follow the rules and regulation. The regulations state that street vendors cannot sell their products on every Wednesday and around the beach after 4:00 pm everyday; and they must be involved in participatory activities set up by TM. After gathering basic information and making agreement with street vendors, the Public Health Care sector write a full proposal setting up objectives, determining a timeline, budget arrangement, and also coordinating with related sectors for support such as cash, cleaning material, and also support staffs. The proposal would be ap-

proved by the mayor and TM's committee. TM call for a meeting to announce the information and process of activities. The meeting is set up for two times a month. This is to update all concerns and discussion on any matters and current situation of the area. The meeting focuses on especially the directions on how to follow TM's rules and regulations.

Within the first phase of participatory planning process, street vendors participated by giving basic information and getting involve in the meeting. However, it seems to be a passive participation which tends to be a type of forced participation due to the mandate of TM. If there is no participation in activity setting up by TM, there is no permission for working in Koh Samui. There are two types of participation in this stage. Direct participation occurred since street vendors giving basic information directly to TM and a must to get involved in TM meeting. Indirect participation appeared when there is a process of discussing the problems and needs and analyzing current situations in the meeting of TM with the representative of street vendors and other local people.

Phase 2: Implementation Phase

After the proposal was approved, the participatory activities are ready for implementation. The activity has two periods which are a training period and an implementation period.

First period (Training Period)

TM sets up a training workshop called "Training for Managing the Street Vendors Practices Project." The target group is street vendors and workshop was set for 1,000 street vendors. The workshop provided knowledge about rules and regulations to increase understanding of the participants. This was also to reorganize their practices in public area. The workshop had five sessions and each workshop was carried out one day per a session (Table 2).

Table 2: Training Schedule

Session	Training Time	Number of Participants
1	December 2003	100
2	February 2004	250
3	June 2004	250
4	June 2004	250
5	August 2004	150
	Total	1,000

Source: Tambon Municipality of Koh Samui, 2004

Second period (Implementation Period)

This is an implementation period for participatory cleaning activity. TM

calls for participation for a meeting every second Wednesday during the month for "Community Participatory Cleaning Day". Street vendors get together at the appointment place such as temple, specific beach, or another tourism spots. The target area is rotated based on TM's work schedule. TM set additional rules of participatory activity as follows;

- If participant is absent from participation for over two times consecutively, their permission to work in Koh Samui will be dismissed.
- TM will call for additional meeting two times per month to discuss all concerns and announce more information for all matters.

Street vendors need to be name-checked by TM officers before start the activity. They are divided into three groups according as their selling characteristic including goods consumption group, food consumption group, and services group. There is supervision for each group. It takes almost a half day to finish the cleaning activity.

Phase 3: Monitoring and Evaluation Phase

The participatory activity was monitored and evaluated by TM officers. They use evaluation form and only TM officers are involved in this step. During the implementation period, participants can identify problems and needs, which can be discussed in a meeting two times per month. Unfortunately, street vendors have no channel to take part in this monitoring and evaluation process.

Phase 4: Benefit-Sharing Phase

Street vendors receive benefit-sharing from their participation such as receiving permission to work in Koh Samui or even receiving a nice and clean environment to live in. Moreover, the benefit-sharing appear as the satisfaction of their live as a reward when they participate for the social matters in their community.

Different activities planned and performed during the four phases of participatory planning process, the characteristics of participation, stakeholders involved in the process and the time frame has been summarized in Table 3.

Institutional Framework of Participatory Planning Process

The three dimensions of participation in relation to rural development includes "what", "who", and "how" as the basic framework (Uphoff 1979). Participation also has been described in different levels of involvement, ranging from information sharing and gathering, to consultation, negotiation, share decision-making and transfer of decision-making. Result showed that almost

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all respondents involved in implementing of community activity which was mainly due to mandatory provision of TM as discussed earlier. Similarly, majority of the respondents expressed that they received benefit sharing (Table 4).

Table 3: The Participatory Planning Process of TM

Phase	Activities	Characteristic of People's Participation	Stakeholders	Time Period
Decision-making Phase	- Draft a tentative plan to get first approval	None	TM	October
	- Set a specific, realistic, and achievable goals and objectives	None	TM	October
	- Determine timeline and budget	None	TM	October
	- Gathering the information	Direct	TM Street Venders	October November
	- Discussion on problems and needs	Indirect	TM Representative of Street Venders	November
	- Define task and roles	None	TM	November
	- Writing up a proposal of an activity	Indirect	TM Representative of Street Venders	November
	- Coordinate with related sector for receive supporting	None	TM	November
	- Call for meeting to announce the plan and discussing	Direct	TM Street Venders	December
Implementation Phase	- Setting up training workshop for participants (4 sessions and one session per one day)	Direct	TM Street Venders	December February June August
	- TM calls for meeting at target area to carry on the cleaning activities.	Direct	TM Street Venders	Second Wednesday of the every month
	- Three different groups carry on the cleaning activity			
Monitoring and Evaluate Phase	- Establish measures to evaluate quantity and quality of outputs, time lines, and the effectiveness	None	TM	After the activity is completed each month
	- Carry out Monitoring and evaluation			
Benefit-sharing Phase	- Receive benefit from the participatory activity	Direct	TM Street Venders Local people	Through the year

Source: Field Survey, 2004

Table 4: Aspects of People's Participation

(Multiple Response)

Issues	Percentage of Respondents (n=30)
Receive information	10.0
Sharing information	6.6
Being as a consultant	0.0
Involving in decision-making process	0.0
Giving support by provide materials, cash, or services	0.0
Involving in implementation	100.0
Involving in monitoring and evaluation process	0.0
Receive benefits sharing	73.3
Set up an independent group	0.0

Source: Field Survey, 2004

Benefits Gained and Satisfaction of Local People on Community Participation

Researchers find that locals are likely to participate if they believe that they are likely to gain benefits without incurring unacceptable costs. If locals perceive that the benefits are greater than the costs, they are inclined to be involved in the exchange and, thus endorse future development in their community (Allen et al. 1993 and Gursoy et al. 2004).

We used five point scale Weighted Average Index (WAI) to assess the degree of benefits gained and the satisfaction level of local people in community participation for local tourism planning. These five point scales consist of "very low" (0.01 to 0.20), "low"(0.21 to 0.40), "moderate" (0.41 to 0.60), "high"(0.61 to 0.80), and "very high" (0.81 to 1.00) degree of benefits gained from community participation. Similarly, to assess the satisfaction level of respondents, five point social scales were assigned comprised of "very dissatisfied" (-2.00 to -1.01), "dissatisfied" (-1.00 to -0.01), "moderate" (0.00), "satisfied" (0.01 to 1.00), and "very satisfied" (1.01 to 2.00) as presented in Table 5.

The findings showed that respondents received "high" benefits on increasing awareness of community rights and roles and also increasing sense of belonging and responsibility to preserve local culture and tradition. Respondents were "dissatisfied" on their benefits gained from preservation of local traditional and culture. They received "medium" benefits on all aspects except "high" benefits gained on income generation. They were "satisfied" only on income generation and creating investment input. However, they were "dissatisfied" on creating group strength and increasing productivity.

They received the "high" benefits on creating consensus building among community and creating cooperation among local government and community. However, they received only "medium" benefits on improving planning

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and management skills. Along with benefits gained, they were "very satisfied" on creating consensus building among community and also on creating cooperation between local government and community. The finding showed that respondents received "very high" benefits on environmental aspects. They were "very satisfied" on both increasing conservation for local environment and increasing resource utilized management.

Table 5: Degree of Benefits Gained and Satisfaction Level in Social, Economic, Institutional and Environmental Aspects from Community Participation in Local Tourism Planning

Aspects	Benefit Gained		Satisfaction Level	
	WAI Value	Assessment Level	WAI Value	Assessment Level
1. Social Aspects				
Awareness of changing way of life	0.62	H	0.20	S
Awareness of impacts of tourism on local life	0.68	H	0.16	S
Awareness of community rights and roles	0.78	H	0.66	S
Promotion of local tradition and culture	0.59	M	0.00	M
Preservation of local tradition and culture	0.77	H	-0.20	D
Increase in the sense of belonging and responsibility toward preservation of culture and tradition	0.78	H	0.93	S
Reduction of conflicts in community	0.46	M	0.00	M
2. Economic Aspects				
Income generating	0.64	H	0.13	S
Creating employment opportunities	0.45	M	0.00	M
Creating group strengthening	0.47	M	-0.13	D
Creating investment input	0.42	M	0.10	S
Increasing productivity	0.43	M	-0.06	D
3. Institutional Aspects				
Improving planning and management skills	0.46	M	0.06	S
Increasing training program and capacity building	0.64	H	0.10	S
Creating plans and strategies for local tourism development	0.70	H	0.20	S
Creating clear roles and responsibilities of local committee	0.73	H	0.93	S
Creating cooperation between local government and community	0.76	H	1.06	VS
Distribution of power among community	0.62	H	0.26	S
Creating consensus building in community	0.77	H	1.20	VS
4. Environmental Aspects				
Increasing conservation of local environment	0.81	VH	1.30	VS
Increasing management skills in resource utilization	0.81	VH	1.23	VS

Source: Field Survey, 2004

Notes: VS= Very Satisfied, S=Satisfied, M= Medium, D= Dissatisfied, VDS= Very Dissatisfied

VH= Very High, H= High, M= Medium, L= Low, VL= Very Low

Factors Associated with the Intensity of People's Participation

Intensity of People's Participation

The intensity of people's participation was assessed according to five point social scales consisting of never, rarely, often, occasionally and always. Overall assessment of four phases showed that respondents often participate in participatory planning process. Similarly, they occasionally participate in decision-making phase while they always participate in implementing phase. However, they never participate in monitoring and evaluation phase (Table 6).

Table 6: Intensity of People's Participation in Four Phases

Phase	Percentage of Respondents (n=30)					WAI	OA
	Always	Often	Occasionally	Rarely	Never		
All Phases	-	26.7	73.3	-	-	0.61	Often
Decision-making	-	26.7	36.7	36.7	-	0.58	Occasionally
Implementing	50.0	50.0	-	-	-	0.90	Always
Monitoring and Evaluation	-	-	-	-	100.0	0.20	Never

Source: Field Survey, 2004

Note: WAI= Weighed Average Index, OA= Overall Assessment

Note: "never" (0.00 to 0.20), "rarely" (0.21 to 0.40), "occasionally" (0.41 to 0.60), "often" (0.61 to 0.80), and "always" (0.81 to 1.00).

As many scholars identified factors that have potential to relate with the study can be, for instance, self-interest, encouragement provided by local leaders, knowledge and skills, availability of time, money, and materials, interest in welfare of community, the costs-benefits of participation, quick results, sex and age, pattern of local internal communication, and also influence of culture and religion as factors associated with people's participation (Oakley 1991; Setty 1994; and Karl 2000). Correlation analysis was also conducted in order to provide supported factors associated with intensity of people's participation. Intensity of people's participation are assessed by using the WAI values of intensity of people's participation on four stages of participatory planning process (Table 7).

Two factors showed relationship with intensity of people's participation in all phases, which were degree of satisfaction on environmental conversation and degree of benefits gained on increase resource utilized management. These two factors were also significant in decision-making phase. But, in implementing phase, six different factors showed significant relationship with intensity of people's participation. Finally, none of the factors showed relationship with intensity of people's participation in monitoring and evalua-

tion phase. This indicates that during this phase there was no people's participation and TM only performed this.

Table 7: Factors Associated with the Intensity of People's Participation

Factors	Correlation Coefficient (CC)			
	Overall Phases	Decision-making Phase	Implementing Phase	Monitoring and Evaluating Phase
Degree of Satisfaction on Environmental Conservation	0.328**	0.313**	0.392**	-
Degree of Benefits gained on Increase Resource Utilized Management	0.232*	0.174*	0.302**	-
Level of Education	0.040	0.116	0.425**	-
Occupation of Respondents	0.026	0.118	0.255**	-
Ethnic of Respondents	0.042	0.104	0.244**	-
Degree of Benefits Gained on Increase Productivity	0.036	0.097	0.222*	-

Source: Field Survey, 2004

Note: * = Significant at the 0.05 level confidence, ** = Significant at the 0.01 level confidence.

Criteria for Calculation: Correlation Coefficient (CC) less than 0.00-0.29 is a low-level correlation, 0.30-0.59 is a moderate level correlation, and more than 0.60-1.00 is a high level correlation.

Based on finding, the key factors associated with the intensity of people's participation are explained as follows:

Degree of Satisfaction on Environmental Conservation

People actively participate if they receive satisfaction on environmental conservation from the participatory activity. This factor has positive relationship with people's participation in all phases, decision-making phase, and also implementation phase. This could be explained that people satisfied on their participation through community participatory cleaning which provides environmental conservation for their community.

Degree of Benefits Gained on Increasing Resource Utilized Management

Degree of benefits gained on increasing resource utilized management has a relationship with people's participation in all phases, decision-making phase, and also implementation phase. People actively participate if they gain benefit on this issue. Participatory planning process increase resource utilized management through bringing local people as a group and organizing them to pursue participatory cleaning activity to provide a clean environment for tourism. This is to organize and manage local resource both human and natural to serve for local tourism development from which local people gained benefits since tourism is a main income of the area.

Level of Education of Respondents

This is one factor associated with the high intensity of people's participation especially in implementation process. Since this factor was used in a dummy variable and primary level was assigned value "1", secondary and higher level were given value "0", it could be explained that respondents who had completed primary level participated in implementation phase more frequently than those that were secondary and higher level. This is due to the fact that low level of education of respondents led to less choice of occupation. They were mostly engaged in trading as "street vender" which does not require complex skill but need work permission from TM. As they need permission from TM, their participation is mandatory.

Occupation of Respondents

The occupation related with the intensity of people's participation especially in implementation phase since most respondents were engaged in trading. Since this factor was used in a dummy variable and trading was assigned value "1", and other occupations were assigned value "0", it could be explained that respondents who engage in trading more frequently participate than those engaged in other occupations. This was also due to the same reason as participation is mandatory for getting work permission.

Ethnicity of Respondents

This factor was found to have an association with the intensity of people's participation especially in implementation phase. Since this factor was used in a dummy variable and non-native Samui was assigned value "1", and native Samui was assigned value "0", it could be explained that respondents who were non-native Samui participate more frequently than those who were native Samui. This related to the matter of migration that migrated people need work permission and to receive work permission, they need to participate in TM's activity.

Degree of Benefits Gained on Increasing Productivity

This factor has a relationship with people's participation in implementation phase. People actively participate if they gain benefit on this issue. Participatory planning process provides benefits on increasing productivity since those who participate will be provide work permission for their occupation.

TM has a concrete functions, identified clear roles and responsibilities along with its formal style as well as follows central government's policies to pursue development tasks. It has an authority to command or to require local people to carry out any kind of participatory activities due on its law enforce-

ment. Based on finding, TM has mandatory provision for street vendors to participate in "Community Cleaning Day" as a condition of work permission. This affect to the high intensity of people's participation especially in implementation phase since there is law enforcement for people's participation.

Problems and Constraints of People's Participation

Different problems were perceived and identified by respondents who participated in participatory planning process in TM. Table 8 shows that there were mainly five problems related to people's participation including low level of education, knowledge, and skills, less awareness of local tourism development, low perception on people's participation, lack of time, and people have low interest on participation.

Lack of time was the most serious problem which was notified by majority of the respondents. This is due to the requirement of TM that participants who are street vendors must participate in a workshop and meeting which is set up two times per month. Moreover, they must participate in participatory activity every second Wednesday of each moth. And if participant is absent from participation for over two consecutive times, the permission to work in Koh Samui will be dismissed. Due to these requirements, respondents addressed it as a time consuming. The problem of people having low interest on participation also was notified by majority of the respondents since they are engaged with their occupation due to their living condition more than interest in social concerns which is related to the problem of less awareness of local tourism development identified by one-third of the respondents.

Low perception on people's participation is another problem in this group. This is also linked to the problem of low interest of people on participation. Since people have less understanding of the meaning and perception of the usefulness of participation, then, they may have low interest in participation. However, the low level of education identified by few respondents can influence on respondents' understanding and perception of concept of participation which can create problem on participatory planning process.

People have low level of education which is related to the problem of unawareness. There is always having complained from participants that participatory activity both for meeting and for implementing is time consuming for them since they need to work for living. There is a lack of sense of belonging to the local community leading to less awareness of community concerns. This may be due to the reason that, mostly, they are migrated people who came from outside. They may not care for the area since it is not their hometown and they want to stay here for a short period. There is a weak

linkage between native Samui and people who forced to join TM since there is unfair situation occurred among people who are forced to participate and those who are not. TM lacks of raising public awareness or campaign to promote participatory activity for calling other people joining the group. This is due to the lack of efficient TM staff and also the lack of appropriate channel to mobilize local people.

Table 8: Problems and Constraints of People's Participation

(Multiple Answers)

Problems and Constraints	Percentage of Respondents (n=30)
Low education, knowledge, and skills	3.3
Less awareness of local tourism development	23.3
Low perception on people's participation	20.0
Lack of time	90.0
People have low interest on participation	73.3

Source: Field Survey, 2004

Discussion

Considering the incentive of participatory planning process, Figure 4 shows that TM used laws to force to create the requirement of people's participation. The condition of providing work permission in Koh Samui led to the requirement of registration of residence. This lead to the requirement of participation in the local tourism development planning process. TM provided training workshop, which aim to increase people's awareness and understanding of their roles and responsibility in the community participatory activity. This implied that the more people need to get work permission, the more they need to participate in TM's activity through the process of community participation in cleaning. This kind of input produced an output of high intensity of community participation especially in the implementation process.

TM reached only the participation in information giving and implementing level. Participation by consultation, functional, interactive, and self mobilization are far beyond reaching in this group. TM had part of a "top-down approach" when decision-making as they are mostly made by its function as a formal process. Garrod (2003) also stated that local community participation in the decision-making process of tourism development has often been lacking. Local communities have tended to be viewed as the beneficiaries of tourism development, rather than as essential partners in the process of achieving such development. However, "bottom-up approach" was initiated to provide a chance for local people to participate in local tourism development in the context of implementing and benefit-sharing in TM.

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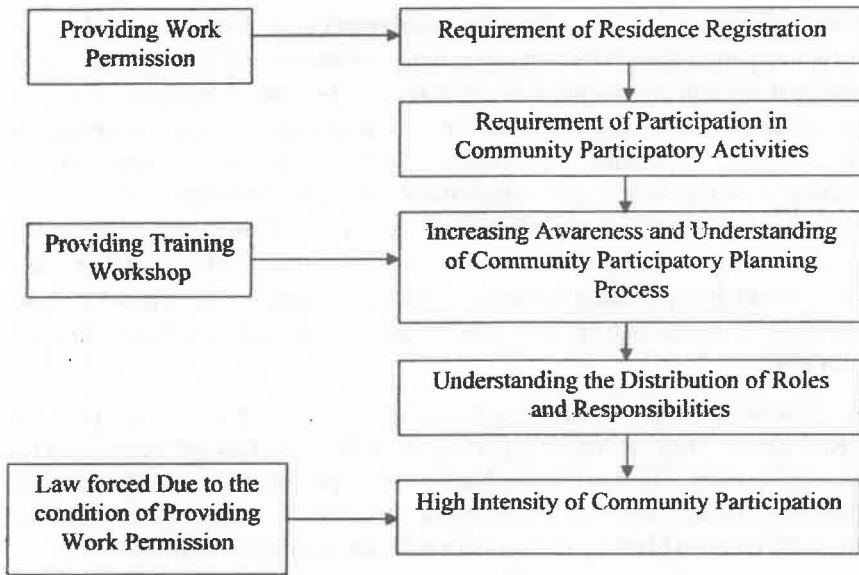


Figure 4: Inputs and Outputs of Participatory Planning Process

"Top-down approach" led to the requirement of local people to follow the rules and regulations. Therefore, there was high intensity of people's participation in TM's activities. Regarding TM, the sense of "community spirit" that translates into the concept practices of people (Macbeth, Carson, and Northcote 2004), unfortunately, could not be raised under the law enforced by the local government. Considering empowering the local community (Pettersen and Solbakken 1998), empowering might be a significant concern for the full participation of local people in decision-making. Unfortunately, TM seems to have a long way to go before reaching this goal.

The study found that the participatory planning process of TM was a rigid process which needs to follow the regular pattern of local planning process created by central government and be launched over the country. This takes a time consuming procedure since they are hierarchy work as happens in the government sector. There was a high intensity of people's participation especially in the implementation process. This was influenced by a law enforced from TM that people need to receive work permission in Koh Samui. However, within this process, there were individual to supervise people to implement the project. Therefore, they seem to follow the advice of the supervisors with any initiative idea of carrying out the project. Considering decision-making process and monitoring and evaluation process, there was less people's participation. Mostly, TM carried out these two processes itself. The finding implies there was less empowerment

to local people, since they are forced by law to participate. If there was no law, no one would participate in this cleaning activity. Moreover, if TM stops this kind of participatory activity, people will not carry out the project by themselves and also would not create any other participatory activities. This may be caused by the low level of education of respondents so that they may not know what the meaning is and usefulness of "participation" They are mostly concerned about a way to earn income to feed their family more than paying attention to community development context. Moreover, due to their low level of education, they may not have much opportunity to choose a better occupation which gives a better condition for living than being a "street vender" who needs permission to work from TM.

Normally, people who join the activity are outsiders who move to get a job in Koh Samui. They are forced to participate in this activity to get permission for their occupation. There are rarely Native Samui people involve in this activity. Therefore, it may leads to a conflict that it was unfair for those forced to participate with Tambon Municipality which mostly are not native of Samui.

The study point out that if TM stops launching this law enforced characteristic, participatory planning process within this group and its activity may not last long or be sustained. To consider the effective participation of TM, the study shows a significant sign in quantitative measurement as there were high numbers of people's participation especially in the implementation process as they were forced by law.

Conclusion

As we discussed in the earlier section, this paper made an effort to understand how people are maintaining their local environment and maintained the sustainability of their important income generating sector, tourism, through participatory process. However, previous national plans of Thailand did not have much coverage on local tourism development, it perhaps now a time to consider more a bottom-up approach. There are some evidences showing that local community did not really have alternatives to choose how they should be involved since the participation process was introduced by government in many countries. The local community rarely has an important effect and contribution on planning and decision-making process, even the government tried to promote the decentralization strategy, according to the National Economic and Social Development Plan. The accessibility of community to participate in tourism development should also be reformulated in response to the implementation of decentralization strategy. There should have an analysis of what tourism contributes to

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quality of life of rural people and why they want or do not want to participate in the local tourism development. It is necessary to rethink about the arrangement of the local tourism development to fit with the concept of community participation in tourism development.

Based on the common problems, local government, TM of Koh Samui tried to initiate community participation on local tourism development planning. Conserving the environment is an issue of concern within the participatory planning process to promote a nice and clean environment for tourism promotion in the local community. There is a positive sign that TM was aware of the usefulness of participation approach as it is a tool for local development. TM has capability to carry out participatory planning process since it has a concrete plan and process with sufficient budget distributed from the central government for local development. TM appeared as the main actor with power to command or to distribute roles and responsibility. This is to ensure that all tasks were distributed and carried out in appropriate way. Acceptance of local people on requirement without refusing or arguing could support participatory planning process. However, people needs work permission, unavoding, they must accept the condition of TM. Thus, this paper has successfully described the process of socio-ecological interaction on tourism development. But, the sustainability of the tourism sector and ecological integrity depends on how these kinds of participatory process are formulated and implemented in the future.

Acknowledgement

The research in this paper is funded by King Prajadhipok's Insittute (KPI), Thailand which is duly acknowledgement . We appreciate the comments provided by Ram C. Bastakoti on the earlier version of the paper.

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