

**How effective are international Development Partners in developing and implementing
host-led Destination Management Planning Processes, with special reference to the Inlay
Lake Region, Myanmar?**

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Abstract

The Inlay Lake Region is one of Myanmar's flagship tourism destinations, with over half of all international visitors to the country visiting the region. Myanmar emerged from six decades of military rule in 2012, re-joining the international community. This period of isolation, combined with international sanctions, had impoverished the country, making it one of the poorest in Southeast Asia.

Since 2012 international tourist arrivals have increased dramatically, leading the Myanmar government to identify tourism as a focal 'industry' to lead economic development, especially in rural areas. At the same time, the international development sector has arrived to assist Myanmar in developing politically, socially, and economically, using tourism as a tool to reduce poverty in rural areas.

As a cultural and natural heritage landscape, stakeholders in the Inlay Lake Region lacked the institutional capacity to conduct comprehensive tourism destination management planning to prepare for the inevitable tourism growth the region would likely see. It was also likely that international Development Partners would start supporting responsible tourism development at the destination level in Myanmar, however from the researcher's over 15 years of professional experience, support from these Development Partners would be uncoordinated: the Inlay Lake Region would benefit from destination management planning that would guide Development Partners in their support to the region. This led to the development of the *Destination Management Plan for the Inlay Lake Region*, which forms the core of this thesis as a case study.

This thesis explores how international Development Partners engage with an emerging destination in a country that is re-joining the international community, posing the following question: How effective are international Development Partners in developing and implementing host-led destination management planning processes, with special reference to the Inlay Lake Region, Myanmar?

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List of Supporting Documents

The supporting documents below can be downloaded from dmp-inlayregion.strikingly.com

1. Destination Management Plan for the Inlay Lake Region
2. Destination Management Plan for the Inlay Lake Region - Myanmar
3. Destination Management Plan for the Inlay Lake Region - Project Proposals
4. Destination Management Plan for the Inlay Lake Region - Options for a DMO
5. Destination Management Plan for the Inlay Lake Region - Tourism Survey Report 2014

The *Destination Management Plan for the Inlay Lake Region* can also be downloaded from the Myanmar Institute for Integrated Development's website:

www.mmiid.org/publication/destination-management-plan-inlay-lake-region

Glossary

AFO	Burmese Anti-Fascist Organisation
AFPFL	Anti-Fascist People's Freedom League
ASEAN	Association of South East Asian Nations
BIF	<i>UKAid</i> implemented Business Innovation Facility
BMUB	<i>Bundesministerium für Umwelt, Naturschutz und nukleare Sicherheit</i> (German Federal Ministry of the Environment, Nature Conservation and Nuclear Safety)
BMZ	<i>Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung</i> (German Federal Ministry of Economic Cooperation and Development)
CIA	Central Intelligence Agency
DfID	United Kingdom's Department for International Development
DMO	Destination Management Organisation
DMP	Destination Management Plan
DMPILR	Destination Management Plan for the Inlay Lake Region
DMPP(s)	Destination Management Planning Process(es)
EU	European Union
GAD	General Administration Department
GBP	Pounds Sterling
GIZ	<i>Deutsche Gesellschaft für internationale Zusammenarbeit</i> (German Society for International Cooperation).
ICEI	<i>Istituto Cooperazione Economica Internazionale</i> (Italian Institute for International Economic Cooperation)
ICIMOD	International Centre for Integrated Mountain Development
IDRC	Canadian Government funded International Development Research Centre
IFAD	International Fund for Agricultural Development
IFC	International Finance Committee
IHHVTC	Inle Heritage Hospitality Vocational Training Centre
IID	Institute for International Development
ILR	Inlay Lake Region
IUCN	International Union for the Conservation of Nature
JICA	Japanese International Cooperation Agency
KFW	<i>Kreditanstalt für Wiederaufbau</i> (German Development Bank)

Lux-Dev	Luxembourg Development Agency
MHA	Myanmar Hotelier Association
MIID	Myanmar Institute for Integrated Development
MMK	Myanmar Kyat
MoECaF	Myanmar Ministry of Environmental Conservation and Forestry
MoHT	Myanmar Ministry of Hotels and Tourism.
MoNREC	Myanmar Ministry of Natural Resources and Environmental Conservation
MRA	Myanmar Restaurant Association
MTF	Myanmar Tourism Federation
MTGA	Myanmar Tour Guide Association
MTMP	Myanmar Tourism Master Plan
NASA	National Aeronautics and Space Administration
NIRAS	Danish International Development Consultancy
NLD	National League for Democracy
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
PEM Consult	Project Engineering and Management Consulting, German International Development Consultancy
PfC	Partnership for Change
PNA	Pa-O National Army
PNO	Pa-O National Organisation
PPIC	UKAid implemented Product Packaging and Innovation Competition
PSD	GIZ implemented Private Sector Development Programme
SAZ	Self-Administered Zone
SIDA	Swedish International Development Cooperation
SLORC	State Law and Order Restoration Committee
TSWG	Myanmar Tourism Sector Working Group
TVET	Technical and Vocational Education and Training
UKAid	United Kingdom's branding for its international development assistance
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization

UNICEF	United Nations Children’s Fund
USAid	USA's branding for its international development assistance
USD	United States Dollar
USDP	Union Solidarity and Development Party
USP	Unique Selling Point
VCS/VCA	Value Chain Study / Value Chain Analysis
WHO	World Health Organisation
WTTC	World Travel and Tourism Council

Chapter 1. Introduction

This thesis is a Case Study, gathering data from Action Research obtained primarily from the *Destination Management Plan for the Inlay Lake Region* (DMPILR) of Myanmar (Haynes *et al.*, 2014) and subsequent reflection on the planning, development and implementation process, covering a research period from October 2013 to January 2018.

The thesis also includes associated research and discussion of practical work-place involvement of the researcher in the emerging situation regarding cultural tourism in Myanmar. Geographically the Action Research component is focused on the 'wider Inlay Lake Region' (see Figure 1.1), however the situational analysis includes Myanmar as a whole, focusing on policy and interactions between the development community and the country at an unprecedented time of change, as the country re-enters the international community after over half a century of military rule. The research process began in late 2013 during the period of 'opening up' and removal of international sanctions, and has continued through to the inauguration of the new civilian government in 2016, through to new political and humanitarian challenges resulting from crisis in Rakhine State (Asrar, 2017; Wongcha-um, 2018) and continued ethnic conflicts throughout the country (Kreibich *et al.*, 2017; Thompson, 2018). The last month of data collection is January 2018.

To briefly summarise the context of the period, national elections were held in 2010 that were won by the Union Solidarity and Development Party (USDP), a civilian party formed directly from the previous military government (BBC News, 2010). These elections were boycotted by the National League for Democracy (NLD), the main opposition party (Burma Fund UN Office, 2011). In 2012 local (township) elections were held, this time the NLD ran and won 43 of the 44 contested seats (Fisher, 2015). This signified the beginning of real change internationally, the growth of the tourism sector, engagement with development assistance, and the context of this thesis. In November 2015 Myanmar's first free and fair national elections were held, and won by an overwhelming NLD majority (BBC News, 2015). Myanmar's first non-military government in 60 years was sworn in on 30 March 2016 (Mizzima, 2016).

Having taken place during this period of rapid political and social change, it was not possible to foresee quite how the thesis would develop on commencement in 2013, and it has been

therefore, in many ways, a 'journey of opportunity'. As a direct result of conducting PhD research, the researcher was offered (and accepted) various career development opportunities that have led to the development and implementation of the DMPILR, which takes a central role in this thesis. As such, this thesis is the result of real, practical research that is, at the time of writing, being implemented and used to shape development policy.

Action Research has been chosen as a research methodology as it unambiguously places the researcher *in* the research process, not as an outsider (McIntyre, 2008; Chok, 2011; Kemmis *et al.*, 2014). The 'result' of the DMPILR, its use by the international development community, as well as State and Union (provincial and national) governments, is reflected upon critically, with the aim of developing a *Destination Management Planning Model* that may be implemented in similar situations worldwide, where issues of trust, education and differing economic and political agendas are in play.

The period in which the thesis was completed included periods of employment with different development organisations, firstly with MIID (MIID, 2016), in a partnership with ICIMOD (a regional supranational "knowledge and research centre on Mountain Development" operating in the Himalaya and Hindu Kush countries (ICIMOD, 2016)), and secondly with GIZ (*Deutsche Gesellschaft für internationale Zusammenarbeit*: the German Government's technical assistance implementing agency (GIZ GmbH, 2017a)). Data for this thesis has been collected over three phases: the first two phases whilst working for MIID to develop a Value Chain Study in the region, leading to the DMPILR *project* (October 2013 to November 2014); the third whilst working mostly for GIZ in the Inlay Lake Region from December 2014 to the time of writing).

Each organisation has its own perspectives and development priorities: these are discussed within the thesis in order to contextualise their approaches, as well as to draw out broader questions of development cooperation and how, within the tourism development context, development aid effectiveness can be both maximised and meet the needs of the broadly defined 'stakeholders'.

This chapter introduces the context, content of, and need for this thesis. It continues with an explanation of the role the *DMPILR* has, along with the researcher's links with

international Development Partners in conducting parts of this thesis. It then introduces the area of study, the *Inlay Lake Region*, followed by the researcher's positionality and background that led to the identification of the need for this thesis, and continues by introducing the research question, aims and objectives. The chapter ends by introducing the structure of the thesis and its logical progression to answer the research questions.

1.1 The Destination Management Plan for the Inlay Lake Region (DMPILR)

It is important to clarify the researcher's role regarding the DMPILR, consultancy assignments, and research timelines. The DMPILR is the result of a partnership between the Myanmar Ministry of Hotels and Tourism (MoHT), the Myanmar Institute for Integrated Development (MIID) and the International Centre for Integrated Mountain Development (ICIMOD), with funding from the European Union under the *Himalica* initiative (ICIMOD, 2014b), and through an embassy grant from Government of Luxembourg (to partially fund printing costs). The researcher was employed by MIID as *Team Leader* consultant during development of the DMPILR as described in Table 1.1 below. Both MIID and ICIMOD were fully briefed of the researcher's PhD research and saw good opportunities for synergies, and the researcher's thesis supervisory team supported this. The DMPILR *document* and accompanying *document series* is provided in the Supporting Documents link as shown on page xii.

The DMPILR *research process* took place in Myanmar from January to November 2014 and, the DMPILR *document* was published in November 2014. The need for a Destination Management Plan (DMP) for the region was identified as a result of a *Value Chain Study* of the trekking and informal tourism accommodation sector in the region conducted in October 2013 (Haynes, 2013c; Haynes, 2013b). The Value Chain Study, DMPILR *research process*, and DMPILR *document* were completed as consultancy assignments with the PhD candidate as *Team Leader*. After November 2014 the researcher was fortunate enough to continue to work in the Inlay Lake Region with other organisations to partly support the DMPILR *implementation*, which began immediately after its publication and continues at time of writing in January 2018. This somewhat complicated timeline and terminology is summarised in Table 1.1, as they will be used frequently throughout the thesis. This, and the roles of the different organisations involved, is expanded upon in Chapter 4, Methodology.

Table 1.1: Researcher's role over the thesis timeline

Date(s)	Processes and Document(s)	Researcher's Role
October 2013	<p>Phase 1: The Value Chain Study:</p> <p><i>Home Based Accommodation Provision in the Catchment Mountains of Inlay Lake: Kalaw to Inlay Trekking Corridor</i> (Haynes, 2013b).</p> <p><i>Trekking in the Catchment Mountains of Inlay Lake: Kalaw to Inlay Trekking Corridor</i> (Haynes, 2013c).</p>	<p>Research consultancy assignments, where the researcher was employed by MIID in partnership with ICIMOD under the <i>Himalica</i> initiative, funded by the European Union.</p> <p>The researcher was Team Leader of the research project and sole author of both documents.</p> <p>These studies led to the identification of a need for a DMP for the Inlay Lake Region, and was the first research phase of this thesis.</p>
January 2014 to November 2014	<p>Phase 2: The <i>Destination Management Plan for the Inlay Lake Region</i> (DMPILR):</p> <p>DMPILR project: The project under which the <i>research process</i> was completed, referring to the researcher's employment by MIID, and funding structure for the <i>research process, document, and document series</i>.</p> <p>DMPILR research process: The process of conducting field based research to gather data to produce the <i>DMPILR document</i>. In total, there was a team of 8 involved in conducting research, each led by the researcher who was responsible for setting individual team member's tasks and terms of reference.</p> <p>DMPILR document: The published DMPILR planning document.</p> <p>DMPILR document series: A series of accompanying documents produced by the DMPILR research team as a result either of the <i>research process</i> or need to accompany the <i>document</i>. These include:</p>	<p>Research consultancy assignments, where the researcher was employed by MIID in partnership with ICIMOD under the <i>Himalica</i> initiative, funded by the European Union.</p> <p>The researcher was Team Leader of the DMPILR <i>project</i>, and DMPILR <i>research process</i>; lead author of the DMPILR <i>document</i>, and sole author of <i>DMPILR: Project Proposals</i>, <i>DMPILR: Options for a DMO</i>, and <i>Strategic Directions Tool and Consultation Exercise</i>.</p> <p>This was the second research phase of this thesis.</p>

	<ol style="list-style-type: none"> 1. DMPIIR: Project Proposals. (Haynes, 2014b) 2. DMPIIR: Options for a DMO. (Haynes, 2014a) 3. DMPIIR: Tourism Survey Report. (Valentin, 2014b) 4. Regional Environmental Assessment. (Jensen, 2014a) 5. Regional Hotel Industry Economic Assessment. (Robertson, 2014) 6. Inlay Lake Factsheet Series. (Jensen, 2014b) 7. Strategic Directions Tool and Consultation Exercise. (Haynes, 2014d) 	
November 2014 to January 2018 (and beyond)	<p>Phase 3: DMPIIR <i>implementation</i></p> <p>This is the period since the DMPIIR <i>document</i> was published. This has not been conducted as a consultancy assignment, but charts the researcher's reflection of the DMPIIR <i>research process</i> and the usage and implementation of the DMPIIR <i>document</i> since publishing to January 2018. This reflection has led to the design of the experimental <i>DMP Monitoring Tool</i>, the <i>DMP Evaluation Tool</i> (presented in Chapter 8), and the <i>Destination Management Planning Model</i> (presented in Chapter 10).</p>	<p>During this period the researcher was living and working full time in the Inlay Lake Region on a series of tourism related international development projects that evolved from the DMPIIR <i>document</i>.</p> <p>This was the third research phase of this thesis, and not conducted as part of any consultancy assignment.</p>

Also, to clarify, in international development terminology, a *Team Leader* is a position that is head of a consultancy project on a contractual basis (and not regularly employed). The responsibilities of a Team Leader can vary between organisations, but typically would include setting tasks for other team members, including detailed terms of reference; managing project finances; managing timelines; and being lead author of any documents. The team leader effectively assumes responsibility for the success or failure of a project. A *Value Chain Study (VCS)* is another commonly used term in international development. Hoermann *et al.* (2013, p. 1) explains "A value chain describes the full range of activities needed to bring a product or service through the different phases of production and delivery to the consumer, and also to final disposal after use". A VCS identifies where new or improved activities could help stimulate local economic growth.

1.2 The Inlay Lake Region

Inlay Lake and the surrounding hills form the Inlay Lake Region, is the central geographical area of this thesis case study. The Inlay Lake Region is one of Myanmar's top four flagship tourism destinations¹, with international arrivals (based upon registered arrivals at hotels within the region) having increased from 35,000 in 2010 to 313,506 in 2017, with an increase in domestic arrivals increasing from 77,317 in 2012 (the first year domestic hotel arrivals were recorded) to 453,533 in 2017 (GIZ GmbH, 2016b; Htin Aung Naing, 2018).

The DMPILR *document* describes the region as "Myanmar's most important combined cultural and natural heritage tourism area, being home to a diverse range of ethnic minorities, many of whom maintain unique, traditional ways of life, as well as being an important area of biodiversity and conservation, having outstanding natural beauty and providing vital livelihoods and income for local, regional and national economies" (Haynes *et al.*, 2014, p. 7).

The Inlay Lake region is home to an estimated 1.4 million people in an area over 7,340 square miles covering a hilly and plateau landscape populated by diverse ethnic groups (Haynes *et al.*, 2014, p. 9). Major ethnic groups include Bamar, Danu, Innthar, Kayin, Nepali, Palaung, Pa-O, and Shan (Michalon, 2014). Aside from tourism, the main economic activity is agriculture, with Inlay Lake being Myanmar's largest producer of tomatoes, which are grown hydroponically on the lake's surface (Jensen *et al.*, 2012a). Much of the local population is at subsistence level, and vulnerable to the impacts of climate change (Jensen, 2014a).

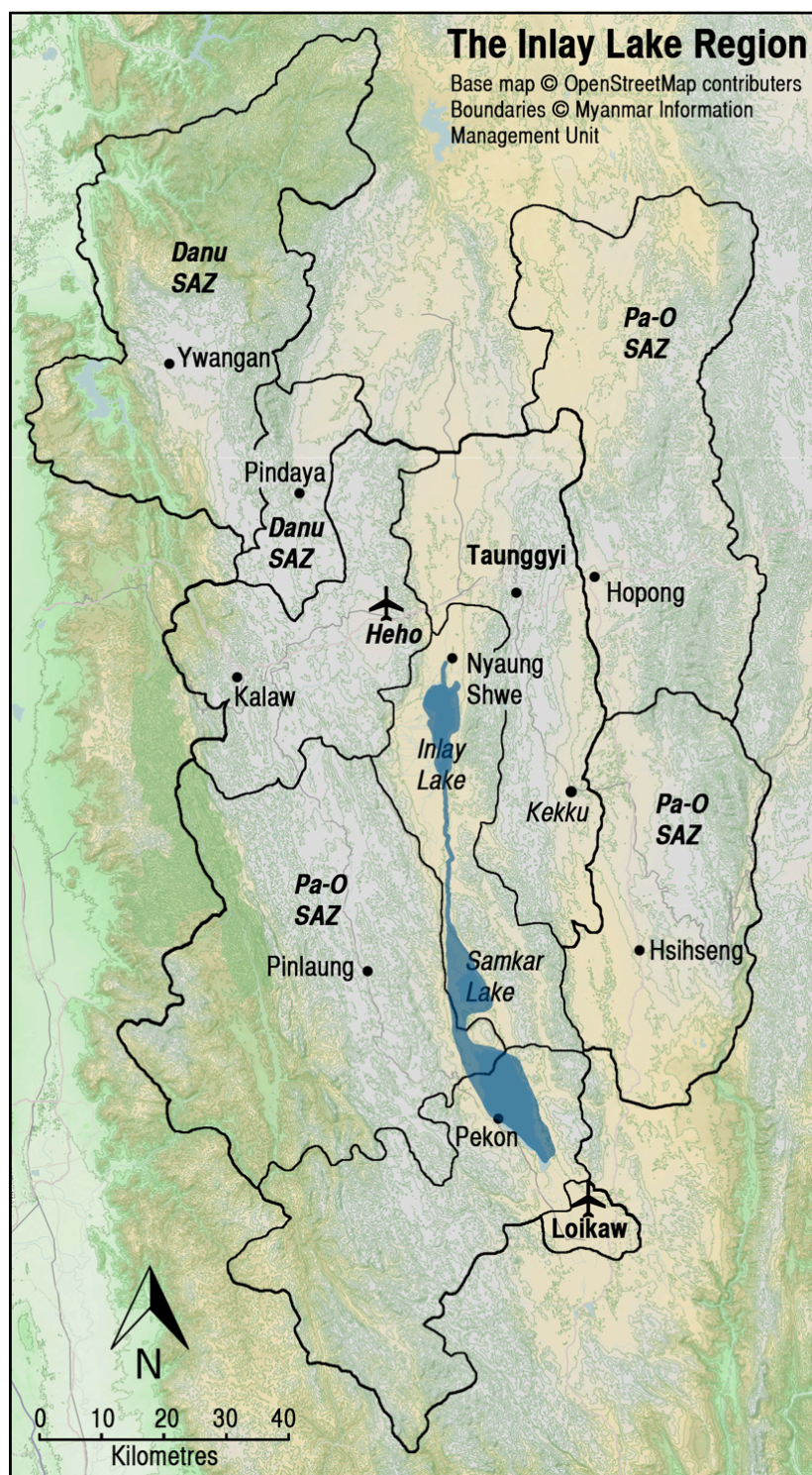
For tourism purposes, the region is serviced by Heho airport, approximately a 45-minute drive to the tourism hub town of Nyaungshwe. Flight time from Yangon, Myanmar's main airport takes 1 hour, and in the high season at least 15 flights arrive daily from Yangon, with connections to Bagan and Mandalay. As the roads in Myanmar have improved, more arrivals to the region are by road, with 43% arriving by bus in 2015, compared to 5% in 2013 (GIZ GmbH, 2016b, p. 6). Tourism is very seasonal, in 2016 there were 188 average daily hotel arrivals during the low season of April to August, and 516 average daily hotel arrivals in

¹ The others being Yangon, the Temples of Bagan, and Mandalay as identified by the *Myanmar Tourism Master Plan*.

the high season from September to March (GIZ GmbH, 2016b, p. 5). The main source markets are from France, USA, the UK, Germany, and Austria, with Europeans and North Americans accounting for 79% of international arrivals, followed by 19% from Asia (GIZ GmbH, 2016b, p. 6).

Figure 1.1 shows a map of the Inlay Lake Region, and its location within Myanmar. The main destinations in the region are Inlay Lake itself, served by Nyaungshwe town as tourism hub and gateway for boat trips to Inlay Lake; Kalaw town, a once colonial era hill station, now the trailhead for a popular 2 day trekking route to Inlay Lake; Pindaya, with an important Buddhist cave complex; and Kekku, and important Pa-O ethnic group stupa complex. Taunggyi, the capital of Shan State is approximately one hour by car from Nyaungshwe, but is little visited by leisure tourists, as it is the state's business hub. Much of the remainder of the region sees little tourism, or has any tourism infrastructure. For example, in 2017 Nyaungshwe had 84 hotels; Kalaw 43; Taunggyi 32; Pindaya 8, with Pinlaung having 4, and Pekon 1. Hopong, Hsihseng, and Ywangan had none (Department of Tourism Shan State, 2017).

Figure 1.1: The Inlay Lake Region.



Inlay Lake is the focal point of tourism in the Inlay Lake Region, with Nyaungshwe being the main tourism service town.

Both Kakaw and Pindaya are established sub-destinations, the hills between Kalaw and Inlay Lake are Myanmar's most popular trekking destination (treks are typically two full days).

The Pa-O Self Administrative Zone (SAZ) covers three townships, Hopong, Hsihseng and Pinlaung, and the Danu SAZ covers two, Ywangan and Pindaya.

Taunggyi is the state capital and regional trading centre but has little leisure tourism,

Loikaw to the south is in Kayah State and is an emerging destination.

Map designed by the researcher for Haynes *et al.* (2014, p. 9).

Some Pictures of the Inlay Lake Region



Picture 1.1: Looking south-east over Inlay Lake from the Kalaw hill range. Inlay Lake is situated on a plateau between two hill ranges.



Picture 1.2: Nanpam Village on Inlay Lake. 60,000 people live on the lake and surrounding wetlands in stilt houses.



Picture 1.3: The main economic activity on the lake is tomato, aubergine, and ornamental flower production, grown hydroponically in 'floating gardens'.



Picture 1.4: Magayzin Village, looking due south from a hot air balloon. The floating gardens can easily be seen. To the left is the 3-mile long boat channel from Nyaungshwe Town to the lake.



Picture 1.5: The Inlay Lake Region is home to a diverse number of ethnic groups. This man is from the Danu ethnic group, posing with a local rice-bale carrier.



Picture 1.6: A Pa-O weaver. The Pa-O are one of the more visible of the region's ethnic groups, and maintain their traditional dress.



Picture 1.7: A trekking path in the Danu Hills. Trekking is a major tourism activity in the region, and main interface between tourists and hill communities.



Picture 1.8: As with the rest of Myanmar, the region is predominantly Buddhist, with distinctive pagodas and monasteries as a key part of the landscape.



Picture 1.9: The Ywangan plateau to the north of the Inlay Lake Region. It is one of Myanmar's most fertile vegetable production areas.



Picture 1.10: Nyaungshwe Town from a hot air balloon. The town is the central hub of all tourism activities in the Inlay Lake Region, and has developed as the main tourism 'hub'.

1.3 Use of First Person

In some cases, within this thesis the first-person writing style has been used. It is perhaps controversial in academia to use this style, however where it has been used, has been done purposively, to emphasise the reality that the researcher is unambiguously embedded within the process as a decision maker attempting to influence development and taking explicit responsibility for actions.

McNiff and Whitehead (2010, p. 38) consider first person as "The emphasis on the living 'I' shows how you take responsibility for improving and sustaining yourself, and for trying to influence the development of the world you are in". In development terminology, 'field study' or 'being in the field' are common: Swantz (2007, p. 38) believes this "distance[s] the

scholar from the local partners and context". These terms place the 'researcher' outside the local context; indeed, a researcher may only be effective once they have gained the confidence of the 'community' in which they work.

1.4 Researcher Positionality, Residency in Myanmar and Research Context

Researcher Positionality

Every researcher has their own perspective on events and as such it may be argued that it is impossible to be truly impartial and without bias in conducting research. This need not be negative, indeed understanding the position or perspective and context of the researcher is vital to understanding the background of the research and where and how the research was developed. Positionality as understanding of the context of qualitative research is not always given the attention that perhaps it should, however it must be accepted that we all have backgrounds and perspectives that influence us consciously or not. Simply, positionality is important and should not be disregarded (Swain, 2004; Herr and Anderson, 2005; Ospina *et al.*, 2007; Heigham and Croker, 2009; Chok, 2011; Hall, 2011a). It is important that the researcher clearly states his position in the context of this thesis.

Since completing my MA in Heritage Education and Interpretation in 2001, I have gained considerable experience in the field of donor funded tourism development projects in the UK, Vietnam, Cambodia and Myanmar (in chronological order). I left the UK in 2003 to work on my first development project with IUCN (the International Union for the Conservation of Nature) on a two-year project funded by The World Bank to develop sustainable, community-based tourism in a group of islands with a population of over 5,000 off the coast of Nha Trang in Vietnam, the country's most popular beach tourism destination. Since then I have worked as a consultant in a range of donor funded projects that use tourism in some way to achieve development objectives that include species conservation, natural resource management, economic development and the integration of sustainable practices into the tourism industry. At the heart of all these projects has been the concept of empowering local or host communities with the skills to be able to successfully manage tourism operations in their "communities" that met the triple bottom line of sustainability: environmental, economic, and social.

These projects were funded from a variety of sources, originating from national or supranational organisations development assistance budgets, under one funding scheme or another, discussed further in Chapter 2.

During this period, before commencing PhD studies in 2013, I noticed various issues with the development and donor process that perhaps contradicted project goals and rationales.

These included:

- Inequality of the donor relationship with the implementing organisation and project development and life cycle;
- Inappropriate specialisms of staff (i.e. biologists designing commercial tourism products) at the design and implementation phase;
- Projects that reflect general donor country aid policy and not necessarily the target country;
- A lead from the implementing and or designing organisation, and not the target community;
- Project lifecycles not being based upon donor country's financial and reporting cycles. Timings thus not being realistic: for example, conducting trainings during unsuitable times of years;
- Perhaps inappropriate interactions from donors or project implementers in host communities;
- Monetary flows: significant amounts of aid money spent on international staff salaries, very high (by local standards) national salaries with less spent on "grass-roots";
- Exclusivity of the aid process: requiring a specialist to develop a proposal; the very nature of developing a proposal excluding host communities;
- Projects being designed with the absolute minimal (if any) host community input: NGOs have little money to develop a proposal by spending time 'in the field' with such communities.

This is where the concept of, and the need for this thesis were identified and designed in coordination with the project supervisory team, though the initial PhD was designed around the analysis of examples in Cambodia and Vietnam. Since the opportunity of conducting real work in Myanmar presented itself, both myself and my supervisory team felt there would be both synergies and opportunities to engage with the emerging situation in Myanmar as the country had begun its engagement with the outside world since the unprecedented changes and moves to democracy in 2011.

There will always be subjectivity in the development of a thesis and or research project. Any researcher will have conscious and subconscious control over what is included or not, and there are always complex issues that, in the need to be concise, must be summarised in the perception of the researcher.

Regarding ethics, I take the position of positive engagement with Myanmar as a country, and believe sanctions are counterproductive. The government and politics are there to stay for the foreseeable future in Myanmar where the Civil Service is politicised and related to the USDP. Positive engagement and dialogue have proved to be more effective than decades of sanctions.

As a researcher working in an environment where the political situation is emerging presented a number of challenges to my approach. Foremost, I did not seek to put anyone involved in the research process at risk, following “do no harm” protocols (Wallace, 2014; Business Innovation Facility, 2017), that I have used throughout my career. This required sensitivities when interacting with the general public, government officials, and minority and disadvantaged communities in particular. Such groups may not have felt comfortable with discussing their true opinions with an outsider (especially at times through a translator/interpreter as discussed in Section 4.3.3). Whereas in a developed and more stable country context it would have been possible for myself as a researcher to delve deeper by asking probing questions, I was aware of when to stop, both not to put people at risk, or to make research participants feel uncomfortable.

This had the implication that some questions I asked during my research may not have been fully answered by participants, thus perhaps not providing as detailed research as I would

have liked. However, this is a reality in conducting research in the context of emerging political situations in developing countries, and something that I as a researcher am aware of and thus acknowledge and is something both I, and my readers, have to accept.

I also needed to be aware to be respectful to the local government, cultures, and contexts by not discussing political issues facing the country, as this may have led to myself being barred from conducting research, or putting myself at risk. The case of Matthew Hedges who was convicted and subsequently pardoned in the United Arab Emirates for conducting research into their security services (Parveen and Beaumont, 2018) highlights the potential problems of conducting what locally may be seen as sensitive issues.

Understanding, working with, and navigating local contexts, being politically neutral, and being respectful to all involved with the process meant that I was deeply aware of what questions I was asking, and making sure no harm would result from my research, both to participants and myself.

These restrictions of course impact how I conducted the research and it is important to be aware of this, as such restrictions remain a challenge to both conducting research and working within the international, project-based development context. I discussed this in detail with my supervisory team and we felt clearly acknowledging these restrictions as a reality would be necessary in this thesis.

I took the position that investigating these alleged perceived challenges and issues related to such projects might, in some way, help to improve the performance of aid and development of less developed countries and provide improved equality between project stakeholders, and specifically, to positively shape the development of tourism in Myanmar.

Researcher Residency in Myanmar

I have been a non-resident in the UK since 2003 and for the majority of this thesis have been resident in Myanmar. At the start of this thesis I was resident in Cambodia, travelling to Myanmar to conduct work and research that increasingly led to longer stays and residence. In November 2014 I decided to make the move from Phnom Penh to Yangon and then to Nyaungshwe, the service town of Inlay Lake, the 'heart' of the study area in October 2015

and continue to live there at time of writing. The majority of this thesis has been conducted part-time.

I believe in the case of conducting research in Myanmar, residency in-country offers an insight to both the culture and development of the country that would otherwise be unavailable to research that was based upon research missions. This is for the following reasons:

- The western system of planning in detail does not necessarily work in the context of development in South East Asia and Myanmar. Organisation and planning of meetings, events, activities and conferences in reality take place in real time where diaries are not managed in advance. For example, a Union (national level) Minister will decide his schedule at best on a weekly basis, Union, State and local meetings all take place with a few days' notice at best, new opportunities present themselves continuously, particularly at this time of rapid development in Myanmar. In short it is difficult to operate by planning activities in advance (and from a great distance) in great detail when few else do;
- Residence in-country allows an organic development of the research, following up on developments as they occur, and allows attendance of meetings and working groups etc. that otherwise would not be able to at short notice. An externally based researcher would miss more opportunities than if they were resident;
- Research is not stand-alone but context based. To gain a deeper understanding of what takes place in-country must be related to the cultural and development context, time and development progression.

Research Context in Myanmar

Myanmar is opening up after 60 years of isolation on the international stage, from an oppressive military dictatorship with a population that has been shielded from much outside influence since the 1950s (Pulipaka, 2017). Thus, things do not necessarily function in the same way things do in other countries. Data available from official sources may be lacking or

incorrect, people may not communicate in straightforward western ways and may have a wariness of foreigners.

Engagement with Myanmar has presented the opportunity of working at higher levels within government, especially the Ministry of Hotels and Tourism, where close cooperation with Union Ministers, Deputy Ministers and Director Generals, as well as senior members of the international development community has allowed an in-depth understanding of tourism policy development within the country.

1.4.1 A note on Myanmar (Burmese) Language Transliterations into English

Please note there is no standardization of transliterating Myanmar language into English, thus place names etc. are often spelt in many different ways, for example different sources refer to the lake as either “Inle, Inlay or Innlay” Lake. For the purposes of this Thesis, ‘Inlay’ is used, unless referring to a specific project/organisation that uses ‘Inle’.

1.5 Research Question, Aims and Objectives

The DMPIRL presented a unique opportunity to conduct an Action Research case study and long period of reflection on how international Development Partners would use tourism as a topic to engage with the Inlay Lake Region. Myanmar as a country and Inlay Lake as a region had received little international development support prior to 2012 (see Chapter 3 pages 71-2), and was almost a 'blank page' regarding international development projects. Would the inevitable engagement of Development Partners be 'different' in Inlay Lake, and would they work together to implement the DMPIRL, of which a key aim was to guide and coordinate international development support (explored in Chapters 6 and 8); would tourism be able to be used successfully as a development tool in the region, and could the DMPIRL case study, with long-term reflection, provide a model for destination management planning in other tourism destinations in the international development context? Thus, this thesis sets out to investigate the following research question, aims and objectives:

Key Research Question:

How effective are international Development Partners in developing and implementing host-led Destination Management Planning Processes (DMPPs), with special reference to the Inlay Lake Region, Myanmar?

Research Aims:

1. To examine the process of undertaking tourism development projects in Myanmar

Objectives:

- 1a. To understand why Development Partners work in the broad field of tourism development, and how they perceive the issues of tourism.
- 1.b. To understand whose needs are prioritised when Development Partners design and implement projects.
- 1.c. To ascertain to what extent Development Partners collaborate with one another, and how effectively.
- 1.d To investigate to what extent Development Partners are able to support host-considered priorities.

2. To identify the effectiveness of the Destination Management Plan for the Inlay Lake Region document and its implementation, with respect to influencing Development Partners, state and union governments, and private sector.

Objectives:

- 2a. To ascertain to what extent the DMPILR has been implemented and why.
- 2b. To identify the challenges/barriers to implementation.
- 2c. To suggest how the process might be improved and replicated elsewhere.

3. To develop an inclusive regionally-focused tourism destination management planning model in the international development context.

Objectives:

- 3a. To identify generic Destination Management needs.
- 3b. To understand how representative stakeholders can be best selected.
- 3c. To review how stakeholders can be more effectively engaged in the destination management planning context.
- 3d. To investigate how Development Partners can better understand the local context.
- 3e. To review how Development Partners engage with the intended project beneficiaries.

Addressing the Research Question

Table 1.2 shows where the research aims and objectives of this thesis will be addressed. The overall research question is explored in detail in Chapter 11.

Table 1.2: Addressing the Research Question

Aim & Objective	Information Required	Sources for Information	Method of Research	Chapter(s) explored
1. To examine the process of undertaking tourism development projects in Myanmar				
1a. To understand why Development Partners work in the broad field of tourism development, and how they perceive the issues of tourism.	Background discourse analysis, evidence of practitioners, organisational analysis	Literature, policy documents, discourse of practitioners	Literature review	1, 2, 3
1.b. To understand whose needs are prioritised when Development Partners design and implement projects.	as above	as above	Literature review, Action Research, Reflection	2, 5, 6, & 9
1.c. To ascertain to what extent Development Partners collaborate with one another, and how effectively.	Situational analysis in Myanmar, DMP Process	Myanmar Tourism Sector Working Group, DMP Process	Action Research, Reflection	5, 6, 8, & 9
1.d To investigate to what extent Development Partners are able to support host-considered priorities.	Reflection on DMP Process and implementation	DMP process and post-implementation	Action Research, Reflection	5, 6, 8 & 9
2. To identify the effectiveness of the Destination Management Plan for the Inlay Lake Region document and its implementation, with respect to influencing Development Partners, state and union governments, and private sector.				
2a. To ascertain to what extent the DMPILR has been implemented and why.	Completed DMP	Development partner, private sector & government discourse	Reflection & Analysis	8
2b. To identify the challenges/barriers to implementation.	Situational analysis of DMP implementation	Development partner, private sector & government discourse	Reflection & Analysis	8

Aim & Objective	Information Required	Sources for Information	Method of Research	Chapter(s) explored
2c. To suggest how the process might be improved and replicated elsewhere.	Situational analysis of DMP implementation	Analysis of information gathered above	Reflection & Analysis	7, 8 & 9
<i>3. To develop an inclusive regionally-focused tourism destination management planning process in the international development context.</i>				
3a. To identify generic Destination Management needs.	Process of DMP development & implementation	Analysis of DMP implementation	Action Research, Reflection on Action Research	6, 7 & 8
3b. To understand how representative stakeholders can be best selected.	As above	As above	Action Research, Reflection on Action Research	4, 8, 10, & 11
3c. To review how stakeholders can be more effectively engaged in the destination management planning context.	As above	As above	Action Research, Reflection on Action Research	4, 8, 10, & 11
3d. To investigate how Development Partners can better understand the local context.	As above	As above	Action Research, Reflection on Action Research	11
3e. To review how Development Partners engage with the intended project beneficiaries.	As above	As above	Action Research, Reflection on Action Research	11

The research methodology of this thesis is discussed in detail in Chapter 4. This chapter continues to introduce the structure of this thesis.

1.6 Thesis Structure and Chapter Outlines

This thesis is divided into 12 chapters. In Chapter 2 the thesis examines the academic literature surrounding three key concepts, firstly tourism, then international development, followed by where both converge into tourism and international development. Chapter 2 discusses the *why* behind the concept of development, how tourism is often misunderstood in its complexities, and why tourism is of interest as a development 'tool' for international Development Partners.

This continues into Chapter 3 where the thesis explores why Myanmar is as it is today, following its history briefly since colonialism, through to independence, military dictatorship, international sanctions, and re-emergence into the international community in 2012, and the challenges that the country faces with continued ethnic conflicts throughout the country, and new humanitarian crises in Rakhine State. This chapter sets the scene for the political, economic, and social reality of the country and this thesis.

Chapter 4 describes the methodology used for this thesis: an Action Research based Case Study using the DMPILR, encompassed in a deep reflection of the DMPILR *research process* and *implementation*.

Chapter 5 discusses the results of the first phase of Action Research and the researcher's first consultancy assignment in Myanmar. This chapter shows how the *Kalaw Value Chain Analysis* identified the need for a DMP for the wider Inlay Lake Region. Chapter 6 presents the DMPILR *research process* from inception, through to publication of the DMPILR *document* and *document series*. This continues into Chapter 7 where the thesis discusses why the DMPILR *document* was designed as such. Recording the processes and key decisions from Chapters 6 and 7 that the researcher, as a project *Team Leader*, had to make is of key importance to reflections in later chapters 9, 10, and 11.

Chapter 8 reviews how the DMPILR *document* has been used as a destination management tool since its publication in November 2014, and how it has been used by international Development Partners operating in the region, as well as usage and adoption by the *Shan State Ministry of Hotels and Tourism*, the government department responsible for managing tourism in the state. This review led to the development of two experimental tools that can be used to monitor and assess the DMPILR, as well as be adapted for other DMPPs in international development contexts: the *Strategy and Action Monitoring Tool* simply looks at what has been implemented to date from the DMPILR *document's* recommendations; the *DMP Evaluation Tool* provides a tool that evaluates 'success' of the DMPILR as a whole to influence positive change. Using both tools as test-cases for the DMPILR was a valuable exercise to prompt a deeper reflection of the DMPILR *research process*, *document*, and *implementation* since inception to January 2018 that leads into Chapter 9, where the thesis

reflects upon the whole DMPIRL process from inception to the time of writing and leads into Chapter 10: Destination Management Planning Model.

The *Destination Management Planning Model* is the result of the (over) four years of research and reflection of the researcher's engagement in the Inlay Lake Region. The model attempts to guide the participatory development of DMPPs in other destinations by presenting a flow-chart accompanied by a series of questions that a destination management planning team should ask themselves.

In Chapter 11, the thesis reverts back to the research question, aims and objectives. In this chapter these are explored and discussed with reflection on the thesis, where the researcher provides a response to the question of the effectiveness of international Development Partners in the context of this thesis.

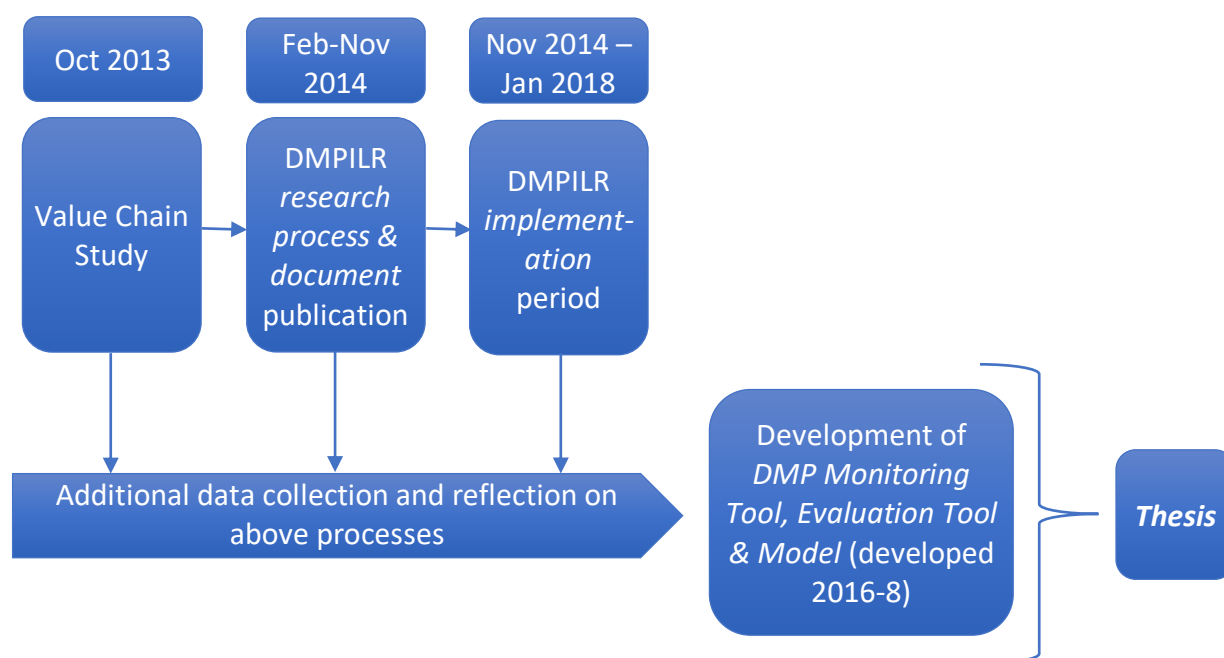
Chapter 12: concludes the thesis and present two sets of recommendations, one for future engagement and cooperation of international Development Partners using tourism as a development tool, the other for further study and testing of the experimental *Strategy and Action Monitoring* and *DMP Evaluation* tools and the *Destination Management Planning Model*.

Supporting Documents are available from the link as shown on page xii or directly from dmp-inlayregion.strikingly.com. These include the DMPIRL *document* and *document series* for reference.

1.7 Thesis Flow-Chart

Figure 1.2 presents a flow-chart of this thesis timeline and content. The thesis comprises additional data collection and an overall reflection relating to the two consultancy assignments (the Value Chain Study and the DMPIRL) mentioned above, and the implementation period of the DMPIRL since its publication in November 2014 to January 2018. This data collection and reflection led to the development of the *DMP Monitoring Tool*, the *DMP Evaluation Tool*, and the *Destination Management Planning Model* which are the primary outcomes of the thesis.

Figure 1.2: Thesis Flow-Chart



1.8 Summary

This chapter has introduced the context of Myanmar and the Inlay Lake Region; the context of the researcher and his experiences as a professional having worked in the field of international development for 15 years. It has identified the need for this research; presented the academic research question, aims and objectives, and introduced the structure of this thesis.

The following chapter investigates the academic concepts of tourism and international development, and why international development organisations support 'tourism'. This provides the 'grounding' of the thesis, exploring ideas and concepts of both the tourism and international development sectors.

Chapter 2. Literature Review

This thesis explores the activities of 'Development Partners' within the context of tourism development in Myanmar, resulting from a rejuvenated tourism industry and influx of development assistance from the international community as the country has moved towards democracy and civilian government since 2011. Tourism is a multi-sector industry, relying on others to develop the 'products' it sells. These products include the obvious such as hotels, airlines, restaurants and so on but also the less clearly definable such as intangible heritage, 'communities', public spaces, protected areas and the general environment of a country or geographical entity (Sharpley, 2009; Williams, 2009; Goodwin, 2011). In the development context, tourism is seen as a tool for issues such as poverty alleviation through economic development, conservation through activities such as ecotourism and community-based tourism, as well as increasingly, a conduit for peace, hence the interest and involvement of Development Partners in the sector (Rutty *et al.*, 2015; Business Innovation Facility, 2017; Twining-Ward *et al.*, 2017).

This chapter investigates the concepts of tourism and international development and how the two areas converge, to discuss why international development organisations support the development of the tourism 'industry'. It is not possible to cover in detail the vast complexities and depth of both the development and tourism discourse. The chapter is written within the context of tourism and development in the area of study in a transitional economy. The first part of the chapter explores concepts of host communities, the Visitor Economy, destinations, and 'new tourism' and how this relates to development. The second, and longer part, explores international development from an Official Development Assistance (ODA) perspective to question if international development really benefits the people it is intended to. The chapter sets the academic scene for this thesis.

2.1 What is Tourism?

In 2016 "Travel & Tourism generated US\$7.6 trillion (10.2% of global GDP) and 292 million jobs in 2016, equivalent to 1 in 10 jobs in the global economy. The sector accounted for 6.6% of total global exports and almost 30% of total global service exports" (WTTC, 2017a, p. ii). Tourism thus clearly has a huge global economic impact, however, understanding of tourism is complex and may often be oversimplified. Krippendorf (1988, p. ix), one of the original writers on 'responsible tourism', opens with a quote that resonates well with the researcher:

When I tell people that thinking about leisure and tourism is my profession, they often smile. Obviously, they do not find it serious, they do not see it as work, and only work can be serious.

Academically there is “...an absence of an adequate theoretical critique for understanding the dynamics of tourism and the social activities it involves” (Mowforth and Munt, 2016, p. 29), with over focus on the study of components of the tourism industry, such as the hotel sector, travel agencies, transport and so on. There is a lack of knowledge of the term 'Destination Management' (Prideaux, 2015, pp. 365-373), with the supposed benefits of "multiplier effects" not fully understood or only assumed (Goodwin, 2011; Hall *et al.*, 2015b). In the international development context, tourism is typically assumed as always 'good' and relatively easy to achieve. In reality, in the developing country context, especially in rural destinations where many people are subsistence level farmers, it is very difficult to achieve (Mowforth and Munt, 2009; Goodwin, 2011; Mowforth and Munt, 2016).

Tourism has been described as the world's largest industry (Sharpley, 2009; Goeldner and Ritchie, 2012), however the reality is that when discussing tourism, typical 'industry' boundaries are not always easy to define. Goodwin (2011) believes tourism is not an industry at all, but rather a phenomenon that utilises many industries: how far up a value chain may tourism be considered to be for example? Tourism clearly includes food and beverage, but should it include agricultural production or indeed the chemical industry that produces fertilisers and pesticides? These issues are discussed later in "Visitor Economy". Nonetheless, Sharpley and Telfer (2008, p. 1) describe tourism as "one of the world's most powerful, yet controversial, socio-economic forces".

The Origins of Tourism

A small number of wealthy and intellectual people have travelled for non-business purposes for centuries, perhaps most famously in the British context the 'Grand Tour' where well-to-do travellers would visit European 'cultural centres' as a rite of passage for the aspiring and wealthy. The Grand Tour involved essentially a trip to Paris and a tour of the principal Italian cities: Rome, Venice, Florence and Naples, in order of importance. Around this basis a variety of possible itineraries could be devised (Black, 1985, p. 4). Exact numbers of travellers do not exist, however an example was cited on 29 August 1786 in the Paris City

Register, recording 3,760 Londoners having visited in the previous 6 weeks (Black, 1985, p. 1). In Vienna in 1727, British Diplomat Lord Waldegrave noting "this town swarms with English" (Black, 1985, p. 2), an interesting quote in today's context where there is a backlash from local communities in popular destinations such as Venice on "over tourism" (Giuffrida, 2017).

Modern tourism as we know it has developed since the advent of rail transport and industrialisation, with the advent of paid leave from employment, in the British context with the 'seaside holiday', and the development of the British sea-side resorts from the late 19th century (Middleton and Lickorish, 2005; Prideaux, 2009), with tourism clearly a relaxation activity. Increased leisure time, increased living standards, and increased disposable income all have contributed to the rise of tourism within the wider population. The advent and increased affordability of air travel from the 1960s onwards has seen tourism evolve firstly to southern European beach destinations, then further afield. Thailand was the first major destination to develop in South East Asia in the 1960s (with large numbers of US Troops visiting on "R&R" trips from the conflicts in Vietnam, Cambodia and Laos) that both started the growth of not only tourism, but also exploitative practices (Ryan and Hall, 2001).

Middleton and Lickorish (2005, pp. ix-xx) identify 5 key eras in post-World War II British tourism, summarised below:

1945-55:	Post-war recovery led to pioneer travel agencies developing overseas "sun, sea and sand" package tours.
1956-69:	Strong economic growth led to a more mobile population, the real growth of overseas travel by air began, due to improvements in technology and the invent of the jet airline. Inbound tourism to the UK began to grow.
1970-89	The decline of British holiday resorts and seaside resort towns, significant growth in short-haul travel, and the emergence of long-haul travel for leisure. Growth in UK based day-trips.
1990-95	"Global tourism" began, with maturation of western source markets. Diversification and sophistication of tourism began on a large scale, with the growth of the long-haul "adventure tourism" to exotic and

further afield destinations. The 1992 Rio Earth Summit introduced the concept of Sustainable Tourism to a wider audience.

1996-2005 UK domestic policy sees tourism as a tool for employment generation and 'inclusiveness', traditional travel agencies see competition from the internet, and the demand for more diversified and tailor-made products begins. The September 2001 attack on the World Trade Centre in the USA highlights issues of terrorism in global tourism.

The years since 2005 have seen some significant changes in the patterns of travel globally. The growth of Low Cost Carrier airlines has changed how people travel, with UK travellers taking multiple shorter trips (Sharpley and Telfer, 2008, p. 59). Significantly there has been an exponential growth in Asian source markets, again led by the Low Cost Carriers: in South East Asia, AirAsia has led the airline industry with the slogan "Now Everyone Can Fly", with a fleet of 171 aircraft, and a further 404 on order at the end of July 2016 (Centre for Aviation, 2016). In 2015 there were over 1.2 billion 'international arrivals', predicted to increase (IPK International, 2015, p. 6), with significant growth expected from China, India and South East Asia as these countries and regions experience increased economic growth.

Markets have become more diversified, with globalisation bringing once 'exotic' destinations closer (Sharpley and Telfer, 2008; Bishop, 2014). The demand for 'unique experiences' has seen an increase in exploring new and ever more remote destinations, and the rise of social media, access to internet-based booking systems has led to increased sophistication and endless choice in the market (Goodwin, 2011; Ruddy *et al.*, 2015; Mowforth and Munt, 2016).

General Understandings

The United Nations World Tourism Organisation (UNWTO) describes tourism as "the activities of persons travelling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business, and other purposes" (Goeldner and Ritchie, 2012, p. 6; UNWTO, 2014). This broad definition goes beyond the simple notion of holidaymaking and travelling for leisure, including all travel that involves an overnight stay, specifically not including day trips. This includes visitors from the same country or 'domestic tourists' as well as those from other countries, 'international tourists' (Bishop, 2014).

How tourism and tourists are considered varies between institutions and countries, for example *Visit Britain*, the Tourist Board for the UK considers "all trips away from home lasting one night or more" as tourism (Goeldner and Ritchie, 2012, p. 7), and divides it into five main types, namely holiday independent, holiday inclusive, business, visits to friends and relatives, and miscellaneous (Goeldner and Ritchie, 2012, p. 7). Tourism boards (or equivalent) in the USA and Australia add a specific distance (50 miles and 40 kilometres respectively) and state that local residents should not be perceived as tourists (Goeldner and Ritchie, 2012, p. 7). Prideaux (2009, p. 84) states "in its most basic form tourism is about a journey and includes places visited, activities undertaken and the people encountered during the period between leaving home and returning home". Sharpley and Telfer (2008, p. 5) simplify tourism into "a leisure activity that contrasts with normal, everyday life".

For statistical purposes, there are generally five agreed broad tourism categories: 1) leisure, recreation and holidays; 2) visiting friends and relatives; 3) business travel; 4) medical travel, and 5) religious pilgrimage (Medlik, 2003, p. 136). Each category may be divided into many subcategories depending upon differing opinions and perhaps as business related Unique Selling Points (USPs). For example, under a broad category of 'leisure, recreation and holidays' many terms may be used including activity based types of tourism such as adventure tourism, agri-tourism, ecotourism, and community based tourism; geographically based terms such as beach, mountain, river, and lake tourism; as well as broad categories of moral tourism, including sustainable, responsible, and pro-poor tourism. The potential categorisation is endless, reflecting a very diverse type of industry, reflecting the huge choices consumers have to spend their leisure time.

For some destinations, all categories may be relevant, even if local planners do not fully understand tourism's complexity. For example, a business tourist may use a hotel that is also used by a leisure tourist; a 'visiting friends and relatives' tourist may use local transport, restaurants and other parts of tourist infrastructure (Williams, 2009; Beyer, 2014).

There is a vast amount of literature that focuses upon defining tourism, however by far the bulk focuses upon the demand side, such as the selling of tourism related products (such as hotels, restaurants, tour packages etc.) to consumers, and in this approach tourism is considered as a service based industry (Mowforth and Munt, 2016). Tourism however

utilises what could clearly be seen as other industrial areas through a wider value chain. For example, consider how a tourist may visit an area and what types of activities they need and may engage with, and who provides these "utilities"? A tourist will use water, electricity, transport infrastructure, telecommunications, enjoy a landscape that is managed perhaps by farmers, eat foods from a wide supply chain and so on. Thus some have argued that tourism is so vast that it cannot be simply referred to a single industry but more a collection of industries (Middleton and Lickorish, 2005; Williams, 2009; Goeldner and Ritchie, 2012), which is perhaps why it is seen favourably by development agencies. The UNWTO elaborates its above definition into the following statement, which was used as the guiding definition within the DMPILR *document*:

*Tourism is a social, cultural and economic phenomenon which entails the **movement of people** to countries or places outside their usual environment for **personal or business/professional purposes**. These people are called **visitors** (which may be either tourists or excursionists; **residents or non-residents**) and tourism has to do with their **activities**, some of which imply tourism expenditure.*

(Haynes et al., 2014, p. 13; UNWTO, 2014)

The use of the word 'phenomenon' is interesting: defined as "a fact or situation that is observed to exist or happen, especially one whose cause or explanation is in question" (Oxford English Dictionary, 2016) the term in many ways summarises the vastly complex and poorly understood conglomerate of industries, activities and emotive feelings that make up "tourism". As Jafari (2000, p. 25) states in the *Encyclopaedia of Tourism*, tourism is "indeed a challenging multisectoral industry and a truly multi-disciplinary field of study".

Tourism therefore, means different things to different people. To simplify, there are four main groups involved in tourism: first the public sector who therefore are generally responsible for policy frameworks, the provision of infrastructure, laws and so on. Second, 'service providers' who are generally private sector, including hotels, restaurants, transport, excursion providers, etc. Third, tourists themselves, and fourth the residents of an area that may receive tourists but are not directly involved with them (Goeldner and Ritchie, 2012, pp. 3-4).

Host Communities

This thesis in part looks at ways how tourism can benefit 'host populations', and the term has been used frequently in the DMPILR *document*. Indeed some say the purpose of Development Organisations is to help improve socio-economic conditions for such communities (Goodwin, 2011; Hall *et al.*, 2015a; Mowforth and Munt, 2016). However it is argued that local communities in developing countries receive few benefits from tourism or its supply chains (Beeton, 2006; Mowforth and Munt, 2016), and that 'hosts' receive only negative impacts on their homes and culture (Williams, 2009; Yang and Wall, 2009).

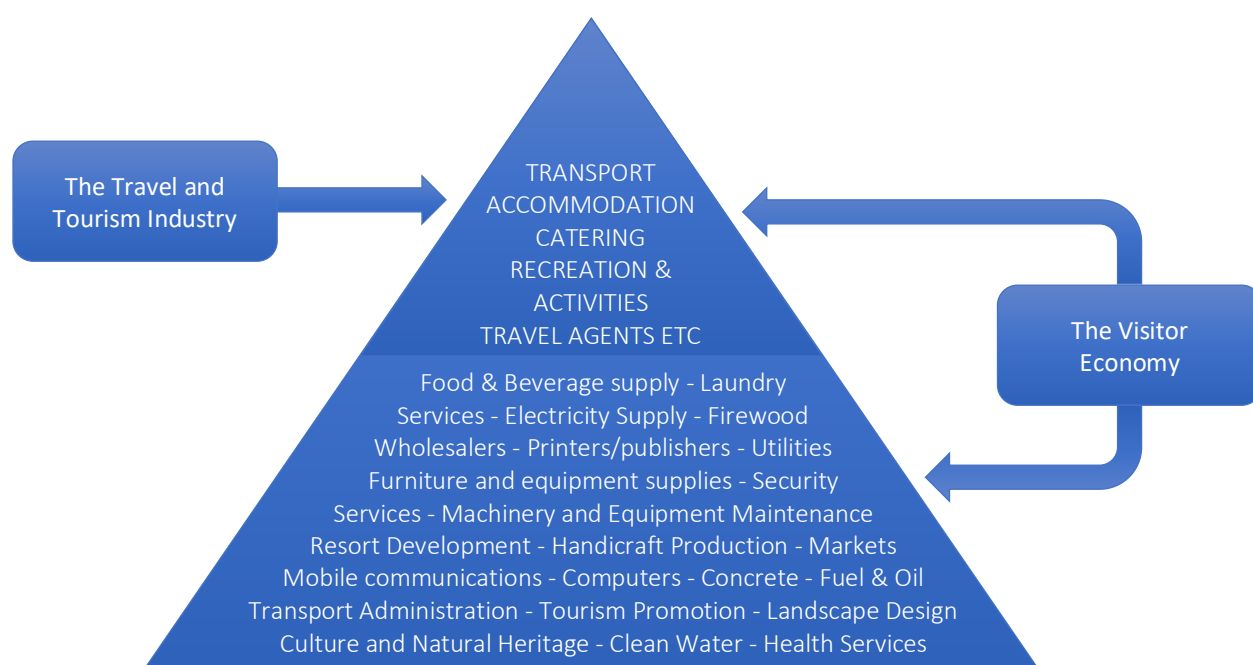
Mowforth and Munt (2016, p. 420) believe the term 'host' is misleading as it "...draws attention to the implication that there is a willingness on the part of those who receive guests and possibly even an assumption that they have a degree of control over tourism developments in their community", which is "not often the case that local people derive benefit sufficient to outweigh the disbenefits of their community receiving tourists" (Mowforth and Munt, 2016, p. 420). Higgins-Desbiolles and Whyte (2015, p. 114) think the term a "serious misnomer" as it "implies a consent to host which is often not the case". Businesses and governments bring in tourists typically without consent.

The Visitor Economy

One way of understanding the complexities of the tourism industry is the concept of the Visitor Economy. The Visitor Economy may be considered as similar to the 'multiplier effect' where tourism is seen as a collection of industries and services, all that benefit from 'tourism' activities (Goeldner and Ritchie, 2012). Law (2002) first used the term 'Visitor Economy' to describe tourism in cities, however it remains an emerging concept, linked to recent changes in further understanding of tourism governance on a destination level, influenced by complex global and regional politico-economic factors (Hristov, 2015). Visit England has been leading the concept of the Visitor Economy, and the need to establish Destination Management Plans, especially in multi-use landscapes (for example where tourism is not the main economic activity or employer), taking a more holistic approach (Visit England, 2012). The term Visitor Economy is wider than a collection of 'tourism industries', as it also encompasses all staying and non-staying visitors (including categories such as business day visits and leisure day visits that would not typically be considered as tourism) (Middleton, 2015).

The Visitor Economy includes both the direct and indirect contributions to the tourism economy: for example, hotels, restaurants and tourist excursions are clearly direct tourism activities, however they form only part of the visitor experience. Tourism indirectly includes food production, processing and transport, vehicle maintenance, human resource development as well as infrastructure and so on. Figure 2.1 was developed for the DMPILR *document*, to highlight the wide reach of tourism in an economy:

Figure 2.1: The Visitor Economy



Source: (Haynes *et al.*, 2014, p. 13)

Destinations must understand the complexity of how tourism affects their local economy to plan for their needs (such as infrastructure, education, training and so on), and design policy to allow host communities to benefit from economic development. The study of destinations has been linked to the *Tourism Area Life-Cycle Model* (Butler, 1980) where there is a clear progression in a resort's development from discovery, to growth, through to stagnation, and either reinvention or decline. This model was used in the DMPILR *document* to describe the relative tourism development of each township in the Inlay Lake Region for want of a better model (Haynes *et al.*, 2014). As a 'resort' focused (i.e. a mainly single-use tourism area) model its relevance has been criticised for relevance in today's multi-use tourism areas (Prideaux, 2015). Nonetheless Butler's model remains the key tool in

understanding 'destination' lifecycle, as often the terms 'resort' and 'destination' are used interchangeably (Prideaux, 2009).

A destination may be anything from a building to a group of countries (Prideaux, 2009; Prideaux, 2015), for example from The British Museum through to the whole Mekong region, that has been marketed as a single destination with support from the Asian Development Bank since the mid 1990s (Sharpley and Telfer, 2008). The UNWTO simply defines the main destination of a tourism visit as "the place visited that is central to the decision to take the trip" (Middleton, 2015). Tourists (the market) ultimately define a destination which may not fit into administrative boundaries, making management difficult (Stange and Brown, 2011).

Although widely used throughout the UK, Destination Management is a relatively recent and loosely used concept still in the process of establishing a formal definition (Middleton, 2015; Prideaux, 2015). This reflects the complexity of understanding the role of tourism in mixed-use landscapes.

The Tourism "Industry"

As discussed above, a significant challenge in understanding tourism is that it is not an industry, but a loose collection of linked industries. Middleton and Lickorish (2005, p. xiii) state "Misunderstanding starts, however, with the now universal term 'tourism industry' because it is not an industry in any easily understood sense". They go on to say, "tourism cannot be identified and measured in the way that all the traditional economic sectors are". This has considerable implications when it comes to traditional approaches to international development and how projects are designed, which is discussed later in this chapter. Middleton (2015) summarises that "Tourism industries' are, therefore, a sub-set of the Visitor Economy", suggesting the need to re-think how tourism is understood academically. The modern idea of 'sustainable tourism' developed from a response to what was widely considered negative impacts from the Spanish Costa developments of the 1960s (Sharpley and Telfer, 2008). There are a plethora of different terms that include 'green', 'responsible', 'low-impact', 'ecotourism', 'sustainable', community-based', 'pro-poor' tourism and so on (Sharpley and Telfer, 2008; Goodwin, 2011; Hall *et al.*, 2015a; Mowforth and Munt, 2016) that somehow attempt to differentiate 'new' types of tourism that are somehow better for

destinations and importantly are different from 'mass tourism'. Goodwin (2011) in particular has been critical of such terms as they somehow put lower impacting tourism into a niche market and thus avoid the wider issues that affect the 'industry'.

Key researchers in the field of tourism and international development include Goodwin, Hall, Mowforth & Munt, and Sharpley. Mowforth and Munt have been two of the leading writers who make the link between tourism and international development, focusing specifically on how tourism takes place in developing countries (Mowforth and Munt, 1998; Mowforth *et al.*, 2007; Mowforth and Munt, 2009; Mowforth and Munt, 2016). Their latest contribution, published in 2016 also includes reflections of the 18 years that passed from their first work, and how the nature of the tourism industry has changed to create what they describe as "new tourism". Considering development, they state:

Development is an inherently unequal and uneven process, symbolised arguably by the diasporic and increasingly thwarted movements of Third World migrants to the First World, starkly contrasted to the accelerating movements of relatively wealthy western tourists to the Third World and the ideology of freedom of movement that supports this.

Mowforth and Munt (2016, p. 22)

The rich and 'developed' west can easily travel to poorer countries with passports and the financial means to do so. For a person from a poorer country this is not so easy (and may be subject to lengthy and expensive interviews at embassies). This raises the issue that developed countries may exploit poorer countries as tourism 'playgrounds'. Whatever the case may be, it is clear that indeed development is very unequal and the 'donor' will always maintain the power in any relationship.

Hall believes that tourism is a 'force for good' but fundamentally always brings change, especially in developing countries. He also questions so-called 'sustainable tourism' by questioning an industry that encourages consumption and relies upon fossil fuels for transport (Hall, 2007; Hall, 2011b; Hall *et al.*, 2015a):

Tourism is undoubtedly a major international industry that is critical to the economic and social well-being of many regions and people... However, it is also a major contributor to global change, hence the central problem of meeting the needs of the present without compromising the needs of future generations.

Hall et al. (2015a, p. 9)

Goodwin believes that 'we' do not understand or pay for the full costs that tourism may bring to an area, and considers tourists as 'freeloaders', making use of infrastructure and facilities that are not supported financially, such as parks and public buildings:

Rarely do we meet the full costs of our visits, we enjoy the cultural and natural heritage, the beaches and public squares, the buildings, museums and flora and fauna of the places we visit, most often without putting anything back.

Goodwin (2011, p. xi)

This wide scope of tourism does strengthen the case for why Development Partners consider it a useful sector to support. However, Sharpley and Telfer (2008) are uncertain if tourism really does have wide reaching benefits to economic development, in terms of meeting Development Partner objectives:

despite the almost universal adoption of tourism as a developmental option, the extent to which economic and social development inevitably follows the introduction and promotion of a tourism sector remains the subject of intense debate.

Sharpley and Telfer (2008, p. i)

We can cautiously summarise the above discussion: tourism clearly brings change; it may not bring the expected benefits, or the wider benefits of tourism are not understood; tourism may put a strain on existing infrastructure; and overall, the case for Development Partners to support tourism as a sector is unclear.

Why Tourism & Development?

The World Bank states "Sustainable tourism is a proven tool for development, benefitting communities in destinations around the world" (Twining-Ward *et al.*, 2017, p. 5). The World Bank lists 20 reasons why "Sustainable tourism counts for investment [as it]...

- 1. Stimulates GDP Growth;*
- 2. Increases International Trade;*
- 3. Boosts International Investment;*
- 4. Drives Infrastructure Development;*
- 5. Supports Low-Income Economies;*
- 6. Creates Jobs Efficiently;*
- 7. Promotes Inclusive Growth;*
- 8. Strengthens Rural Communities;*
- 9. Revitalizes Urban Areas;*
- 10. Improves Access to Income via Travel Technology;*
- 11. Benefits Women;*
- 12. Bolsters Artisans;*
- 13. Facilitates Conservation;*
- 14. Raises Climate Change Awareness;*
- 15. Propels the Blue Economy;*
- 16. Protects Cultural Sites;*
- 17. Sustains Intangible Culture;*
- 18. Spreads Philanthropy;*
- 19. Cultivates Intercultural Understanding;*
- 20. Aids Post-Conflict Recovery".*

(Twining-Ward *et al.*, 2017, p. 7)

The UNWTO (2015, p. 2) state "Tourism's benefits spill over into the whole of the economy and society", and can provide jobs and opportunities not only directly, but also in related sectors. Rutty *et al.* (2015) believe that 'until recently' tourism was seen as an overall positive topic for development organisations to support, primarily for its wide-reaching contribution to national and local economies. Indeed tourism was and continues to be seen "as a means to achieve both poverty reduction and advancement on the UN Millennium

Development Goals" (Rutty *et al.*, 2015, p. 41). Sharpley and Telfer (2008) consider that development agencies believe tourism can provide employment, income and foreign exchange, and redistribute wealth, as well as reach a large cross section of society. Development Partners see tourism to support both wider infrastructure development and the 'multiplier effect' (Sharpley and Telfer, 2008; Pleumarom, 2012).

Whilst there may be potential to achieve this, in reality it is difficult to achieve, with approaches by development organisations to tourism significantly criticised (Sharpley and Telfer, 2008; Goodwin, 2011; Hall *et al.*, 2015a; Mowforth and Munt, 2016). Rutty *et al.* (2015) see tourism as only ever being a livelihood support mechanism for those who are already well off, with the premise of the 'trickle down' or 'multiplier effect' (where tourism has much wider benefits though long supply chains) being rather dubious and inadequately understood (Goodwin, 2011; Hall *et al.*, 2015b). Bishop (2014, p. 833) states "[a]side from (often insecure) employment, local people receive few benefits, and arguably bear a greater overall share of the costs of tourism development". Becken (2018) states despite "over 1.3 billion international tourists spen[ding] an estimated US\$1.4 trillion", few benefits were received in developing countries, as most of the tourist spend was 'repatriated', and left the destination country, for example on imported foods, machinery, etc.

Typical reasons for development agencies supporting the sector include tourism being "considered a good generator of foreign exchange, a means to attract foreign investment, infrastructural development and connections to the outside world... [where there are] precious few alternative development options" (Bishop, 2014, p. 829). Writers including Sharpley and Telfer (2008); Goodwin (2011); Hall *et al.* (2015a); and Mowforth and Munt (2016) are sceptical of Development Partners understanding the complexities of tourism and thus projects having limited effects or benefits. de Kadt (1979) suggested that following tourism as a path to development would inevitably need foreign ownership and multinational capital, and whilst this would develop a tourism industry, benefits would go only to a few elites and not benefit host communities.

Increasingly Community Based Tourism (CBT) has been used by Development Partners as the favoured tourism and development model (Zapata *et al.*, 2011; Melanie Kay Smith, 2015). In Myanmar, as elsewhere, CBT has become defined along the lines of staying overnight in one

of the remoter villages in accommodation that is owned and managed by the local community (there is no official definition). There are three main issues with CBT as a development model:

- Can projects be fully financially sustainable without long-term support from a development agency?
- Will the communities themselves ever be in a position to market themselves without the support of outsiders?
- Will the whole community really benefit?

Instead of focusing on small-scale projects in villages, it has been argued that it may be better to support the wider industry that employs more people throughout the Visitor Economy (Mtapuri and Giampiccoli, 2014; Tardif, 2014; Melanie Kay Smith, 2015).

It is possible to summarise therefore that tourism is a complex 'phenomenon', using the UNWTO's description, which covers many different industries and activities. As such, tourism has a wide economic scope, and it is easy to see why the international development community would view tourism as a tool to achieve wider developmental benefits. This complexity however, presents the risk that tourism is *too* complex to be understood, especially in the short term. It may well be that international Development Partners follow the statement by Krippendorf (1988) that tourism is not so serious and is somehow 'easy'. Likewise, concepts of destination management are not fully understood, and the idea that tourism is a universal good is increasingly being challenged. In the following section, this chapter continues to explore the concept of international development, why it exists, and if it can be viewed as successful in its current form.

2.2 What is International Development?

The Origins of Modern International Development

It is generally agreed modern international development began as a result of the need to rebuild after World War II (Schaaf, 2013; S. C. White, 2013), and the implementation of the United States funded 'Marshall Plan' (officially the 'Economic Cooperation Act of 1948') that provided US\$12.4 billion (equivalent to around US\$107 billion in 2015 (GIZ GmbH, 2015)) to reconstruct western Europe (Hogan, 1987). International development literature typically

begins with a statement made by United States President Harry Truman in 1949 that highlighted poverty as an international issue that needed tackling:

More than half the people of the world are living in conditions approaching misery. Their poverty is a handicap and a threat both to them and to more prosperous areas... for the first time in history, humanity possesses the knowledge and the skill to relieve the suffering of these people.

(Truman, 1949).

Craggs (2014) however, argues the origins of development go back much further into the era of colonisation. One of the key arguments in favour of colonialism at the time was "to strengthen the weak... childlike colonial peoples who required supervision" (Power, 2003, p. 131), and thus European powers had a mandate to help colonies develop along the western model (Ferreira da Silva, 2014). The UK Colonial Development Act of 1929 provided economic funding for development of the colonies for the first time, followed by the Colonial Development and Welfare Act of 1940, which can be argued had the purpose of further legitimising overseas possessions in the late colonial era (Craggs, 2014, p. 45). These Acts supported both colonialism and welfare of local populations through introducing new technologies and infrastructure improvements, however large-scale projects may have hastened independence movements through dispossessing people of lands (Craggs, 2014).

Craggs (2014) goes on to argue "many of the ideas, policies, and priorities of postcolonial development can trace their genealogies to the colonial era", which opens a discussion on whether modern international development is in effect a form of neo-colonialism: Power (2003, p. 131), states "Colonial humanitarianism has been reinvented after the formal end of colonial and imperial rule' as international development". This almost certainly is not the intention, but in some respects may be the results of international trading policy that puts poorer countries at a disadvantage. Willis (2011) summarises that modern development is related to the concept of modernity, industrialisation, and increased uses of technology. On the negative side, Willis (2011, p. 3) states for some, development is associated with "eradication of cultural practices, the destruction of natural environments and a decline in the quality of life". Much of development policy prior to the 1990s was related to Cold War

policy and spheres of influence between the west and the Soviet bloc (Robb, 2004; Butcher and Papaioannou, 2013).

The record of the successes (and failures) of international development are not clear. The World Bank (1978, p. 1) stated that there had been "great progress" in Developing Countries over the previous quarter century, with "virtually all of them" seeing income per-person rising. However much remained to be done, with "about 800 million people living in absolute poverty" (The World Bank, 1978, p. 65). Whilst many what are termed as poor countries saw 'respectable' growth in the following 40 years, the number of people living in absolute poverty has continued to rise, with income distribution becoming more unequal (Thirlwall, 2014). Perhaps the situation would be worse without international development support, however there are clear concerns over the effectiveness of aid as we know it to effect change and prosperity.

Since the Truman speech there has been a plethora of International Development organisations and policies set by governments in 'developed' countries in order to improve the lives of people in 'poorer countries'.

The Global Aid Industry

International development refers to the processes and policies of economic, social, and political change that affect the world today, and which aim to address important problems such as poverty.

(Forsyth *et al.*, 2011, p. 3).

International Development is thus different from humanitarian aid and post-disaster relief, and is mostly concerned with economic development, supporting peoples in adaptation to change, and creating 'secure livelihoods' for the poorer peoples of the world. In 2016 the Organisation for Economic Cooperation and Development (OECD) estimated that "Development aid reached a new peak of USD 142.6 billion", an increase of 8.9% from 2015, although this reflected increases of spending on refugee support in donor countries (OECD, 2017).

The term 'poverty eradication/reduction' is commonly used in development terminology. It is important to differentiate between absolute, temporary, and relative poverty (Cypher and Dietz, 2009; H. White, 2014). Absolute poverty is measured against basic needs, such as food and shelter, temporary poverty can be the result of a failed harvest, whilst relative poverty may be someone in a developed country who cannot afford their country's defined 'basket of essentials' (Hess, 2013; H. White, 2014). Relative poverty is measured against societal standards; in developing countries the basket of 'essentials' comprises food and a few items of clothing, whereas in developed countries it includes Christmas presents and going out once a month (H. White, 2014).

There is surprisingly little academic literature about why countries give development aid. Schraeder *et al.* (1998) identifies four main reasons: Cold War influences and their legacies; genuine humanitarian support; to spread the culture of the donor country; and to promote trade that would be in the benefit of the donor country. From a 'donor country' motivations may also include meeting international obligations (and thus maintaining international reputation), soft-power projection, developing trade links, maintaining influence in selected countries and regions, as well as tackling global issues such as climate change and migration that may affect donor countries themselves. Fuller (2002) concluded that ultimately aid was given to further the interests of the donor country, with perhaps some feeling of responsibility in the case of ex-colonial powers.

The UK's Department for International Development (DFID) is the lead government development agency responsible for distributing the UK's Official Development Assistance (ODA). They state:

The Department for International Development (DFID) leads the UK's work to end extreme poverty. We are tackling the global challenges of our time including poverty and disease, mass migration, insecurity and conflict. Our work is building a safer, healthier, more prosperous world for people in developing countries and in the UK too.

(DfID, 2017).

Amongst other policies, they state a key role as honouring the UK's "international commitments" and achieving the UN Sustainable Development Goals (DfID, 2017), as well as

"helping to build a safer, healthier, more prosperous world for people in developing countries and in the UK too" (DfID, 2016a). In 2015 the UK provided £12.1bn of aid to developing countries, of which 55% was spent in Africa and 41% spent in Asia, with the remainder split between the rest of the world with DFID delivering 81% of the total budget (DfID, 2016b).

GIZ ('Deutsche Gesellschaft für internationale Zusammenarbeit' roughly translates as 'German Society for International Cooperation', is the implementing body for German international development assistance; there is no official English translation) uses the term 'development cooperation' to define their work, recognising "Cooperation is the cornerstone of social development, no matter where in the world" and thus focus their style of development around the concept of social change (GIZ GmbH, 2015, p. 1). Their role is to:

...assist the German Government in achieving its objectives in the field of international cooperation. We offer demand-driven, tailor-made and effective services for sustainable development.

(GIZ GmbH, 2017a)

GIZ believes there are five factors that will lead to the success of a project:

- 1. Involved partners having a clear and jointly developed strategy;*
- 2. Cooperation and trust between partners;*
- 3. A project steering structure that gives joint decision-making powers between project partners;*
- 4. Clear processes for delivering outputs;*
- 5. The cooperation partners create an enabling environment for innovation.*

(GIZ GmbH, 2015, p. 1)

USAID, the United States' lead government development agency is clearer as to its development assistance being two-way:

U.S. foreign assistance has always had the twofold purpose of furthering America's interests while improving lives in the developing world. USAID carries out U.S. foreign

policy by promoting broad-scale human progress at the same time it expands stable, free societies, creates markets and trade partners for the United States, and fosters good will abroad.

(USAID, 2017)

In 1970 the UN set the goal for "Each economically advanced country [to] increase its official development assistance to the developing countries and will exert its best efforts to reach a minimum net amount of 0.7 percent of its Gross National Product [GNP]" (United Nations, 1970). This is known as Official Development Assistance (ODA) (Willis, 2011; DfID, 2016b), or development expenditure by governments, and does not include charities and foundations that receive non-governmental funding. (Gross Domestic Product (GDP) measures a country's economy within its borders; GNP also includes income generated from outside its borders, for example from a subsidiary company). The term Gross National Income (GNI) is now more commonly used than GNP, however both terms are interchangeable (Willis, 2011, p. 5). As of 2017 however, only 6 countries had met that target, namely Denmark, the Netherlands, Norway, Luxembourg, Sweden, and the UK (Quinn, 2017).

International Development from the 1950s to the Present

The 'ages of development' since the end of World War II are broadly summarised in Table 2.1 (Hinton and Groves, 2004; Potter, 2014b; Mowforth and Munt, 2016):

Table 2.1: The Ages of Development

1950s	<p>The age of development begins</p> <ul style="list-style-type: none"> • US President Truman's message (see above) • Majority of the world is declared 'underdeveloped' • The Third World is "discovered"
1960s	<p>Modernisation</p> <ul style="list-style-type: none"> • Rostow "stages of growth" (see (Rostow, 1960) on economic growth theory) • US President Kennedy declares the "development decade" • Latin American Dependency Theory - as counter theory • First UN Development Decade
1970s	<p>Alternative Development</p> <ul style="list-style-type: none"> • Second UN Development Decade • 1974 UN General Assembly Declaration of the New International Economic Order • Basic needs and Social welfarist (charity) approach

1980s	Neoliberal Free Market Economic Growth <ul style="list-style-type: none"> • Privatised, liberalised, deregulate • Trickle-down growth • Free market and economic growth • Structural Adjustment Programmes • Asian Tigers as development success
1990s	Sustainable Development <ul style="list-style-type: none"> • New development ethic: strategy to sustain development • International development targets • UN family of mega-conferences (Rio, Copenhagen, Istanbul etc) • First UNDP Human Development Report (1990) with Human Development Index • Emphasis on grassroots participation and sustainable livelihoods
2000s	Alternative Modernisation <ul style="list-style-type: none"> • Poverty elimination • Reassessment of economic growth as priority • Millennium Development Goals • Second round of UN Mega-conferences • Discourse of participation and partnership • Localisation and globalisation agenda
2010s	Post Development <ul style="list-style-type: none"> • A Uni-polar world? • Realisation - or not of Millennium Development Goals • Sustainable Development Goals • Security concerns • Global Recession • Austerity • A corporate world

The Third World, Developing Countries, LDCs?

There are various terms used to describe the poorer countries where international development is focused. Some are controversial and have certain stereotypes attached to them. Understanding the terminology at the macro level helps understand the perceptions of how the 'developed world' gives aid to the 'developing world', and also shapes the way individual projects are conceived and measured for success. There is no one universally accepted benchmark for defining poorer countries (Rutty *et al.*, 2015).

Perhaps the most commonly used term is the 'Third World'. The term has its origins in the Cold War era, where the world was divided into the democratic 'First World', the communist 'second world' and the non-aligned, mostly post-colonial states as the 'Third World' (Willis, 2011; Hanlon, 2013a; Dodds, 2014). The third world was cemented after the Non-Aligned Movement was created in 1961 from the African-Asian conference in Indonesia, the result was to create a 'third way' of development to avoid the "plutocratic structures of the West and party-based authoritarianism of the East" (Dodds, 2014, p. 58). Dodds (2014, p. 59) argues that the term third world, that once represented a diverse group of countries including central African states affected by decades of civil war, is no longer relevant with the now strong economies of countries such as Brazil and Singapore. McEwan (2014, p. 333) believes "a term such as 'the Third World' homogenises peoples and countries and carries other associations – economic backwardness, the failure to develop economic and political order, and connotations of a binary contest between 'us' and 'them', 'self' and 'other'". Escobar (1995) saw development and such terms as a modern form of imperialism.

The Brandt Commission, sponsored by the UN between 1980 and 1983 reported that the world was divided between North and South, not in three 'worlds' (Willis, 2011; Dodds, 2014). By the late 1980s the Soviet Union was unable to support development overseas, and subsequently collapsed in 1991, thus changing the way the world was viewed in terms of development. Hence the term the Global South has become more commonly used, however the term is misleading as this has a strong 'Africa' focus and may, in terminology at least, be seen to disregard Asia (Willis, 2011).

International finance institutions use the term 'Emerging Markets' with a very neoliberal economic view on poorer countries, however as Dodds (2014, p. 63) states, "So-called 'emerging markets' such as Brazil and China [have] very much 'emerged'".

The World Bank uses the terms 'low-income', 'lower-middle-income', 'upper-middle-income', and 'high-income' based on a country's GNI, which is based totally upon economics (Willis, 2011). The terms 'More Economically Developed Countries' (MEDCs) and 'Less Economically Developed Countries' (LEDs) are also used. The terms 'Majority World' and the rest of the world as the 'Minority World' (i.e. 80% of the world is worse off than the top 20%) are popular with some activist groups (Willis, 2011). GIZ GmbH (2015, p. 2) use the

term "emerging economies", highlighting its belief and focus on the development of free market economies. Sharpley and Telfer (2008, p. 2) prefer the term "Least Developed Countries (LDCs)". Mawdsley (2014, p. 1185) states "Many of these states [countries] avoid the label of 'donor' given its associations with North–South power relations, and prefer the term 'Development Partners'".

In this thesis the term 'developing country' is used, primarily as this is the term that has been used throughout the author's career to date. This term is criticised for two main reasons, first as not recognising the fact that within 'developed' countries there may be significant pockets of poverty (and indeed pockets of 'developed' areas in developing countries), and second, it assumes there is a clear end point of development (Willis, 2011).

Measuring Development 'Success'

A country's living standards has been traditionally measured by the concept of GDP (Gross Domestic Product), which is a simple equation of the total value of goods and services produced by a country, divided by its population (Thirlwall, 2014). Whilst this can indicate wealth, it does not take into account inequality between rich and poor, or whether people's basic needs are met. As Gasper (2014, p. 139) states, a "rise of average incomes does not necessarily benefit ordinary and especially poor people". Equality is key to development (Seers, 1969). The use of wealth has been used as a basis to indicate wealth as it is assumed that with greater wealth come other benefits related to quality of life, such as health and education (Willis, 2011). Economic benefits would 'trickle down' to the poor (Robb, 2004). The main criticism of this approach is that it does not account for inequalities of income and wealth within a given population.

Various ways of measuring the 'success' of international development have been employed over time, usually related to the favoured approaches at the time: from the 1950s to the 1980s economic growth, from the 1980s to the late 2000s increasingly saw more human wellbeing approaches being used (Potter, 2014a).

Since the early 2000s the UNDP has introduced the Human Development Index (HDI) that measures three variables: life expectancy at birth; educational attainment; and income per person using Purchasing Power Parity (PPP) (Willis, 2011; Potter, 2014a; Thirlwall, 2014).

The HDI attempts to provide a more balanced account of a country's economic and social development.

The 2000 Millennium Summit resulted in the setting of the Millennium Development Goals (MDGs), designed to guide development policy internationally. The goals contain many indicators, but the broad objectives were as follows:

1. Eradicating extreme poverty and hunger – measured by the percentage of the population living on less than \$1 or \$2 per day (now \$1.25 and \$2.50 per day);
2. Achieving universal primary education;
3. Promoting gender equality and empowering women;
4. Reducing child mortality;
5. Improving maternal welfare;
6. Combatting diseases.

(United Nations, 2000; Potter, 2014a)

The MDGs have been criticised for setting honourable goals with difficult to achieve concrete actions. The analogy used is the goal on achieving universal primary education: it is easy to measure the number of children attending primary school, but much more difficult to account if children receive a quality education (Rigg, 2014).

In 2015 the UN General Assembly replaced the MDGs with Sustainable Development Goals. These were more comprehensive and negotiated through more inclusive means, focusing on more concrete actions (for example, attempting to measuring quality of education as opposed to simply numbers of children in school) (Grugel and Hammett, 2016). There were 17 broad themes:

1. End poverty in all its forms, everywhere;
2. End hunger, achieve food security and promote sustainable agriculture;
3. Ensure healthy lives and promote well-being;
4. Ensure inclusive and equitable quality education;
5. Achieve gender equality;
6. Ensure the availability and sustainable management of water;

7. Ensure access to affordable, reliable and sustainable energy for all;
8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work;
9. Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation;
10. Reduce inequality within and between countries;
11. Make cities and human settlements inclusive, safe, resilient and sustainable.
12. Ensure sustainable consumption and production patterns;
13. Take urgent action to combat climate change and its impacts;
14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development;
15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, halt and reverse land degradation and halt biodiversity loss;
16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels;
17. Strengthen the means of implementation and revitalise the global partnership for sustainable development.

Summarised from (United Nations, 2015)

The approach of the SDGs have been criticised by McCloskey (2015) as focusing the development sector overly with overseas development, where in fact the most significant issues are unfair trade rules, the persistence of debt and neoliberal economic policy. If these are not addressed, he argues, the SDGs can never be achieved. Willis (2011) believes while such goals are admirable, they offer little in the way of guidance to achieve them. Willis (2011, p. 13) goes on to criticise the overall approach of quantitative measurement of all development projects as "excluding the feelings, experiences and opinions of individuals and groups", that ultimately reinforces the idea that development is imposed by outsiders. Tourism is mentioned in Goals 8, 12, and 14, as a supporting 'industry', whilst cultural heritage receives only one mention in Goal 11.

With specific reference to tourism, Bishop (2014, p. 830) notes the contradiction of sustainable tourism development in a "notoriously unsustainable industry". Hall (2011b) argues that despite sustainable tourism being at the top of many development organisation's agendas, the more that is published on sustainable tourism, the less sustainable it appears to be. Dolnicar (2015, p. 141) doubts "whether an environmentally friendly tourist exists".

Mowforth and Munt (2016, p. 22) summarise "Global inequality appears to be accelerating and progress on reducing global poverty has slowed depressingly to a 'snail's pace'".

The International Development Approach

Much of the non-structural funding support (i.e. direct funding to government's budgets) for International Development is delivered on the ground via projects using a logistical framework based, 'activity, outputs, outcome, and results' approach (Marsden, 2004; GIZ GmbH, 2015; Mango, 2016). These projects may be bound to larger thematic funding programmes, such as Climate Change Adaptation, Private Sector Development, Food Security and so on. Projects typically will be a maximum of three years, and within this time there will be a need for three key phases: inception, implementation, and evaluation. This leaves perhaps two years at best for implementation, which may be one or two 'seasons' depending upon the project. The donor will expect to see measurable results within this period.

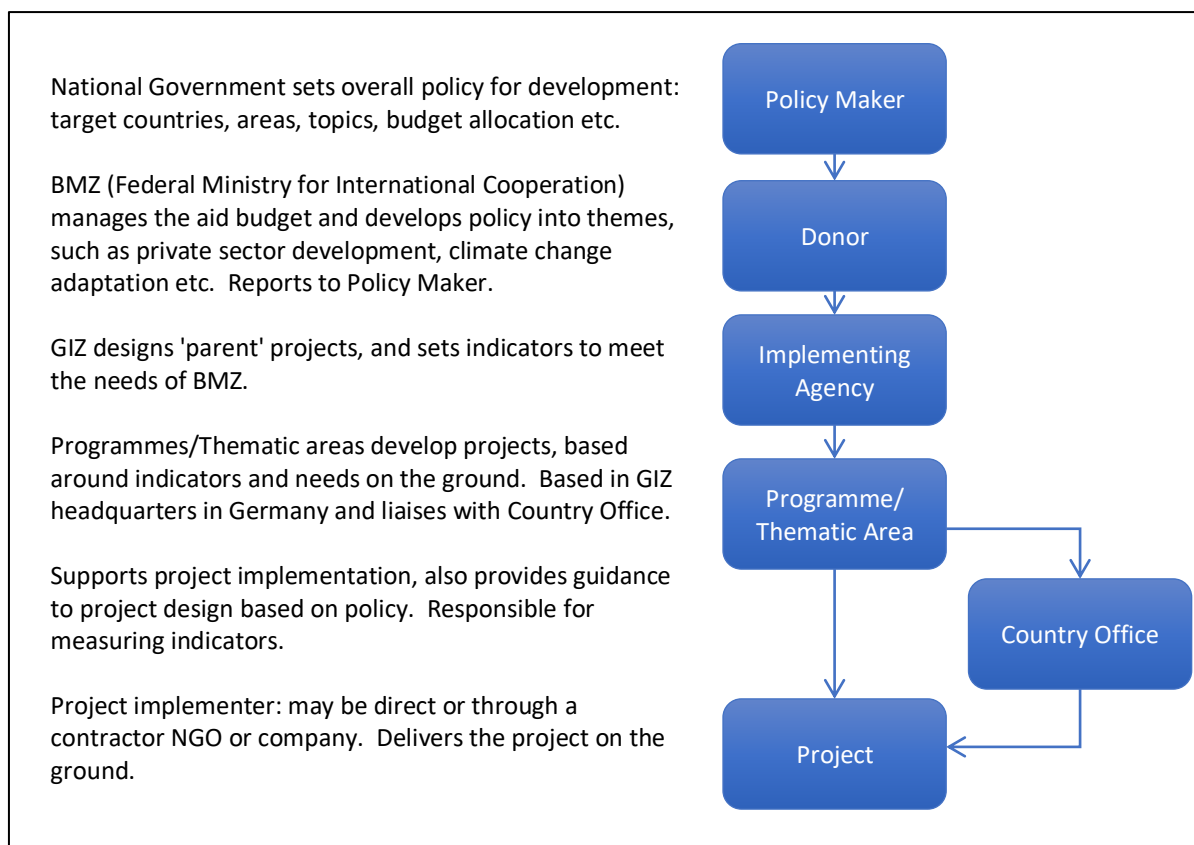
The project approach is perhaps the most straightforward way development aid can be delivered in a controlled way, and provide results that can be presented to a donor to show successes and importantly, value for money.

GIZ GmbH (2015, p. 3) state "the term 'project' refers to projects (or programmes) that aim to support social, political and/or economic change within a defined time frame". Projects are typically under 'themes' such as agriculture, rural development, adaptation to climate change, woman's empowerment, and so on.

Figure 2.2 shows the relationship between project delivery and policy development based on the German international development cooperation system, based on the researcher's

work with the organisation. In 2016 GIZ's total business volume was €2.14 billion, of this €1.01 billion was sub-contracted through a system of procurement, of this €416 million was sub-contracted to private sector development companies (the remainder to institutions, finance agreements and so on) (Gebhardt, 2016). GIZ is registered as a private company with one shareholder, BMZ (the German Ministry for International Cooperation). From 2009 to 2015, the percentage of sub-contracts by value was between 40% and 50% of GIZ's total income (Gebhardt, 2016). GIZ state they "involve suitable firms from the private sector of the economy when implementing commissions. It charges consultancy companies with the production of expert reports and implementation of complex consultancy projects" (GIZ GmbH, 2017b). Sub-contracting also avoids issues with a state-owned company monopolising the sector.

Figure 2.2: The Project Design Hierarchy, based on German International Development Cooperation, developed by researcher.



Eyben and Ferguson (2004) argue that although there are many accountabilities in development, ultimately development policy is created by the need of the donor country's development policy. In the above case the German Government sets the policy, which in turn is developed into themes by BMZ, then 'parent projects' by GIZ, and then into specific

projects to be implemented on the ground. As the Figure 2.2 shows, the design for a project on the ground ultimately comes from above, meaning projects are always designed based upon the need of the German government, essentially undermining GIZ's partnership approach. Projects are ultimately accountable within the German system, and not to project partners/beneficiaries.

Development may be often tied to certain conditions. For example, a donor country may insist that their country's expertise is used through hiring of national companies/NGOs to implement business, or may insist that suppliers of any materials must come from the source country (Cypher and Dietz, 2009; Hanlon, 2013b; Hess, 2013).

Development is overall a project related sector (Ika *et al.*, 2010). There is significant criticism of the project approach in development:

- Many regions are sensitive to seasonal changes (Hagan, 2013). A project may start during the wrong season and be unable to engage with 'target stakeholders' (for example a tourism project may start at the beginning of a short tourism season with stakeholders unable to spare time for meetings and trainings). Understanding seasonality is key to engaging effectively with project stakeholders (Dalal-Clayton *et al.*, 2003; Chambers, 2008);
- The 'logistical framework' approach (as introduced on page 47) brings a rigid and pre-defined structure that limits a project's flexibility and is often very different from local organisational culture (Marsden, 2004; Chambers, 2008). This may affect the ability of the project to meet the needs of the project's seasonality;
- The project brings significant resources only for a short period of time that are unsustainable after the end of the project, along with a loss of knowledge (Uvin, 2004). For example, staff leave and take expertise and networks with them;
- They bring in westernised management systems and ways of doing business that may be incompatible with local business networks or practice (Groves and Hinton, 2004);
- They may undermine or weaken local government structures, or fail to adequately build local institutional strength (Bishop, 2016);
- Projects rarely take into account the activities of other development agencies that may be working on similar (or the same) topics in the same area (Ramalingam, 2014);

The project approach may be inflexible to allow cooperation with other development organisations;

- Poor understanding of the complex issues facing local stakeholders (Dalal-Clayton *et al.*, 2003);
- Projects may take several years from the inception, design, and approval stages before implementation. It may be the case that the need has changed by the time implementation begins, or another organisation is already implementing a similar project;
- Projects are designed with success 'risk assessments', and very remote projects will have a higher risk, thus accessible areas are targeted first (which may be more relatively well off due to accessibility) (Ramalingam, 2014).

The issue of accountability is significant: the above highlights that project accountability ultimately remains with the project donors. Those who deliver development projects on the ground are accountable ultimately to the donor organisation and donor country, not the project stakeholders (Chambers, 2008; Ramalingam, 2014; Drydyk, 2016). If mistakes are made there can be significant impacts on local (and vulnerable) livelihoods that can make people worse off, however the project/development implementing agency can categorise this as 'lessons learned' (Chambers, 2008; Dixey, 2008). These so-called 'lessons learned' have been learned many times already by other projects, but often practitioners are limited to implementing projects that are designed from above with little ability to cross-reference to previous projects undertaken by other organisations. Efforts have been made to reduce negative impacts, for example 'Do No Harm' approaches are being introduced across many development agencies (Häusler *et al.*, 2013; Konstanzer, 2016).

Unfortunately, Development Agencies rarely coordinate their work with one another (Dixey, 2008; Sumner and Tribe, 2008; Leake *et al.*, 2014). This can lead to duplication of activities in the same areas, or a focus of projects in one location (to the neglect of others), different approaches (that cause confusion between local stakeholders) and create duplicate frameworks and structures.

Mango, is a UK based NGO focused on strengthening the financial management and accountability of other NGOs around the world. It is very critical of the project/logistical

framework delivery approach of development aid (Mango, 2016), summarised the key issues as: assuming social changes can be predicted, controlled and reduced to a single overarching problem; assuming that communities are homogenous; reducing flexibility on the ground; suiting decision-makers who work in elite languages using management tools; and ultimately are donor-centric. Thus, it can be argued that even after 50 plus years of 'modern' donor-based development, the 'development industry' still is designed around the premise of meeting the needs of the donor first.

Forsyth *et al.* (2011) argue that the term 'development' itself is misunderstood and should be considered as a global phenomenon as development activities can take place in both rich and poor countries, and indeed the 'developed world' has seen its own processes of development since the agricultural revolution to the present.

Table 2.2 below is based upon Schaaf (2013, p. 7), but adds supranational donor organisations (such as the EU); supranational knowledge sharing organisations (such as IUCN and ICIMOD), national development agencies (such as the UK's DfID and Germany's BMZ), and private sector companies that implement development policy as contractors:

Table 2.2 Organisations Involved in Delivering International Development

Organisation Type	View of Development	Activities and Scale
UN Agencies <i>e.g. UNDP, UNEP, UNODC</i>	Role of the state is key, developed over time as lead development policy makers.	Global scale, can set development policies and agendas, provide a wide range of activities, including military, and includes large range of sub-organisations and partners.
International Finance Institutions <i>e.g. World Bank, International Finance Corporation</i>	Neoliberal views, supporting free market development and removal of trade/business barriers.	Global scale, can provide large amounts of monetary assistance, focuses on national development strategies.
Regional Governance and Financial Institutions <i>e.g. Asian Development Bank</i>	Neoliberal views, but typically strongly support the role of the state.	Regional scale, emphasis on promoting economic and social progress but often not politics.

Supranational Donor Organisations <i>e.g. European Union</i>	Neoliberal views supporting trade development, but also supporting global issues such as climate change, human rights and so on.	Tend to not to work directly but design projects to be implemented by partner organisations or NGOs.
Supranational Knowledge Sharing Organisations <i>e.g. the International Centre for Integrated Mountain Development (ICIMOD), the International Union for the Conservation of Nature (IUCN)</i>	Often have a specific focus such as climate change adaptation, agriculture, or livelihood focus. May act as advisors to donor organisations but do not have funds of their own.	Tend to promote the sharing of knowledge and experiences in specific regions or subject areas, may also influence policy. Countries are members.
National Development Agencies <i>e.g. UK Department for International Development (UK Aid), German International Development Ministry (BMZ)</i>	Often neoliberal in the promotion of trade, but focus on developing and implementing government's development agendas.	Can work on Government to Government (GtoG) aid on policy development, but also may fund NGOs. Typically they aim to further the development of their own countries and may prefer to use Development Partners/NGOs from their own countries.
International Non-Governmental Organisations <i>e.g. WWF, Fauna and Flora International</i>	Grassroots approach, with emphasis on participation, sustainability, empowerment and a human rights-based approach.	Variable in size, can include small scale community-level work to trans-boundary projects. Can also be the main recipients of the above Development Agencies funding, and as thus may be responsible for implementing policies from above. Also, may be involved with lobbying, awareness raising, advocacy, as well as the distribution of humanitarian aid.

National Non-Governmental Organisations <i>e.g. the Myanmar Responsible Tourism Institute (MRTI)</i>	Grassroots approach, with emphasis on participation, sustainability, empowerment and a human rights-based approach.	Similar to above, but will work only within their country of origin.
Private sector development implementation companies For profit <i>e.g. PEM Consult, ICON Institut</i> ; Not-for-profit <i>e.g. Myanmar Institute for Integrated Development</i>	Directly implement projects on behalf of donor organisations, will likely design projects based on terms of reference developed by donors. May be for profit or not-for-profit.	Will depend on the size of the organisation, will typically partner up with other organisations and sub-contract experts.
State	Depending upon the economic policy of the state, however international development thinking has been pushing for neoliberal policies and reduced intervention by public sector.	Local to national government activities, including the provision of infrastructure, welfare, tax collection and economic strategy.
National Development Research Organisations	Can be University think-tanks or QUANGOs in the UK context.	Research, government briefings and guidelines.
Military	Short term perspectives looking at technical solutions.	Peacekeeping, peace building, security, reconstruction and disaster relief.
Community Based Organisations (CSOs)	Grass-roots human rights approach.	Can take the role of local service providers, providing microfinance, small business advice etc.
Community Based Groups	Grassroots approach.	Usually focusing on local issues, local action groups etc.
Transnational corporations	Typically neoliberal with a focus on exploration of new markets.	International companies seeking new markets based on innovation in emerging markets.

Philanthropic organisations, foundations etc <i>e.g. Gates Foundation, Wheeler Foundation (Lonely Planet)</i>	Can have a wide variety of views depending upon the organisation's focus.	Their influence can vary depending upon their size. Larger organisations may have the power to influence development policy.
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Developed from (Willis, 2011; Schaaf, 2013)

For clarity, this thesis uses the term 'Development Partners' to refer to the organisations listed above in general, and where needed, will highlight a specific type.

The Participatory Project Approach

Participatory approaches have been introduced into international development since the 1990s, the guiding principle being local communities (or 'the poor') should be the owner of development processes and be able to shape them (Mohan, 2014). The approaches were developed after experiences suggested that the classic intervention approach, where an outside expert visits a community to deliver 'expertise' were not being adopted by communities, and local ownership, of key importance to the success of a project, was often missing (Chambers, 2008). The latter are known as 'top down' approaches where western development agencies "claimed, or seemed to claim, to know best" (Grugel and Hammett, 2016, p. 11).

Participatory processes are associated with the terms 'bottom-up' or 'grassroots' development. Mohan (2014, p. 323) describes it as "the self-determination of development", and to "negotiate terms of collaboration" (Mohan, 2014, p. 325). The development practitioners do not lead, but share experiences and act as facilitators (Chambers, 2007). However as seen above, Win (2004, p. 123) believes that the nature of ultimate accountability to the donor means that development can only ever be based on donor, as opposed to local needs. GIZ GmbH (2015, p. 4) sees "sustainable development as the interplay of social responsibility, ecological balance, political participation and economic capability". Modern ideas of development are based around the 'capacity building/development' of project stakeholders: GIZ GmbH (2015, p. 3) define capacity development as "the ability of people, organisations and societies to manage their own sustainable development processes and adapt to changing circumstances".

It is difficult to argue against the good intentions of participatory approaches, however in reality there are a number of challenges. First Mohan (2014) argues the approach is tokenism, with some development organisations using such methods to appear as if they have participatory credentials. Second, in reality a development project will have goals, objectives, inputs, outputs, and expected outcomes and indicators pre-determined (Hinton and Groves, 2004). Perhaps a project design, implementing agency or donor may have some flexibility but even in the best cases this will be limited. Ultimately a project is seen as an investment by the donor, and they want to see results. It is difficult, through participatory approaches, if a community does not want to cooperate, or has very different ideas of their priorities. Third, Golooba-Mutebi and Hickey (2010) argue that most of the participants of such approaches are in fact "middle-class activists who are hand-picked to ensure agreement". Chambers (2008) refers to this as development focused on 'elites'. Poor people's voices will be ignored for greater strategic ends (Eyben, 2004).

There is an ethical side to community participation: communities are expected to give up their time free of charge, often in busy times of years (such as harvest seasons), while the development organisation involved will be paying their staff and consultants at levels unimaginable to local 'poor' communities (Owusu, 2004). The goals of economic development, social justice, environmental integrity and political participation often conflict (GIZ GmbH, 2015, p. 4).

Participatory approaches as well as development in general have considered local communities as being "socially homogenous" (Robins *et al.*, 2008). This is rarely the case, and projects have the potential to cause divisions within a 'community' (Sharpley and Telfer, 2008). Often it will be the most 'well-off' within a community who are able to engage in the most effective way with development agencies.

Finally, it is argued that while participatory approaches attempt to give control of development to local communities, in reality many of the issues poor communities face are outside of their control, such as international trade barriers, national legal systems, and so on (Hinton and Groves, 2004; Mohan, 2014). Ultimately those with resources dominate decision making (Groves and Hinton, 2004). Development practice may show the needs of

the 'target stakeholders' should and can come first, however, the inflexibility of delivering a project serves to contradict this.

Does Development work?

Forsyth *et al.* (2011, p. 3) state "Development may indeed be a global phenomenon, but the interests and priorities of different countries or regions have not always coincided". Over one billion of the world's population lives in absolute poverty, with the same number lacking basic education, healthcare, access to clean water, and are at risk of malnutrition, located mostly in 'developing countries' (Thirlwall, 2014). One of the significant challenges development aid has to face is fragmentation, and the project approach, where projects and the programmes above them are designed out of country and subsequently adapted, or not, to the needs of a country. Surely this in itself is contradictory to the concept of the participatory 'grassroots' approach. Ramalingam (2014, p. 51) points out that "such fragmentation can be found throughout the aid system. Consider the multiple starting points of aid: usually political or social institutions in high-income countries". He argues that while well intentioned, development aid is top-down disguised as bottom up, and often heavily biased to fulfil the needs of the donor rather than the recipient. There has rarely been coordination of donors (Kakande, 2004). Easterly (2006) believes that aid has largely been ineffective resulting from colonial legacies, and is adamant that aid cannot achieve the end of poverty: "Only home-grown development based on the dynamism of individuals and firms in free markets can do that" (Easterly, 2006, p. 574).

Ramalingam (2014, pp. 49-50) uses Ethiopia as an example that summarises the issues of fragmented aid perfectly:

Ethiopia is one of the most heavily assisted countries in the world. Net official aid to the country is around the US\$2 billion mark, putting it among the top ten largest recipients of aid. Ranked 174th out of 187 countries on the Human Development Index... it is also notable for the numbers of aid workers who spend thousands of dollars living long term in four-star hotels in the country's capital, Addis Ababa. Aid to Ethiopia has the dubious honour of being the focus of one of the most fragmented of all international aid efforts. More than 51 per cent of projects are for less than US\$100k, making up less than 2 per cent of all aid by volume.

Ramalingam (2014, p. 111) goes on to state "international agencies involved [typically]... recruit their staff on the basis of their technical expertise ... and not on their knowledge of the country ... Most interveners therefore lack contextual knowledge". S. C. White (2013) highlights the view that many development agencies have the tendency to use terminology such as 'in the field' that somehow alienates them from the local culture. Robb (2004) summarised that in the preceding 40 years, over US\$1 trillion had been spent on international development globally, but poor countries were still struggling.

As for solutions? Easterly (2006, pp. 574-575) states "Put the focus back where it belongs: get the poorest people in the world such obvious goods as the vaccines, the antibiotics, the food supplements, the improved seeds, the fertiliser, the roads, the boreholes, the water pipes, the textbooks, and the nurses. This is not making the poor dependent on hand-outs; it is giving the poorest people the health, nutrition, education, and other inputs that raise the payoff to their own efforts to better their lives". Groves (2004) believes there needs to be an emphasis on continuity and a move away from the project life-cycle in development. The strategy of a development organization needs to be made clear from the outset (Jassey, 2004).

Neo-colonialism?

Schuurman (2014, p. 81) states:

Colonialism has now virtually ended, but some would argue that there are modern equivalents of colonialism, equally insidious and anti-developmental. For example, the International Monetary Fund (IMF) and World Bank dominate economic policy-making in many developing countries, and many of the policies that the countries are forced to pursue are detrimental to development.

Thirlwall (2014, p. 92) argued that development aid has weakened governments in developing countries as Development Partners override local institutions. Elliott (2014) and Mohan (2014) believe modern development must regard colonialism as bad and as such must be anti-colonial. Postcolonialism thus is a "powerful critique of 'development' and an increasingly important challenge to dominant ways of apprehending North–South relations" (McEwan, 2014, p. 334), and more closely "structured around eradicating global inequality" (Noxolo, 2016, p. 41). Willis (2011) states the Eurocentrism of development is well

documented, based on the assumption that 'Western' ideas are superior and offer the best path to development, and postcolonialism attempts to redirect the perspective to the peoples who have been colonised. Eyben and Ferguson (2004) believe that aid is largely unaccountable in the destination country, along with a lack of transparency. Making development more accountable to the people it is meant to help is the key issue. Hanlon (2013b) raises the question if aid infringes on a country's sovereignty.

International Development up until the present day has been dominated by policies developed in the 'west', often with significant strings attached (Hanlon, 2013b). With the emergence of China as a major international development donor, we will likely see a significant shift in this, with Chinese policy based around infrastructure development linked to trade development (Willis, 2011).

International development evidently has honourable origins by seeking to improve the lives of the less well off in the world. The promotion of economic development can have win-win goals of donor and recipient countries benefitting from increased trade, and global economic development. However by the donor-recipient nature of international development, it will always be the 'country with the money' that leads decision making on the needs of a recipient, and fund whatever they feel meets the local need. Participatory approaches may have reduced this top-down approach considerably, but it remains, as no country is truly altruistic in its development assistance. Local participation and decision-making are clearly important, but at the same time aid must present value for money to a donor country's taxpayers. This chapter continues with a discussion of 'what makes an effective development project?' as a summary, and suggests there is not one clear answer.

2.3 What Makes an Effective Tourism-Development Project?

As suggested above, tourism is a complex cultural and economic phenomenon. This results in significant complications for the development sector: in one way, it presents large opportunities for intervention and support, but at the same time has a certain vagueness that can hamper development of an overall strategy. For example, if a development partner says they are supporting tourism, then precisely which part of this complex web of activities are they aiming to support? The assumption that tourism is good, and can bring wide

economic benefits through multiplier effects and cross-sector influence are not entirely proven or supported by academia, despite claims of development agencies.

Tourism is clearly an impacting 'phenomenon' both at a destination level and globally if climate change is considered. There are some serious concerns about tourism and climate change, as travel will always involve fossil fuel at some point in the supply chain, and with tourism being seen as a leisure activity, it may also be considered non-essential. Perhaps it could be argued that the old-fashioned idea of mass tourism, concentrating large tourism activities in relatively small areas could be one option to reconsider. The clear disadvantage of this will ultimately reduce the wider benefits that tourism may bring to local economies.

Many concepts such as Destination Management and the Visitor Economy are not fully researched and understood. Older ideas of tourism and resort development do not always reflect the diversity of tourism that now takes place in many different locations, often where it is not the dominant industry.

International Development has undeniably noble origins. How to 'develop' was something fought out within different economic systems during the Cold War era, with market-based economies emerging as the victor, and thus setting the global development agenda since the 1990s. There has been a move away from (certainly in the 'west') 'traditional' infrastructure development to a more focus on capacity development and training, the reasoning being that teaching is better than giving, and creates a more lasting impact of any development 'intervention'. China however, as the new big player in the international development sector focuses on infrastructure development, but it remains to see how this will evolve in the future.

This thesis will go on to examine through a detailed case study, the development process in Inlay Lake, one of Myanmar's iconic flagship tourism destinations. The timing of this thesis has been fortuitous to chart the tourism destination management planning process, and the engagement on the international development sector, at a time of rapid political and social change in a complex country. The study will go on to show, that despite good intentions and awareness of the key issues as discussed in this chapter that achieving true local ownership, coordinating Development Partners, and achieving 'true' sustainable tourism development

for a region remains a huge challenge and brings into question the role of Development Partners in developing countries.

The following Chapter explores the context of Myanmar. Understanding local cultures and why a country has developed in a particular way is vital to the context of a country and region, and helps understand the context of this thesis. As Kipling (1913, p. 204) stated after he first saw Shwedagon Pagoda in Yangon “This is Burma, and it will be quite unlike any land you know about”.

Chapter 3. The Context of Myanmar

This chapter explores what is known as 'Myanmar' today by discussing its historical context; it sets the scene of Myanmar and this thesis. Understanding the history of Myanmar is crucial to unravelling the complexities of the current environment in which tourism and the international development community operates within. The chapter is divided into three parts, the first exploring the historical context, commencing with early history, the rise of the most important kingdoms, the British colonial period and the journey to independence ending with latter 20th century politics; the military dictatorship of 1962 through to the return to civilian rule in 2011; the key figures of Ne Win, Than Shwe and Aung San Suu Kyi, interlinked with tourism where possible. The second part is a demographic "fact file" of the country, with the third summarising tourism in Myanmar post 2011, introducing the series of donor-funded documents that began the international development community's involvement in Myanmar's tourism development.

3.1 A Brief History of Myanmar

The *Rough Guide to Myanmar* provides an interesting analogy of the country: "... like a kind of tropical Yugoslavia, [with] the threat of imminent Balkanization continu[ing] to hang over the country right up to the present day" (James *et al.*, 2015, p. 854). Myanmar may be considered as never having been a truly unified country. The Kingdoms and territories that made up the geographical area have never fully been integrated, or ever fully been under one central administration. Promises of secession for Kachin and Kayin states if they were unhappy with the performance of the Union were reneged upon the Military coup of 1962, resulting in prolonged ethnically based conflicts that have evolved with religious separatism and arms and gems trading (Rieffel, 2010).

The current political and development landscape of Myanmar owes much to the events of the second part of the 20th century, particularly after the 1962 coup led by General Ne Win. In many ways this was the turning point that has shaped the development of modern-day Myanmar. History of course did not begin in the 1960s and the events of previous centuries have all played their role in creating the nation. This sub-chapter is presented roughly in chronological order.

The Myanmar Kingdoms: Pre-history to 1885

Cave paintings discovered in the Padah Lin caves in the Danu Self Administered Zone suggest people have settled in Myanmar since at least 10,000 BC (Seekins, 2006). By 1,500 BCE archaeological evidence indicates the smelting of bronze and the domestication of livestock began in what is now Shan and Kachin States. At 500 BCE there is evidence of iron smelting and trading with China (Thant Myint U, 2011).

Written records of Myanmar begin in 200 BC with the migration of the Pyu from southern China, settling along the northern Ayeyarwady River, establishing a series of city-states along river trading routes (Becka, 1995). The Pyu kingdoms thrived for over 1,000 years until around 900 AD, developing large agricultural irrigation systems throughout the dry zone of the Ayeyarwady. Tang dynasty records show eighteen such microstates, including eight walled cities, three of which, Halin, Beikthano and Sri Ksetra formed Myanmar's first World Heritage Site, 'Pyu Ancient Cities', inscribed at the World Heritage Committee meeting in Doha in June 2014 (UNESCO, 2014).

The Shan States were a collection of minor Kingdoms created by migrating peoples from Yunnan from the mid 10th century onwards (Chao Tzang, 2010). From the 13th century the Shan States became powerful, establishing micro-Kingdoms that existed until the 20th century. Hanthawaddy emerged from the old Mon Kingdoms in the South focusing on trade with India (Scott, 2009).

In 1753 the British established the colony of Cape Negrais in the Ayeyarwady Delta at the fall of the Taungoo Dynasty (Symes, 1800). Growing relations between the Konbaung and the French heightened tensions between the Konbaung and British India with the First Anglo-Burmese War breaking out in 1824, which saw British forces attack Mrauk U and Yangon. The superiorly armed British defeated the Konbaung, forcing the signing of the Treaty of Yandabo in 1826 ceding Arakan, Manipur and Assam to the British (James *et al.*, 2015).

Figure 3.1 Map of Pyu Kingdoms 200 BCE to 900 CE & Cape Negaris 1753



Map taken from *Wikimedia Commons* (Hybernator, 2012)

Figure 3.1 shows the location of the ancient Pyu city state kingdoms. Halin, Beikthano and Sri Ksetra were inscribed on the World Heritage List in 2014.

Figure 3.2 Map of Shan States in 1934



Map taken from *Wikimedia Commons* (Jolle, 2014)

Figure 3.2 shows the composition of Shan State Kingdoms in 1934. The kingdoms were not always fixed and would be sub-divided then re-joined after marriage and consolidation. The maximum of kingdoms was 41 during the 1870s (Chao Tzang, 2010, p. 67). The Inlay Lake Region is to the bottom left of the map, in a dense area of states that included *Yawnghwe* (present day Nyaungshwe); *Yengnan*, *Pangtara*, *Poila*, *Koing*, *Awngban*, *Pinlaung*, *Sakoi*, *Mongpai*, *Samkar*, *Hsihseng*, *Wanyin*, *Namkhok*, and *Hopong*.

During the reign of King Pagan Min the Second Anglo-Burmese War of 1852 broke out mostly due to the expansionist policies of the British at that time, brought to a head after two British sea-captains were fined for customs violations (Becka, 1995). The resulting conflict saw the British annex most of lower Burma with little resistance. The Third Anglo-Burmese War of 1885 was related to the growing economic interests of the British and an attempt by King Thibaw to tax teak wood. The war lasted for two weeks, prompting the British Parliament in 1885 to pass an act that would remove the remainder of independence and sovereignty, sending the King into exile in India (Becka, 1995).

Thus, Burma was formally created, managed as a province of British India, with Rangoon (current day Yangon) as its capital.

Under British Rule

The British era saw the development of Rangoon into a major city, designed on a grid layout and constructing grand buildings, many of which last to this day. The British encouraged migration from British India, and by 1930 an estimated 50% of Rangoon's population were Indian, alienating the native Bamar (Tucker, 2001). Large areas of the Ayeyrwady Delta were opened up for rice cultivation and railways constructed (Safman in Ganesan and Kyaw Yin Hlaing, 2007). Schools and Universities were built and for the first time privileged Burmese could receive western style education (Taylor in Ganesan and Kyaw Yin Hlaing, 2007). Christian missionaries arrived from Britain and the USA, seeing Chin and Kachin states almost completely converted by Baptist missionaries during the early twentieth century (Thant Myint U, 2011).

In what was now referred to as *Lower Burma* the British administered directly, with a Bamar majority ethnicity, however in *Upper Burma* the states were run through the existing system of chieftains or 'Sawbwas', who paid tribute to the British but maintained relative freedom from direct rule, forming "the only real aristocracy left in the country" (Thant Myint U, 2011, p. 143).

Any form of dissent was repressed, with the Bamar majority becoming alienated and excluded from economic growth and thus a nationalist movement began in the early twentieth century (Tucker, 2001). In 1930 the Dobama Asiayone (*Our Burma Association*) was created in Rangoon University, with future leaders Aung San, Ne Win and U Nu becoming members (Tucker, 2001). The first major rebellion took place from 1930 to 1932 being suppressed with its leader Saya San hanged. A second student strike took place during 1936, when Aung San and U Nu were expelled from Rangoon University.

Change began slowly in 1937 when Burma separated from British India and was given a new British led constitution, which saw limited participation of Burmese nationals, however the independence movement was growing (Tucker, 2001).

World War II

Anti-British sentiment in 1940 led Aung San, U Nu and Ne Win to side with the Japanese who at the time were promising liberation from western colonialism. They formed the *Thirty Companions* of leading Burmese sent to Hainan to receive military training (Maung Maung, 1959). Soon after they formed the *Burma Independence Army*, which in 1942 accompanied by Japanese troops invading from China in the north whilst another Japanese attack was launched from Thailand, with Rangoon falling after a British military evacuation in March of that year (Maung Maung, 1959).

Support for the Japanese faded when it became clear that Japanese policy was replacing western colonialism with their own version. The allied counteroffensive of 1943 and 1944 saw fierce fighting in the Chin Hills, winning a decisive battle at Kohima in May 1944. The subsequent Japanese retreat south saw fierce fighting in the cities of Meiktila and Mandalay in March 1945 (Trevor, 1963). On 1st May 1945 Rangoon was retaken, leaving the country with an estimated 250,000 dead and a devastated infrastructure. The Burmese Anti-Fascist Organisation (AFO) emerged as the unified voice of the Burmese people with General Aung San as its leader (Seekins, 2006).

Independence

General Aung San, who had emerged as "by far the most influential political figure in Burma" met with British Prime Minister Atlee at the Burma Conference in London during January 1947, signing an agreement providing "means for Burma to determine her own destiny either within or outside the British Commonwealth" (The Spectator, 1947, p. 130), that was to see Burmese independence on 4th January 1948.

In February of 1947 the Panlaung Conference was held in Shan State where Aung San with the leaders of Chin, Kachin and Shan States agreed to form a united Burma, with the understanding that 'frontier' states could secede if they were dissatisfied with the performance of the union (Ganesan and Kyaw Yin Hlaing, 2007, p. 261). The leaders of Kayin State did not participate in the conference, having already decided upon seeking independence. Clause VI of the Conference stated "establishing a separate Kachin State within a Unified Burma is... desirable"; Clause VII "Citizens of the Frontier Areas shall enjoy rights and privileges which are regarded as fundamental in democratic countries" (Executive

Council of the Governor of Burma, 1947). The Agreement was never honoured and remains an obstacle for a national ceasefire to this day.

During pre-independence elections of April 1947, Aung San's renamed *Anti-Fascist People's Freedom League* (AFPFL) won 173 of the 182 contested seats (Seekins, 2006). On 19 July 1947 Aung San was assassinated along with his provisional cabinet-in-waiting in an attack that was later traced back to the colonial era prime minister U Saw, for unclear reasons, possibly nothing more than personal jealousy (Foley, 2010).

On 4th January 1948 Burma achieved independence with U Nu, Aung San's former comrade as Prime Minister. The country almost immediately slipped into civil war, with communist, religious and state based militias fighting against central control (Foley, 2010).

The following decade saw reconstruction of the economy with the support of Japanese war reparations, but also weak government administration in the States. At the time many observers viewed the country with its high standards of education and abundant natural resources most likely achieve rapid economic development and modernisation (Seekins, 2006; Foley, 2010).

In 1958 the AFPFL split into two factions after a vote of no confidence in U Nu's government. Seeing continued frustrations with democracy, weak government and potential collapse of the state, General Ne Win led a coup d'état against U Nu and established the Revolutionary Council of the Union of Burma and the Burma Socialist Programme Party (BSPP) following a loosely Marxist philosophy, developing the 'Burmese Way to Socialism' (Steinberg, 2013).

General Ne Win and Military Rule

In an obituary written in *The Economist* upon General Ne Win's death in 2002, he was described as "the destroyer of Burma" (The Economist, 2002, p. 78). The BBC described him as a "ruthless and corrupt figure", whose 26 years in power had taken the country from "prosperity to poverty" as his isolationist policies and 'Burmese Way to Socialism' had turned what was once a one of the world's leading rice producers into a country that struggled to feed its population (BBC News, 2002).

During his time in power he established a socialist and isolationist regime aligned towards the Soviet Union. He banned tourism, limiting most visits to 24 hour visas and effectively established a police state, silencing critics and sending many people to prison without trial (Steinberg, 2013).

During Ne Win's tenure a policy of "Burmanisation" took place throughout the country in an attempt to unify the nation under one "Burmese" ethnicity (Kipgen, 2012, p. 754). The remaining *Sawbwas* who had governed as maharajas in the ethnically based states were arrested and most likely murdered (Sai Kham Mong, 2007), along with accusations of "cultural sabotage" (Shan Women's Action Network, 2009, p. 6).

In 1987 Burma was downgraded to a Least Developed Country by the UN (Tucker, 2001, p. 181). During that year the three highest value banknotes were demonetarised "thereby invalidating approximately 70 per cent of the currency" (Tucker, 2001, p. 192). This led to nationwide demonstrations and student protests, culminating with a national strike from all parts of society on the auspicious day of 8 August 1988 (commonly known as the 8888 Uprising) and subsequent crackdown by authorities.

Ne Win unexpectedly retired in August 1998 with Dr Maung Maung, the only non-military member of government assuming interim power, promising democratic elections. However on 18 September Dr Maung Maung was deposed and the military began a country-wide counter attack against the demonstrations, declaring martial law and killing an estimated 10,000 protestors and establishing the junta-like State Law and Order Restoration Council (SLORC) under control of General Saw Maung, but under the presumed influence of General Ne Win (Seekins, 2006).

SLORC, General Than Shwe and the Cronies

One of the first actions of the SLORC was to change the name of the country from Burma to Myanmar: a move that was not recognised by many international governments (Steinberg, 2013).

Democratic elections were again promised in 1990 to elect a parliamentary body that would draft a new Union constitution. The National League for Democracy (NLD) won 392 of the

492 seats contested. SLORC refused to accept the result and a period of further arrests and crackdown on the NLD followed, bringing swift worldwide condemnation and beginning a period of further isolation from the international community and western led economic sanctions. Internationally Aung San Suu Kyi (see below) and the NLD were recognised as the legitimate rulers of Burma/Myanmar (Rieffel, 2010).

In 1992 General Than Shwe deposed General Saw Maung, taking both positions of Prime Minister and Chairman of SLORC, remaining in power until 2011. Under Than Shwe Myanmar abolished socialism and joined the Association of South East Asian Nations (ASEAN) (Rieffel, 2010). This paved the way for a small number of well connected individuals to develop lucrative business interests, creating what are known as the "crony capitalists, a group of an estimated twenty businessmen, the most well known of which is Tay Zar, head of the Htoo Group, heavily involved in activities including tourism, aviation and weapons" (Szep and Marshall, 2012).

Progress was made with some of the ethnic conflicts, with the Pa-O being the first to sign a ceasefire agreement in 1991 in exchange for economic concessions (Brejnbjerg and Kristensen, 2012).

Aung San Suu Kyi

During 1988 Aung San Suu Kyi, daughter of the assassinated General Aung San visited Burma due her mother's illness. Aung San Suu Kyi was born in Rangoon in 1945 and was two years old when her father was killed, and spent much of her youth abroad in Nepal and India where her mother was Ambassador. She studied at Oxford University, meeting her husband Dr Michael Aris, a renowned scholar in Asian culture, herself studying Asian Culture at the University of London School of Oriental and African Studies (Seekins, 2006). They had two sons, Alexander and Kim.

Rapidly she became involved in events that would see her become the face of demands for democratic change in Burma (Skidmore and Wilson, 2008), people viewing her arrival as auspicious, the daughter of the nation's founding father General Aung San, arriving in the "hour of need" (Frayn, 2012, p. 42).

The 1988 military crackdown prompted her to establish the National League for Democracy, along with two dissatisfied former generals, Aung Gyi and Tin Oo. Aung San Suu Kyi, or 'the Lady' as she quickly became known, established her belief of non-violence in politics (Aung San Suu Kyi, 1991). In 1989 she was placed under house arrest in advance of upcoming elections. Over the following 21 years she subsequently spent 15 under house arrest, being awarded the Nobel Peace Prize in 1991, choosing to remain in-country after her husband's death in 1997 due to the likelihood of being refused a return visa.

After elections in November 2015 the NLD won a clear majority and formed a new government that was inaugurated in April 2016. Constitutionally barred from becoming president as having foreign children (both of her children have British Citizenship) she assumed the title of 'State Councillor' and is "the de facto head of the government" (Pulipaka, 2017, p. 201).

Opening of the Tourism Industry: Visit Myanmar Year 1996 and the Tourism Boycott

Myanmar's tourist visa policy was relaxed in 1992 with the establishment of the Ministry of Hotels and Tourism, following the example of Vietnam to allow controlled tourism development as a source of much needed foreign investment (Hobson and Leung, 1997). 28 day tourist visas were introduced, and a basic tourism itinerary that included Yangon, Mandalay, Bagan, Inlay Lake and Mrauk U. This culminated in the decision to make 1996 'Visit Myanmar Year' with 500,000 international arrivals targeted (at the time Thailand received 6 million) (Hobson and Leung, 1997).

The build-up to 1996 saw significant hotel construction in the designated tourism areas, with allegations of forced labour. Many hotel construction projects went to individuals with government connections, further contributing to the formation of 'the cronies' (Ko Ko Thett, 2012). At this time the NLD launched a tourism boycott, supported by Tourism Concern, a UK based activist organisation (Tourism Concern, 2014). The NLD continued the boycott as official policy until 2011 when it "welcomed responsible tourism... [and] visitors who are keen to promote the welfare of the common people and the conservation of the environment and to acquire an insight into the cultural, political and social life of the country in Burma" (Ko Htwe, 2011).

The Roadmap to Democracy

In 2003 the need for economic change prompted SLORC to change its name to the State Peace and Development Council, launching the "Roadmap to discipline-flourishing Democracy", a seven step programme that would pave the way for democratic elections and return to civilian government (Steinberg, 2013, p. 130).

The Saffron Revolution and Cyclone Nargis

The Saffron Revolution began as a protest against the government's removal of fuel subsidies in August 2007, increasing the price of fuel by two thirds overnight. These were the first major protests seen since 1988, taking place throughout the country, culminating in at least 100,000 people taking to the streets in Yangon on 24 September 2007 (Steinberg, 2013). The result was another significant military crackdown, with hundreds killed, and many more arrested and placed in prison. In response, the international community placed further sanctions across significant parts of the business and government related economy. In October 2007 General Thein Sein was appointed Prime Minister.

On 3 May 2008 the tropical cyclone Nargis hit the low-lying Ayeyarwady Delta region causing "the single most devastating disaster to strike Burma/Myanmar in recorded history" (Steinberg, 2013, p. 139). At least 138,000 people were killed immediately, with over 1 million made homeless and in immediate need of food and shelter (Steinberg, 2013). Some villages had been almost completely destroyed with few survivors, virtually no family was spared the loss of a member (Larkin, 2010).

The cyclone was marked by inactivity by the military government who did little to react within the first few weeks, most famously turning down offers of international assistance on the fear of "regime change... the junta believed that this would be the best excuse for an invasion" (Steinberg, 2013, p. 141) . Bernard Kouchner, France's Foreign Minister had attempted to persuade the UN to "deliver aid by force" if necessary (Larkin, 2010, p. 85).

Aid did eventually begin to arrive in the country, thus beginning the process of the international donor and development community's involvement in Myanmar.

3.1.1 The Path to Change: a new constitution, elections, and civilian government

A new constitution was ratified by a referendum in 2008 that took place during the aftermath of Cyclone Nargis (Larkin, 2010). Elections took place in November 2010 with Than Shwe's preferred candidate the newly retired, ex-General Thein Sein (who had been Prime Minister since 2007) standing as the USDP candidate, and Aung San Suu Kyi still under house arrest. The USDP won the election with Thein Sein becoming Myanmar's first civilian President since 1962 (Burma Fund UN Office, 2011). The official handover to civilian Government took place on 30 March 2011 (The Outlook, 2011). On 13 November 2011 Aung San Suu Kyi was released from house arrest (McVeigh, 2010).

By-elections were held in 2012 in which the newly released Aung San Suu Kyi making the ground breaking decision for the NLD to participate, subsequently winning 40 out of the 45 seats contested, herself winning the seat of Kawhmu Township in Yangon (Golluoglu, 2012).

Re-joining the International Community and lifting of Sanctions

With the new civilian government, Myanmar began a series of reforms, significantly relating to freedom of speech and the creation of new political parties (Bhasin, 2014). The banking sector was reformed in 2012, with the Kyat floated at the market rate in 2013, opening up the country both for private investment and development aid (Bhasin, 2014). The first sanctions against government organisations and some businesses were lifted in 2012, with banking sanctions lifted in 2013.

President Obama visited officially in 2012, stating the country was on a "remarkable journey" of reform (BBC News, 2012b). International trade increased rapidly, as did international tourism arrivals, with a construction boom in Yangon and other cities, and controversial 'hotel zones' planned at flagship destinations (Viboonchart, 2013).

Donor funding and Development Assistance

Myanmar was never completely cut off from the international aid community. The UNDP had maintained a presence in Myanmar, and in some ways ran in parallel to government, providing basic services such as access to running water in rural villages (Kristensen, 2014c). The UNODC (UN Office on Drugs and Crime) has been active on mostly opium eradication and alternative livelihood projects.

Development assistance began in a larger scale to support the recovery efforts after cyclone Nargis in 2008, with larger scale involvement beginning post 2011 and has increased rapidly since. For the year 2011, US\$917million through 64 projects was committed by international Development Partners in Myanmar (Mohinga, 2017a); rising to US\$8.11billion through 647 projects in 2016 (Mohinga, 2017b). Between 2011 and 2015 a "total of US\$13.7 billion was committed to Myanmar [with] over US\$10.3 billion disbursed, making Myanmar the 13th-largest recipient of aid commitments globally for this period" (Carr, 2018, p. 8). The top sources of aid are Japan, The World Bank, and The United Kingdom (Carr, 2018, p. 12).

Contemporary life in Myanmar and the Path to the 2015 Elections

To the surprise of many, "free and fair" elections were held on 8 November 2015 (Holmes, 2015b), with the NLD winning 77% of seats (Holmes, 2015a). Power was smoothly handed over on 30 March 2016 (Peel, 2016).

Myanmar culture is going through a process of rapid change, visible primarily in the cities. In Yangon and Mandalay young people are adopting Western/Asian style clothing, new businesses have opened along with a construction boom and a huge increase in traffic. However in rural areas that account for 64% of the population, things remain much the same in development terms.

The NLD's position has waned somewhat, losing some of its international support after Aung San Suu Kyi's silence on the politically sensitive Rohingya ethnic violence and perceived concessions to, and behind the scenes wrangling with the military (Hume, 2014). The NLD's dominance in elections is by no means guaranteed, many ethnic minority groups (which make up 32% of the population) view the party as Bamar majority dominated. A plethora of new political parties has been formed, many of them ethnically based, with 62 parties registered for the 2015 election (Jesnes, 2014).

3.2 Myanmar: the Demographics

This section discusses the demographics of Myanmar to provide a broad understanding of the context of the Inlay Lake Region, and how these fit within the development environment of Myanmar as a developing country. It is important to gain an understanding of the political administration of the country, its size, development indicators, main ethnic group

composition, and conflict issues, all of which affect the Inlay Lake Region as a tourism destination though international tourist perceptions, whilst at the same time understanding the sometimes complex development realities of poor infrastructure, health care, inter-ethnic conflict, and so on.

Ultimately conducting Participatory Destination Management Planning in the international development context aims to improve the livelihoods and social justice of a given region. Understanding the conflict situation in particular highlights the issue that Myanmar has significant challenges to achieve peace and stability, which may be considered as necessary for long-term and wider growth of tourism. Tourism has the potential of improving Myanmar's development indicators through the development of a *Participatory Destination Management Planning Model* (as introduced in Chapter 10), with the intention of contributing to increased prosperity throughout the country.

Myanmar is the western-most country in South East Asia, sandwiched between India, China and Thailand with short borders with Bangladesh and Laos, and a coastline of 1,930 km (UNDP, 2015):

Draw a circle around Mandalay with a radius of only a little more than 700 miles. That circle reaches west over Bangladesh and across the hill states of India, to Assam, West Bengal, Orissa and Bihar; north and east to China's Yunnan and Sichuan provinces and parts of Tibet; and southward to cover most of Laos and Thailand. Within that circle are the homes of no fewer than 600 million people, nearly one in ten of all the people on the planet. And nearly all the people of this Mandalay-centric world are poor – the circle includes as many poor people as all the poor in sub-Saharan Africa.

(Thant Myint U, 2011, p. 95)

Myanmar is emerging from a period of military dictatorship that has lasted for over 50 years, reducing what might have been the richest country in South East Asia at independence from the UK in 1948 to the poorest, and has been synonymous with brutal military regimes, poor governance, sanctions, and in the context of this thesis, boycotts on tourism (Skidmore and Wilson, 2008; Valentin, 2009; Thant Myint U, 2011; Steinberg, 2013).

This has resulted in a country where "the truth of events [have been] obscured by heavy censorship and propaganda [where] rumours act as alternative forms of news, and in some cases can become as important as hard facts" (Larkin, 2010, p. 14), with 'facts' sometimes educated guesses, and information spread by informal networks. Steinberg (2013, p. xxiv) describes the Government's official population figure of 57,504,368 in preparation for the referendum on the constitution in 2008 as likely to be "spurious specificity", considering a census had not been conducted since 1983.

Area and Land

Myanmar covers a geographical area of 676,578 square kilometres, stretching from latitude of 28 degrees in the north to 10 degrees in the south (UNDP, 2015). Traditionally it has been divided into two main geographical zones: "Lower Myanmar" and "Upper Burma" (Seekins, 2006, p. 4). Lowland Myanmar is typified by hot and dry summers (March to May where temperatures can exceed 40 degrees Celsius); a tropical monsoon rainy season (May to October), with a short cool dry season (November to February). "Temperatures reach 45°C in central Myanmar, and fall to 0°C in the north. The average annual temperature varies from 22°C in the highlands of the Shan plateau to 27°C in the southern lowlands" (Saw Myat Yin and Elias, 2012, p. 10).

Northern and mountainous areas have cold winters: Hakha, the capital of Chin State regularly sees night time temperatures of below zero in December to February. In the far north, Myanmar's highest peak Mount Gamlang Razi at 5,870 metres above sea level is covered by snow year-round (James *et al.*, 2015).

The country has developed around the Ayeyarwady and Chindwin rivers, where evidence of inhabitation goes back to 10,000 BC (Seekins, 2006). Myanmar also shares a short proportion of the Mekong, where it forms the border with Laos.

Economically Myanmar has significant natural resources, especially wood products, and gems (an "estimate[ed]... 90% of the world's supply in rubies and 70% of premium jadeite is of Burmese-origin (Egreteau, 2013, p. 1)). Other significant economic outputs include agriculture, oil, and gas (UK Border Agency, 2012). Responsible tourism is a "national priority" (MoHT, 2013, p. 1).

Nay Pyi Taw, the capital city is located in approximately the geographical centre of the country with an estimated population of 1.15 million (MIP, 2014). The construction of Nay Pyi Taw began in 2002 for reasons that are not officially stated, when senior generals made the decision to create a new capital city (Skidmore and Wilson, 2008). Government ministry staff, relocated to Nay Pyi Taw on the 6th November 2005, an auspicious day in the lunar calendar, having received orders just the day before (Thant Myint U, 2011, p. 118). Yangon, the previous capital, remains the economic capital of the country, with a population of 5.2 million (CIA, 2017a).

States and Regions of Myanmar Map

Figure 3.3 Map of Myanmar showing States and Regions



Map courtesy of the Myanmar Information Management Unit (MIMU, 2015c)

Political Divisions and Administration

The Republic of the Union of Myanmar is divided into seven states, seven regions and the Union Territory of Nay Pyi Taw. Under state/regional level are six ethnically based Self Administrative Zones (SAZs), five of which are in Shan State, the remainder in Sagaing Region (Steinberg, 2013) as shown in Figure 3.3. Table 3.1 shows the population and size of each:

Table 3.1: Population and Size of Myanmar's States and Regions

Name	Population (2014 Census)	Area (km ²)
State		
Chin	478,690	36,018
Kachin	1,689,654	89,041
Kayah	286,738	11,731
Kayin	1,572,657	30,383
Mon	2,050,282	12,296
Rakhine	3,188,963	36,778
Shan	5,815,384	155,801
Region (Division prior to 2010)		
Ayeyawady	6,175,123	35,031
Bago	4,863,455	39,402
Magway	3,912,711	40,820
Mandalay	6,145,588	37,945
Sagaing	5,320,299	93,704
Tanintharyi	1,406,434	44,344
Yangon	7,355,075	10,276
Union Territory		
Nay Pyi Taw	1,158,367	7,054
Self Administered Zones:		
Danu, Ko Kang, Naga, Pa Laung, Pa-O, Wa		

(MIMU, 2015a)

There is no difference between *State* and *Region*; *States* represent the majority ethnic group within (for example the Shan ethnic group is the majority ethnicity in Shan State) with *Regions* being predominately comprised of the Bamar majority ethnic group.

Each State/Region has a state/regional level government with a Chief Minister. Each State/Region also has a cabinet of Ministers, however they lack true executive powers, with state/regional branches of executive ministries reporting directly to the relevant Union Ministry in Nay Pyi Taw (Kyi Pyar Chit Saw and Arnold, 2014).

States/Regions are sub-divided into districts (of which there are 67 in total), each with a council. Administration below district level is undertaken by the General Administration Department (GAD) under the Ministry of Home Affairs. Districts are then divided into Townships, Village Tracts and Villages, each with their own GAD. As part of the reform process, townships are supported by 'Township Development Support Committees' comprised of village 'elders' (Kyi Pyar Chit Saw and Arnold, 2014).

Self Administrative Zones (SAZs) were established under the 2008 constitution as part of the reform process, and were designed to give selected ethnic groups greater autonomy in their governance. The SAZs were developed around existing township boundaries, however they continue to be administered by the relevant GAD. Each SAZ has an elected leader and 10 person assembly that under the constitution is responsible for local issues (Transnational Institute, 2011). However the reform process has been slow and there has been little progress on achieving true autonomy to date, with U Htoo Ko Ko, the leader of the Danu Self Administered Zone stating in February 2014 "to put it bluntly, these are self-administered areas in name only... Authority between the district office [controlled by the Union Government] and the self-administered bodies is also unclear. We are still influenced by Taunggyi district [General Administration Department]" (Lwin, 2014)

The *Union Territory* of Nay Pyi Taw is administered by the Nay Pyi Taw Council on behalf of the Office of the President (MIMU, 2015a).

In reality parts of the country are not under central government control and are administered by separatist movements. The main conflicts are summarised later in this chapter.

Infrastructure

The country's transportation infrastructure, the key factor influencing tourism growth, is under-developed. Only 20% of the country's 130,000 km roads are paved. In comparison, road density ASEAN-wide is five times higher than in Myanmar. This has two consequences for tourism: first, road travel between destinations is time-consuming and second, road quality in and around the destinations is poor, restricting visitor movement (Haynes *et al.*, 2014).

The country is relatively well served by airports and airlines: as of January 2018, there were 10 domestic airlines operating, most operating 70-seat turboprop aircraft, with fleet sizes between 2 and 10 aircraft.

Myanmar has a relatively extensive rail network, a considerable amount constructed during the 1990s in addition to the colonial era lines. Tracks and infrastructure are in poor condition with train rides slow and bumpy.

The electricity demand outstrips supply, with daily electricity outages being common, and associated problems with low voltage and brown-outs. 79% of generating capacity is from hydropower, resulting in more frequent load shedding at the end of the dry season (CIA, 2017a). Less than 30% of the population has access to electricity. The electricity crisis has resulted in most tourism related facilities using petrol or diesel generators (Haynes *et al.*, 2014).

Until November 2014 Myanmar had a mobile penetration rate of less than 10%, and a 0.03% internet coverage, making the country "one of the world's least connected nations" (MoHT, 2013, p. 21). However since the opening of the telecommunications sector in November 2014, Myanmar experienced a communications revolution, with 95% mobile data coverage by March 2016 (Trautwein, 2016). SIM cards are now affordable, resulting in a rapid growth of social media usage and the use of smartphones and tablets: it is estimated that most Myanmar people will experience their first use of such technology on a mobile device (Millward, 2014).

Health provision is generally poor, however all major cities operate at least one hospital. All townships have basic clinics, however these often lack facilities and equipment, and there is no public ambulance service (UK Border Agency, 2012).

The currency of Myanmar is the Kyat (MMK). The country remains a cash-based economy with a poorly developed banking sector, though this is changing rapidly. Until 2012 the Kyat remained at the official exchange rate upon independence at 6Ks to US\$1 whereas the black market value was approximately 850Ks to US\$1 (Richmond, 2012). 2013 saw currency liberalisation, the first ATM machines introduced and the joining of the Visa, MasterCard and SWIFT systems. This allowed overseas credit/debit cards to be used, as well as the decline of the black market (Roughneen, 2013). (On 31 January 2018 the Kyat traded at 1,324 to the US\$ (xe.com, 2018c), 1,878 to the GBP (xe.com, 2018a)).

Population & The Census of 2014

In 2014 the first national census conducted since 1983 calculated the population to be 52 million (MIP, 2014), lower than some estimates of 60 million, leaving 8 million people in some way or another 'unaccounted' for (MacGregor, 2014). This lower figure may have been related to the high number of refugees overseas, especially in Thailand and the exclusion of the sizable Rohingya minority (with an estimated population of 900,000). The Rohingya Crisis of 2017-8 has been cited as a "textbook example of ethnic cleansing" by UN Human Rights official Zeid Ra'ad al-Husseini (Safi, 2017). A total of 50,213,067 people were officially enumerated with 1,206,353 non-enumerated and estimated (MIP, 2014, p. 4). Collection of data was not possible in areas of on-going armed conflicts and separatist movements in Kachin and Kayah States.

As of January 2018 full results of the census have not been released, and may be withheld permanently due to religious composition of the country and heightened tensions between Buddhist and Muslim communities (MacGregor, 2014). 44% of the population is estimated to be under 25 (CIA, 2017a).

3.2.1 Main ethnic groups

The Myanmar Government recognises 135 distinct ethnic groups, which are in-turn grouped into eight "major national ethnic races" (Bhasin, 2014, p. 71). These are in order of

population percentage Bamar (68%), Shan (9%), Kayin (Karen) (7%), Rakhine (4%), Chinese (3%), Indian (2%), Mon (2%) with 5% making up the other indigenous and non-indigenous ethnic groups (CIA, 2017a).

In the Inlay Lake Region there are 5 main ethnic groups, with Innthar, Pa-O, Danu, and Taunggyo considered as sub-divisions of the Shan ethnic group (Martin Smith, 1994; Thawngmung, 2011; Faust, 2016). The following provides a summary of their main characteristics and context within the Inlay Lake Region and all are stakeholders in the tourism development of the region. There are no precise published figures on ethnic group composition, however it is estimated that the main ethnic composition of *Inlay Lake* is 70% Innthar, 15% Shan, 10% Pa-O, 3% Bamar and 2% Danu (Faust, 2016), however these figures are not corroborated. Fortunately, there is no overt conflict between the groups, and the region is considered peaceful (Haynes, 2014c; Faust, 2016; Konstanzer, 2016). Additionally, each ethnic group tends to live in separate areas as discussed below. During the research process great care was taken to ensure all groups were represented.

Innthar

The Inntha (also spelt Intha, Inthar, In Thar, Inn Thar) are the largest ethnic group who live on and by the shores of Inlay Lake (Haynes, 2014c; Faust, 2016). They are well-known by tourists for their traditional dark-yellow dress, leg-rowing techniques, and use of traditional fishing practices on Inlay Lake. Their main economic activities include tomato and flower growing on ‘floating gardens’ on Inlay Lake itself, fishing, and other agriculture activities on the lake’s shores. They also have developed handicrafts that include lotus-weaving, metalwork, jewelry, and cigar (cheroot) rolling, all of which have been adapted for tourism. The Innthar people are the main ethnic group that tourists see and visit on the lake, and are the main group that inhabit Nyaungshwe, the lake’s tourism access town and hub.

‘Innthar’ translates to ‘children of the lake’ in the Innthar dialect (which is a dialect of Myanmar, understandable by mainstream speakers), and consider themselves as ‘guardians of the lake’ (Faust, 2016). Innthar representatives have complained they were not offered ‘Self Administrative Zone’ status (see Section 3.2) when they were created in 2008, due to Inlay Lake being considered of national importance for tourism (Dunant, 2018). The vast majority practice Buddhism.

Shan

The Shan are Myanmar's largest ethnic group, and whilst representing an estimated 15% of the population in the Inlay Lake area, they are dispersed and not associated with a particular area as other ethnic groups (Faust, 2016). The Shan are ethnically linked to the Thai, and speak a similar language, although Myanmar is more widely spoken amongst younger people. The vast majority of Shan are Buddhist, some practice Christianity.

The Shan were the chieftains or "Saophas" of the Shan State kingdoms (Sai Kham Mong, 2007, p. 261), see Chapter 3 page 63. Larger groups of ethnic Shan are found to the east of the Inlay Lake Region in northern and eastern Shan State.

Pa-O

The geographical centre of the Pa-O community are the mountains around Taunggyi and Kalaw, and within the Pa-O Self-Administered Zone (see Section 3.2). The British referred to them as 'Black Karen' as most Pa-O woman wear black dresses (Faust, 2016). The Pa-O maintain a strong national identity and maintain their national dress. The Pa-O legend believes their ancestors fled north to Shan State from the Mon City of Thaton in the eleventh century (Michalon, 2014). The Pa-O have their own language which is related to Khmer, and many older Pa-O cannot speak Myanmar (Margontier-Haynes, 2016). The vast majority practice Buddhism.

The Pa-O are considered as 'well-organised' and are politically centred around the Pa-O National Organization (PNO) that acts as the local government for the Pa-O SAZ. They maintain a standing army, the Pa-O National Army and signed a ceasefire with the Myanmar Government in 1991, resulting from a separatist movement since Myanmar's independence from the UK (Chao Tzang, 2010).

The Pa-O have well-established tourism interests in the Inlay Lake Region, through the PNO-owned *Golden Island Cottage Group*.

Bamar

The Bamar are the largest ethnic group of Myanmar, and give their name to the former name of the country, *Burma*. They are known as 'lowlanders' and considered to some extent as

‘outsiders’ of the region (Faust, 2016). States with a Bamar majority are called ‘Regions’ in Myanmar’s political structure (see pages 75-76), with Bamar being associated with the civil service and the government in the region (Transnational Institute, 2014).

Danu

The Danu people are believed to be closely related to the Bamar people, having migrated to what is now the Danu Self-Administered Zone in the 17th Century (Faust, 2016). The name ‘Danu’ is believed to mean ‘brave archer’ in their dialect (which, as with Innthar is a dialect of Myanmar, and understandable by mainstream speakers), and are believed to have settled in the region after fighting wars in Thailand (Faust, 2016). The vast majority practice Buddhism.

Their main economic activities are based around agriculture, with significant amounts of tea cultivation in hill areas, and are mostly located in the Pindaya/Ywangan hill areas (see Figure 1.1 on page 8).

Minor Groups:

In addition to the above, the following groups exist in smaller numbers, as well as ethnic groups from elsewhere in the country:

- | | |
|---------------------------|--|
| Taung Yoe: | a small sub-division of the Shan ethnic group, spread throughout the Inlay Lake Region. |
| Lissu: | a small minority originating from Yunnan, living mostly in the southern areas of the region. |
| Nepali and Indian: | living mostly in Kalaw Township, settling after the colonial period, brought by the British to build railways and serve in administration. |

3.2.2 Religion

The religious make-up of the country is officially Theravada Buddhist 89%, Christian 4% (Baptist 3%, Roman Catholic 1%), Muslim 4%, Animist 1%, other 2% (CIA, 2017a). However the non-Buddhist population may be higher (see below). Myanmar is officially a secular country, however Buddhism plays an important role for the majority of society, and is prevalent in everyday life (Ganesan and Kyaw Yin Hlaing, 2007). Central to Buddhism in

Myanmar is Shwedagon Pagoda (Golden Lion Pagoda), where relics of the Buddha are said to be buried deep within the foundations (Thant Myint U, 2011). A very popular form of 'merit-making' is covering Buddhist statues with gold leaf.

Also important is the practice of *Nat* (or spirit) Worship, especially in rural areas. The *Nats* include animist nature spirits, but also may include more mundane objects in daily life (such as scales in a market for example), and can take many forms (Thant Myint U, 2004). Many people believe in astrology, fortune telling and numerology: many events within the Myanmar calendar are organised to take place on auspicious dates (Steinberg, 2013).

Religion in the Inlay Lake Region reflects the diversity of the country as a whole, and there are no overt religious tensions, and there has been no backlash or incidents related to the crisis in Rakhine State (see Section 3.2.3). The town of Kalaw, prides itself on its religious and cultural diversity, and part of the agreed vision of the *Destination Management Plan for the Inlay Lake Region* was agreed that “Tourism should serve to strengthen religious, ethnic and racial cooperation” (Haynes *et al.*, 2014, p. 10).

3.2.3 Basic Development Indicators

Table 3.2 Basic Development Indicators compared between Myanmar and the UK

Indicator	Myanmar Value	Myanmar Global Ranking/ Average (mean)	Year of Data	UK Value	UK Global Ranking/ Average (mean)	Year of Data
Health expenditure	2.3% GDP	188	2014 (CIA, 2017a)	9.1% GDP	38	2014 (CIA, 2017b)
Education Expenditure	0.8% GDP	172	2011 (CIA, 2017a)	5.5%	36	2014 (CIA, 2017b)
Literacy	75.6%	81% Global average	2012 (CIA, 2017a)	99%	-	2014 (CIA, 2017b)
Urban Population	33.6%	-	2014 (CIA, 2017a)	83.1%	-	2017 (CIA, 2017b)
Population Growth Rate	0.91%	121 (low)	2014 (CIA, 2017a)	0.52%	157 (low)	2017 (CIA, 2017b)
Population under poverty line	25.6%	-	2016 (CIA, 2017a)	15%	-	2013 (CIA, 2017b)
Tax collection as a % of GDP	12.6%	203	2016 (CIA, 2017a)	39.2%		2016 (CIA, 2017b)
Average life expectancy (UNDP, 2016)	66.1	71.4 Global average	2015	80.8	-	2016

UNDP Human Development Index (HDI) (UNDP, 2016)	0.556 "Medium Human Development"	145	2015	0.909 "High Human Development"	16	2015
GNI per capita (US\$ PPP) (UNDP, 2016)	US\$ 702	150	2014	US\$37,931	14	2014

3.2.4 The 2008 Constitution & Current Politics of Myanmar

Myanmar's political administration is based upon the 2008 constitution. 25% of seats in both houses are reserved for military representatives (any constitutional change requiring 75% approval) (Cheesman *et al.*, 2010).

Myanmar is governed by the Assembly of the Union, the *Pyidaungsu Hluttaw* (the national parliament). The *Pyidaungsu Hluttaw* is divided into an upper house, the *Amyotha Hluttaw*, with each state or region appointing and sending 12 members through state elections. The *Amyotha Hluttaw* has a total of 228 seats, 54 of these being appointed by the Commander in Chief of the Military. The lower house or House of Representatives, the *Pyithu Hluttaw* has a total of 440 seats. 330 of these are directly elected representatives at township level, with 110 appointed by the Commander in Chief of the Military (Bhasin, 2014).

Parliament is based upon the British system, using the 'first past the post' electoral system, with non-compulsory universal suffrage above 18 years of age under secret ballot. Both houses are elected at the same time, each member serving a term of 5 years (Bhasin, 2014). The first election under the constitution was held in 2010 with a turnout of 77.26%, with the opposition party, the National League for Democracy (NLD) boycotting elections that were branded as "neither free or fair" and a "foregone conclusion" by Western governments (BBC News, 2010). The 2010 election saw the military supported Union Solidarity and Development Party (USDP), winning 58%, followed by the Shan Nationalities Development Party winning 4% (Burma Fund UN Office, 2011).

The constitution states that any president "shall he himself, one of the parents, the spouse, one of the legitimate children or their spouses not owe allegiance to a foreign power, not be subject of a foreign power or citizen of a foreign country" (Government of the Republic of the Union of Myanmar, 2008, p. 26), specifically barring opposition and democracy leader Aung San Suu Kyi.

The president, the head of state and the head of government are elected by members of parliament, not directly by the electorate. The president appoints a cabinet of 36 ministers and the Union Auditor General and the Union Attorney General (Bhasin, 2014).

The Reform Process

Myanmar is embarking upon a long process of reforms that aims at decentralisation and potentially the creation of a Federal republic (Munz, 2015). Recent progresses have seen some backward steps in 2017 and 2018 with increases in ethnic conflicts, and with an increasingly delicate balance between the National League for Democracy and the Military, who remain strongly in the back ground, and could potentially return to power forcibly: the political outlook is far from stable (Economist Intelligence Unit, 2018; Stokke *et al.*, 2018).

3.2.5 Conflicts and Human Rights

Myanmar is a country that still suffers many unresolved conflicts. Many of the conflict zones remain in abject poverty, with little or no infrastructure and poorly educated populations (Pulipaka, 2017), with "no end in sight" to conflicts (Kreibich *et al.*, 2017). The main conflicts are as follows:

Rakhine State: Active - Ethnic based

The UN has described the Rohingya as the "most oppressed people on earth" (Sutton, 2013):

The government of Myanmar denies the presence of an ethnic community called "Rohingyas" and terms them as illegal immigrants from Bangladesh.

(Pulipaka, 2017, p. 19)

Their history dates back to the state of Kingdom of Arakan in the 7th Century, covering both sides of the current border with Bangladesh (Ba Tha Kaladan, 1963). The Myanmar government stance is they are Bengali migrants that arrived in small numbers since independence, whose population has grown considerably to the current estimated 900,000 (Tin Maung Maung Than, 2007; Transnational Institute, 2014). The Bangladeshi government consider them to be legal migrants and do not wish to see their return, leaving them effectively stateless (European Commission, 2014).

Ethnic violence against the Rohingya broke out in 2012 over allegations of rape of an ethnic Bamar and Buddhist by a Muslim Rakhine, that led to widespread destruction in the state capital Sittwe, with tens of thousands fleeing the city (BBC News, 2012a). The international response has been limited, perhaps unwilling to isolate Myanmar during a time of political change (Wagley, 2014). Médecins Sans Frontières was infamously the first NGO to be revoked since 2010 in Myanmar for allegedly favouring ethnic Rohingya in the violence (Al Jazeera, 2014). An attack by the *Arakan Rohingya Salvation Army* on 25 August 2017 (Edroos, 2017) led to the mass migration of 655,000 people into refugee camps in Bangladesh, with reports of them fleeing torture and mass killings (BBC News, 2018).

Kachin State: Active: Independence Movement

The Kachin independence movement had its roots in the British period, Kachin people forming a significant part of the Army (Thant Myint U, 2004). Before independence the Kachin were promised independence under the Panglong Agreement of 1947, however this was annulled after General Ne Win's takeover in the 1962 military coup. The Kachin withdrew military support for the Tatmadaw (the national army), forming the Kachin Independence Army (KIA) (Ganesan and Kyaw Yin Hlaing, 2007). Since 1962 with the exception of the major towns, Kachin State has been under the direct control and administration of the Kachin Independence Organisation (KIO).

A ceasefire was signed in 1994 after a Tatmadaw offensive seized the Kachin's main jade mine (and main source of income) (Thawngmung, 2011). The conflict renewed in 2011 related to the construction of a government controlled hydro-power dam in KIO territory (Bhasin, 2014). Ceasefire talks as of January 2018 had not been successful and the conflict remains active.

Kayin State: Active - Independence Movement

Predominantly Christian Kayin (or Karen) State has fought for independence since 1949, led by the Karen National Union (KMU) and the Karen National Liberation Army (KNLA). The conflict had origins dating from the colonial period, as the Karen were given positions of power in the British Burma Army: in 1945 the army had "33 Karen officers compared to just 3 Burmans [Bamar]" (Foley, 2010, p. 30). The conflict has continued since, with an estimated

150,000 refugees living in camps across the border in Thailand (Roberts, 2010), with ceasefires remaining elusive and human rights abuses committed on both sides.

Kayah State: Uneasy ceasefire: Independence Movement

Kayah State has seen conflicts over natural resources and their exploitation by national government with the Karenni National Progressive Party campaigning for self-determination. The Karenni Army and the Myanmar Government signed a ceasefire in March 2012 (UK Border Agency, 2012), however much of the state remains officially off limits to foreigners (MoHT, 2018).

Northern Shan State

Conflicts within Kachin State have spilled over into Northern Shan State since 2011, with conflicts related to semi-independence movements by the Ta'ang National Liberation Army; the United Wa State Army; the Shan State Progress Party/Shan State Army- North; and the Myanmar National Democracy Alliance (Stokke *et al.*, 2018, p. 26).

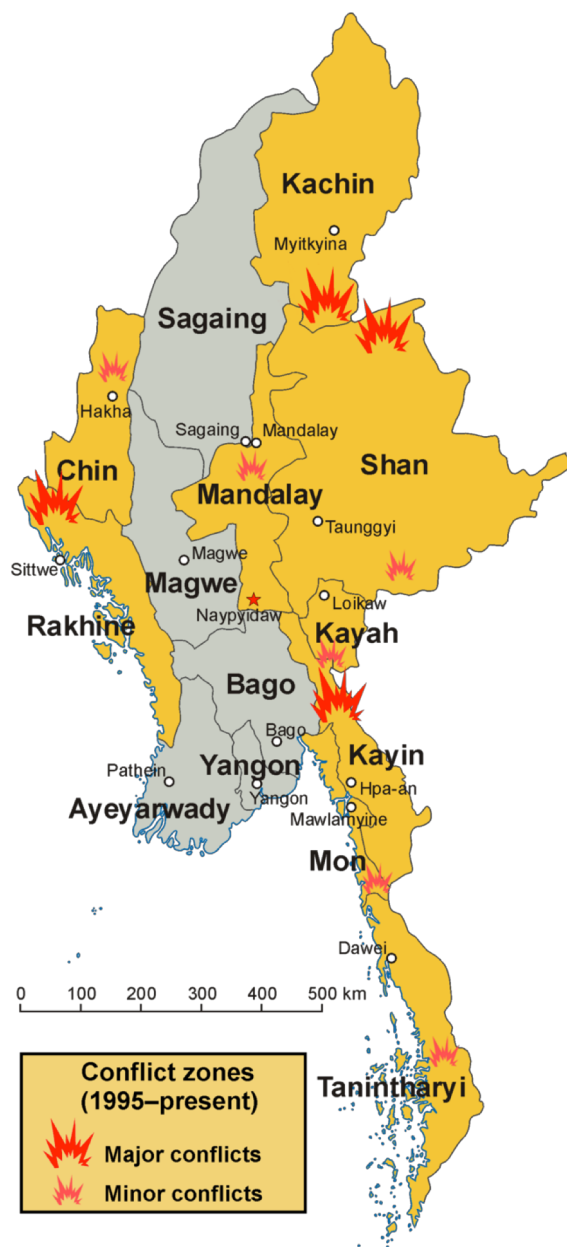
Religious

As previously mentioned, the risk of inter-religious violence is rising with the Buddhist 969 Movement led by Ashin Wirathu, creating increased distrust of the Muslim population (Soe Win Than and Ko Ko Aung, 2015). Officially Muslims make up 4% of the population, however unofficial estimates have put this as high as 20% (US Department of State, 2006). In 2015 a controversial law on Race and Religion was discussed in parliament that would amongst other things, make non-Buddhists require official approval to marry Buddhists: Amnesty International (2015) called upon the Myanmar Parliament to "...reject these grossly discriminatory laws which should never have been tabled in the first place. They play into harmful stereotypes about women and minorities, in particular Muslims, which are often propagated by extremist nationalist groups".

3.2.6 Human Rights Abuses

All belligerents of the conflicts have conducted documented human rights abuses of one type or another. These include conscription of child soldiers, rape, forced displacement, summary executions and so on (Chen, 2014).

Figure 3.4 Map showing main conflict areas in Myanmar



Map taken from *Wikimedia Commons* (CentreLeftRight Aoetearoa, 2016)

Figure 3.4 shows the main conflict areas in Myanmar that are still current as of January 2018. Note that the Inlay Lake Region is located to the left and below Taunggyi in Shan State.

The **major conflicts** by state are:

- Kachin State, related to the *KIA* (Kachin Independence Army) separatist movement;
- Shan State, related to the Myanmar National Democratic Alliance Army separatist movement;
- Rakhine State, related to the Rohingya Crisis;
- Kayin State, related to the *KNLA* (Karen National Liberation Army) separatist movement.

Minor conflicts include the small separatist movement by the *Chin National Army* in Chin State; inter-ethnic tensions in Mandalay between Buddhist and Muslim communities; clashes between the *Shan State Army South*, and the *Thatmadaw* (Myanmar's national military); an uneasy peace in Kayah State with the *Karenni Army* and *Thatmadaw*; small scale separatist movement by the *Mon National Liberation Army*, and separatist movement led by the *KNA* (Karen National Army) (Cheesman and Farrelly, 2016; Stokke *et al.*, 2018).

3.3 Tourism Post 2011

This section discusses the tourism context of Myanmar, and how this has developed since the 2012 political reforms that have seen significant growth in both international arrivals and domestic tourism. The section introduces the current policy framework that includes a focus for tourism development to bring prosperity to Myanmar's citizens in a 'responsible' manner, and provides as such the tourism policy framework for this thesis.

The start of modern-day tourism in Myanmar began during the British colonial era with the construction of hotels in Yangon, such as the grand Strand Hotel, as well as the "delightful hill station" of Maymyo (Harmer, 1901, p. 190) as an escape from the heat of the lowlands.

Tourism was not encouraged during Ne Win's rule and period of isolation, thus Myanmar did not participate in the global and regional tourism phenomena of the 1960s, 70s or 80s, or from 'R&R' visits from the US and allied military during the Vietnam War, that began Thailand's tourism industry (Ryan and Hall, 2001).

In 1992 the government introduced a 28 day visa as part of the departure from the socialist economy, leading to the 1996 'Visit Myanmar Year' and subsequent development of tourism infrastructure (Hobson and Leung, 1997). International arrivals for the first decade of the 21st Century averaged around 300,000 until 2010 (Trading Economics, 2012). Due to sanctions, boycotts and the negative image of the country, real growth in tourism did not take place until after the reforms of 2011-12 (MoHT, 2015), with international air arrivals approximately 1 million per year from 2014-2016 (MoHT, 2017).

The international travel industry as well as the international development sector regarded Myanmar as the "last frontier" of tourism in Asia as if nothing else, as tourism arrivals were so low, that they could only grow (Ko Ko Thett, 2012, p. 13). The MoHT (2013, p. i) sought to "maximize tourism's contribution to national employment and income generation, and ensure that the social and economic benefits of tourism are equitably distributed". At the same time there were concerns relating to responsible and sustainable development of the sector by the donor/development community, especially related to environmental damage, poor social involvement in tourism from local communities and issues such as land rights issues in countries where the rule of land title may not always respect traditional users (Häusler *et al.*, 2012).

3.3.1 Development Partner Supported Policies and Myanmar Tourism Master Plan

The Myanmar Responsible Tourism Policy

The *Myanmar Responsible Tourism Policy* was published on 27 September 2012, focusing on Responsible Tourism as a means of maximising economic, social and environmental benefits

and minimising costs to destinations (Häusler *et al.*, 2012). The German NGO, *Hans Seidel Foundation*, funded the policy.

We intend to use tourism to make Myanmar a better place to live in – to provide more employment and greater business opportunities for all our people, to contribute to the conservation of our natural and cultural heritage and to share with us our rich cultural diversity. We warmly welcome those who appreciate and enjoy our heritage, our way of life and who travel with respect.

(Häusler *et al.*, 2012, p. 6)

This vision comprises nine action points, which form the overall aims of the policy:

1. *Tourism as a national priority sector;*
2. *Broad based local social-economic development;*
3. *Maintenance of cultural diversity and authenticity;*
4. *Conservation and enhancement of the environment;*
5. *Competition based on product richness, diversity and quality – not just price;*
6. *Ensure health, safety and security of visitors to Myanmar;*
7. *Institutional strengthening to manage tourism;*
8. *Developing a well-trained and rewarded workforce;*
9. *Minimisation of unethical practices.*

(Häusler *et al.*, 2012, p. 8)

The Responsible Tourism Strategy outlines key roles of sectors:

- **Public sector** will regulate and facilitate the process of preparing suitable responsible tourism development frameworks;
- **Local Authorities** will work with local tourism stakeholders in activating action plans of national policy at local level;
- **Private sector** will guide the promotion and development of responsible tourism, focusing on the economic sustainability of tourism in Myanmar in a way that satisfies visitor experiences;
- **Communities** are expected to be the beneficiaries of responsible tourism through their integration and involvement in local tourism development;

- **Non-governmental and civil society organisations** are to encourage responsible tourism development in both the private and public sectors whilst generating greater community engagement;
- **Conservation organisations** will develop and manage state conservation land for tourism;
- Responsible tourism is a way for ensuring equal employment conditions for **women**, thus enhancing the socio-economic situation of families and community life.

Adapted from Häusler *et al.* (2012, pp. 22-23)

The Myanmar Policy on Community Involvement in Tourism

Also, funded by the Hans Seidel Foundation, the *Myanmar Policy on Community Involvement in Tourism* was launched in 2013, to develop tourism as "a means to create wealth for local communities" that "encompasses all ethnic groups in Myanmar", and is "sensitive to local cultures and beliefs of all people" (Häusler *et al.*, 2013, p. 11).

A "core aim" of the Policy is to "enable a significant number of local community members to gradually gain substantial control over the development and management of tourism activities in their region" (Häusler *et al.*, 2013, p. 11), meaning that a large proportion of funds invested in tourism remains in the local economy, and that local communities have a say in the decisions being made in their areas.

Other objectives included strengthening the institutional environment and civil societies; capacity building for community related activities in tourism; developing safeguards, systems and procedures to strengthen community planning and management; encouraging local entrepreneurship through micro and local enterprises; diversifying and developing high quality products and services at community level, and monitoring positive and adverse impacts of community involvement in tourism (Häusler *et al.*, 2013).

The Myanmar Tourism Master Plan

The Asian Development Bank (ADB) funded *Myanmar Tourism Master Plan* was developed from a need identified by the *Myanmar Responsible Tourism Policy*. Taking a broader economic development perspective, the Master Plan's goal is to "maximise tourism's

contribution to national employment and income generation and to ensure that the social and economic benefits of tourism are distributed equitably" (MoHT, 2013, p. iv). Long-term objectives are stated as:

1. *Strengthen the institutional environment;*
2. *Build human resource capacity and promote service quality;*
3. *Strengthen safeguards for destination planning & management;*
4. *Develop quality products and services;*
5. *Improve connectivity and tourism related-infrastructure;*
6. *Build the image, position and brand of Tourism Myanmar.*

(MoHT, 2013, pp. i-ii)

Host communities are mentioned specifically:

The government of Myanmar aims to balance its objectives for economic growth with the well-being of host communities and minimise negative impacts to the country's social, cultural and environmental fabric.

(MoHT, 2013, p. 1)

Additionally the Master Plan explicitly calls for the “development of integrated Destination Management Plans for all flagship destinations [as] a priority” (MoHT, 2013, p. 11). The need for Destination Management Plans is highlighted in Key Objectives 1.2 and 3.1, and as such provides the policy framework that led to the development of the DMPILR, Myanmar's first.

3.3.2 Tourism Institutional Framework

The Ministry of Hotels and Tourism

The Ministry of Hotels and Tourism (MoHT) is the lead Ministry in charge of investment in the accommodation sectors and tourist service sectors (MoHT, 2013). MoHT coordinates with relevant government departments, Ministries and organisations to set licenses, duties and taxes related to the hotel and tourism industry. Its mandate is to guide the development of tourism in Myanmar. Key objectives and functions include:

1. *Implement systematic development of Myanmar's tourism industry;*
2. *Encourage national and international investment in the tourism industry;*
3. *Develop opportunities for wide participation of private entrepreneurs in tourism;*
4. *Promote Myanmar as a world-renowned tourist destination;*
5. *Determine hotel and tourism zones;*
6. *Coordinate with relevant government departments and organisations to form and define the functions of tourism and hotel supervisory bodies in states, regions, districts and towns;*
7. *Upgrade quality, standards and technical skills of the tourism industry;*
8. *Create jobs and raise standards of living through tourism development;*
9. *Cooperate with ASEAN and other countries in tourism.*

(MoHT, 2013, pp. 46-47).

MoHT is comprised of the Directorate of Hotels and Tourism (policy, planning, project management and tourism regulation) and the Directorate of Hotels and Tourism Development (business-related activities, e.g. tour operations, accommodation for state-owned, joint venture and lease facilities).

Myanmar Tourism Federation

The Myanmar Tourism Federation (MTF) was formed in 2012 through the amalgamation of 10 tourism related associations:

1. *Myanmar Hoteliers Association;*
2. *Union of Myanmar Travel and Tourism Association;*
3. *Myanmar Restaurants Association;*
4. *Myanmar Tourism Transport Association;*
5. *Myanmar Souvenir Shops Association;*
6. *Myanmar Domestic Tour Operators Association;*
7. *Myanmar Tourist Healthcare and General Services Association;*
8. *Myanmar Tour Guides Association;*
9. *Myanmar Tourism Human Resources Development Association;*
10. *Myanmar Marketing Committee.*

(MoHT, 2013, p. 16)

The mission of the MTF is to promote Myanmar as a tourist destination, help in the process of sustainable tourism development, welcome and assist investors and develop human resources for tourism-related industries. The steering committee is an amalgamation of all related tourism associations with ties to government (MoHT, 2013).

Tourism Laws & The Myanmar Tourism Sector Working Group

Myanmar's first Tourism Law was passed in 1990 by the SLORC and was superseded by the passing of the Myanmar Hotel and Tourism Law 1993 (Haynes *et al.*, 2014). The need for a new law was prioritised in the *Myanmar Tourism Master Plan*, although as of January 2018, a new Tourism law is still being discussed by Parliament. The researcher is a member of the *Myanmar Tourism Sector Working Group* (TSWG), set up to coordinate tourism development projects in Myanmar during the period of development and engagement with the international development community, private sector and Union Government. As of January 2018, there have been 7 such meetings which are held every 6 months. One purpose of this group is to discuss the development of the new 'Tourism Law' that has been in draft since 2014 (MoHT, 2014), to which the researcher has provided input.

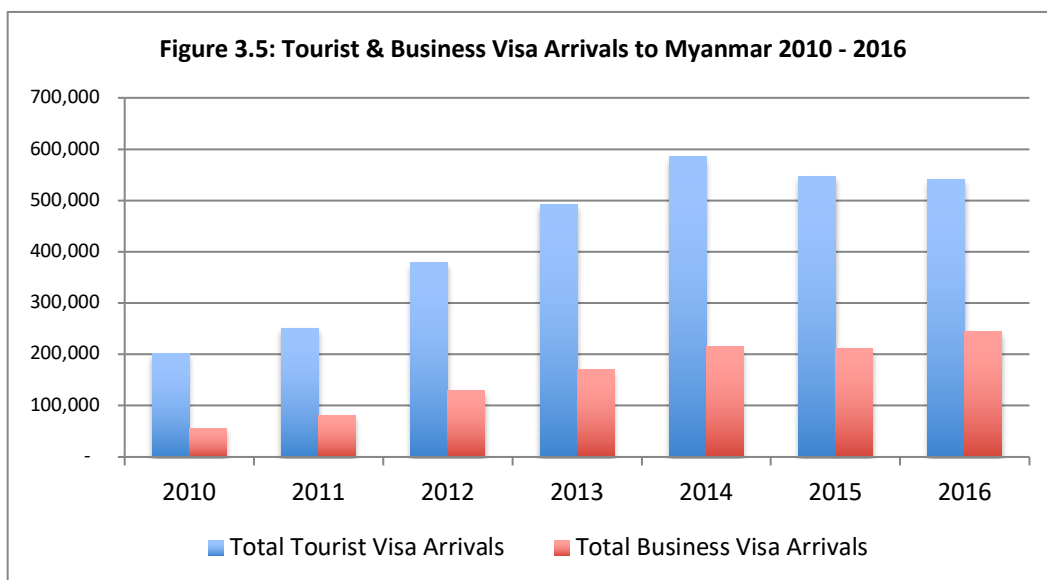
3.3.3 Regional Tourism Context

Tourism in South East Asia

"Travel and tourism are among the most dynamic and resilient economic activities in Southeast Asia" (MoHT, 2013, p. 6). According to the World Travel and Tourism Council "by 2027, international tourist arrivals [to South East Asia] are forecast to total 215,117,000, generating expenditure of USD245.5bn, an increase of 6.2% pa [per annum]" (WTTC, 2017b, p. 5). Tourism is booming in South East Asia as economic growth has allowed residents of the region to travel, with Myanmar having a large regional market on its doorstep.

Tourism in Myanmar

Figure 3.5 shows growth in international visitor arrivals to Myanmar from 2010 to 2016, the latest available data as of January 2018. Over the period international tourist arrivals increased from 201,971 to 541,320; business arrivals from 56,806 to 245,175 (MoHT, 2017).



Developed from (MoHT, 2017).

Average annual growth for tourist visa arrivals² was 35% from 2010 to 2014, growth has stopped from 2015 onward, with a small decline in arrivals. Business visa arrivals grew 45% annually from 2010 to 2014, with growth slowing, perhaps as a result of market saturation, or the Rakhine Crisis.

Visitor Profiles

In 2016 68% of all arrivals were from Asia; 18% from Western Europe; 7% from North America, and 3% from Oceania (3.4%). Of the visitors entering Myanmar on a border pass through land gateways, most were citizens of Thailand who stayed less than one day. Of those staying longer, the average daily expenditure was US\$154 (including accommodation), with an average length of stay of 11 days, having increased from 7 days in 2013 (MoHT, 2017).

Seasonality

Myanmar's tourism seasons follow that of the dry/rainy seasons, with a typical year's season running from September to August, with peak months being January to February, with a shoulder season of September to November and March to May (Haynes *et al.*, 2014).

² Tourism figures can be complex to analyse. Myanmar includes day-crossings at border checkpoints for trading purposes, and as such I use the statistics that record arrivals to Myanmar by entry visa, namely the 'Tourist Visa' and 'Business Visa' as I assume these visitors will use the country's tourism infrastructure, and are a better measure of trends.

3.4 Summary

This chapter has set the context of Myanmar, its basic demographics, history, and tourism context, as the country is engaging with the international community after decades of isolation and sanctions.

Part 1 briefly explored the kingdoms of Myanmar, British colonialism, independence, and the subsequent military dictatorship that excluded Myanmar from the international community. It also discussed more recent political change and the reintroduction of democracy, and perhaps how tourism can potentially promote peace, democracy, and change for the better. The implications for this thesis are that Myanmar has evolved into a strongly hierarchical, top-down political and economic structure since independence, however in history the country has never been truly united as one, being comprised of many distinct kingdoms, meaning there is a lack of trust by many of the Union government. The move towards federalism may well strengthen the case for more destination-focused management: local stakeholders having a stronger say in how their destination is managed for tourism, and receiving more benefits from associated development.

Part 2 described the basic demographics and data for the country, Myanmar clearly having a low level of 'development'. For tourism purposes this presents many challenges of poor infrastructure, poorly educated people, restrictions on travel, conflicts, and difficulties in developing an industry that can keep up with expected growth and compete with its neighbours and on the international stage. The implications for this thesis are that the level of stakeholder's exposure to tourism and indeed up-to-date concepts is low, and whilst tourism may well bring the potential for important economic development, tourism development would need to be managed carefully to ensure wider benefits are felt in host communities at the destination level.

Part 3 presented the post-2011 development of the tourism industry, its legal basis, and growth, along with the development of policies that could see the sustainable development of tourism in Myanmar. Tourism is growing in Myanmar, and despite recent political and humanitarian setbacks, will likely to continue to grow. This strengthens the case for the need for comprehensive destination management planning, fitting into the legal framework

of Myanmar, and the need for a destination management planning model that could be adapted countrywide.

Myanmar is at a time when tourism, if properly managed at the destination level, could improve host communities' involvement in the management of tourism, to provide a framework for economic development and positive change. The move to decentralisation strengthens the case for destination-based management and participatory destination management planning. The following chapter discusses the methodology used in this thesis: how the case study of developing a destination management plan for the Inlay Lake Region has led to the development of an experimental destination management planning model, at the same time exploring the role of Development Partners in an emerging tourism destination.

Chapter 4. Methodology

This chapter describes the methodology used within this thesis. The research overall takes a mixed methods approach under a broad Action Research framework that is described below. As Gay (2009, p. 196) summarises, "methodology is the approach to knowledge which underpins the selection and application of methods". This thesis uses reflection on the process that led to the development of the DMPILR and its subsequent usage and implementation to answer the research question. As such this chapter first describes the overall thesis methodology of Action Research and reflection, and then discusses the methodology used within the Value Chain Study (VCS) and DMPILR *research process*.

The chapter is divided into 5 sections:

1. A short re-cap on the process of developing this thesis;
2. Academic framework of the thesis, research phases, and role of 'research partners' as part of consultancy work;
3. Research Design: a discussion of data collection methods;
4. Research Design by phases;
5. A discussion of limitations, bias, ethics, and data protection.

4.1 Process of Developing the Research Idea

As a practitioner, the researcher wanted to conduct a study that would be relevant to practice, as discussed in Chapter 1. Years of working in the international development sector had highlighted gaps in understanding of how tourism and development converged, and a lack of a macro-level reflection (i.e. looking at how numerous projects were evaluated collectively, as opposed to individually).

Additionally, the researcher was in a position to conduct tourism and development related research in Myanmar, a country that was only just beginning to engage with the international development community. This presented the opportunity of conducting 'relevant research' (Letiche and Lightfoot, 2014); the potential to use research results to: (a) influence regional and national level tourism policy; (b) develop models that other practitioners could use, and (c) link paid work with study: the first two research phases being

conducted as paid consultancy assignments with Myanmar based Development Partners as discussed in Chapter 1 Section 1.

Central to this thesis is the '*Destination Management Plan for the Inlay Lake Region*' (DMPILR) (Haynes *et al.*, 2014), as introduced in Chapter 1 Section 1. The DMPILR *project, research process and document* were developed as a consultancy assignment with the *Myanmar Institute for International Development* (MIID) in a partnership with the *International Centre for Integrated Mountain Development* (ICIMOD) under the *Himalica Programme* (the *Rural Support to Rural Livelihoods and Climate Change Adaptation Programme*, funded by the European Union) as discussed in Section 4.3.2 below. All organisations were fully briefed that 'PhD Research' was taking place, and actively supported the researcher.

As this is a practice-based thesis, it is also important to briefly raise the issue of academic rigour versus practical relevance:

Relevance has often been entrapped in the so-called conflict between science and practice, or rigor and experience. Practice is claimed either to lack relevance or to lack rigor.

(Letiche and Lightfoot, 2014, p. 49).

Conducting research under the auspices of a development organisation brings strength to this thesis. Letiche and Lightfoot (2014, p. 47), state "[b]ecause someone is willing to fund it [research], evidently it has value". In practice, the researcher's personal experiences have shown that academia and practice rarely converge: at over 22 tourism related conferences and seminars attended since 2013 to January 2018, there has been an almost complete lack of academic presence, as well as requests to 'forget about the theory' by representatives of Development Partners during this research, implying in some way that theory and by implication, academia is of little relevance in the real world of 'results based' development.

4.2 Academic and Thesis Framework and Research Phases

From the outset of designing the research framework to answer the research question, it was clear a mixed methods approach would be needed. The research aims to be practice

led, as Candy (2006, p. 3) defines, "lead[ing] to new knowledge that has operational significance for that practice".

4.2.1 *Qualitative Research, the Case Study, Action Research, and Reflection*

Qualitative research has been often criticised as unscientific (Guba and Lincon, 2005), however as Silverman (2013) emphasises, qualitative approaches are the only way to explore an issue more deeply and with a human element. Simply, a quantitative approach would not be able to answer the research question in a meaningful way.

The use of the case study approach has been criticised (or as Flyvbjerg [2011, p. 301] described "misunderstood") as having a low research value as theoretical knowledge is more valuable than concrete knowledge; generalisations cannot be made on the basis of an individual case and thus cannot contribute to scientific development, and they are more useful in generating hypotheses than testing them (Flyvbjerg, 2011).

However, George and Bennett (2005) argue that much that we know of the empirical world has been produced through analysing case studies. George and Bennett (2005, p. 65) define a case study as "an instance of a class of events" and "thus a well-defined aspect of a historical episode that the investigator selects for analysis, rather than a historical event itself.". Nonetheless, the method is often held in low regard despite its wide usage, according to Gerring (2004, p. 341), the case study survives in a "curious methodological limbo", the reason being that it is poorly understood. Flyvbjerg (2011) argues that the analysing of case studies contain a bias towards verification based on the researcher's preconceived notions, so that they are of doubtful scientific value.

Blaxter *et al.* (2010) maintain the disadvantages of case studies are linked to their advantages. In particular their complexity makes data analysis difficult due to their "holistic" nature and the variability of the outcomes based on what is included, with "everything appear[ing] relevant" (Blaxter *et al.*, 2010, p. 74). So, although case studies offer an opportunity for deep understanding of an issue, it is subjectively up to the researcher what to include and what not to.

Whilst the above concerns are valid, the researcher believes that all work related to international development is, and should be, contextualised; and thus any model must be therefore adapted to local context, and a case study fits this need most appropriately.

Action Research is often stated as in some way supporting the advancement of social justice, something that gives a voice or self-determination to the disadvantaged (Belsky, 2004; Brydon-Miller, 2007; Chambers, 2007; Reid and Frisby, 2007; Wakeford *et al.*, 2007; Blaxter *et al.*, 2010; McNiff and Whitehead, 2010; Kemmis *et al.*, 2014). Indeed supporting the 'disadvantaged', however defined, is a key aim of international Development Partners (GIZ GmbH, 2015; DfID, 2017; USAID, 2017). Advancing social justice, ensuring 'unheard' voices have a place within decision-making processes and policy decisions are all motivating factors for the researcher's career. The approach has been used to develop policy in transitional economies and political environments as in the case of East Timor (Stringer, 2007), and is used by ICIMOD to generate "evidence-based knowledge" in their development projects (ICIMOD and MIID, 2014).

Chok (2011, p. 63) discusses the reality of conducting Action Research: "academics [are] active participants in the research process". Indeed, is this not the very reason 'we' as researchers undertake humanities/social science research: to, in some way, 'make the world a more equitable place'?

Blaxter *et al.* (2010) describe Action Research as a very applied approach, which could also be seen as experimental. It "offers a research design which links the research process closely to its context... [with] the idea of research having a practical purpose in view and leading to change" (Blaxter *et al.*, 2010, p. 70). Kemmis *et al.* (2014) furthers this by recognising 'participants' should (and have the capacity to) be involved in research that is orientated to improve their lives. Hobbs (2006) believes personal engagement with the subject is the key to understanding a particular culture or social setting.

Action Research in very simplified terms involves the researcher being an active participant in a changing situation (McIntyre, 2008; Chok, 2011; Kemmis *et al.*, 2014). Swantz (2007, p. 33), argues that that both participation and Action Research make research contextual, where "the roles of researchers and the researched interchange[d] in the course of a

communication where there was a mutual development of knowledge and learning to understand people's problems". In the international development setting it is unrealistic to expect a researcher to be truly 'outside' of the local context. In Action Research it is effectively not possible or desirable to be an objective outsider as this goes against our human nature (Reason and Bradbury-Huang, 2007; Kemmis *et al.*, 2014).

Riel (2016) describes the process of Action Research as a cyclical process of reflecting on practice, taking an action, reflecting, and taking further action. Therefore, the research takes shape while it is being performed. Greater understanding from each cycle points the way to improved practice in Figure 4.1:

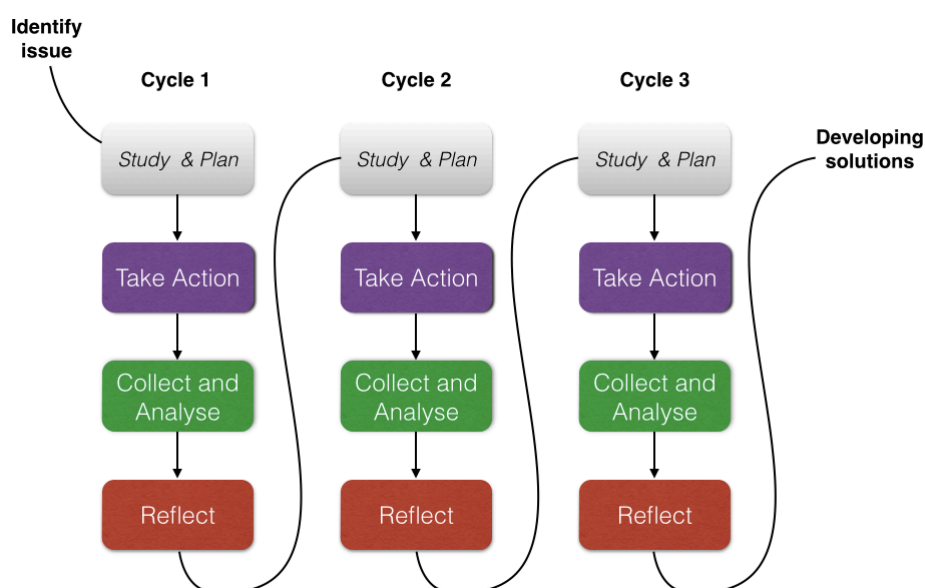


Figure 4.1: The process of Action Research, developed from (Riel, 2016).

A criticism of Action Research, as well as qualitative approaches in general, is their subjectivity and reliance on the researcher's experience and understanding. It is generally accepted that every piece of research, be it quantitative or qualitative will always be subjective in some way (Strauss and Corbin, 1998), and that researchers need to be aware of this from the outset. This thesis by its nature will be subjective and based upon researcher experience, positionality and context. This thesis purposefully and unambiguously places the researcher within the research itself, and provides the researcher with clear reflection on processes and attempt to influence change.

As described in the Introduction, the researcher believes that it is thus appropriate in an Action Research thesis to write in the first person, as this emphasises the researcher being 'embedded' with the research process, and taking a responsibility for actions and decisions.

Reflection is central to this thesis. Reflexivity is process of reflecting critically on the self as a researcher (Guba and Lincoln, 2005; Blaxter *et al.*, 2010; Letiche and Lightfoot, 2014). A key method of this thesis is reflection on action research processes with the intent of developing an improved destination management planning approach. Jupp (2006, p. 258) defines reflection as the "process of monitoring and reflecting on all aspects of a research project from the formulation of research ideas through to the publication of findings and, where this occurs, their utilisation".

Gay (2009, p. 1) defines 'reflexivity' as involving an "action deployed on an object and that object reacting back, resulting in a changed situation", going on to argue that "reflexivity also helps make scientific economic accounts more convincing" (Gay, 2009, p. 5). Hall (2011a, p. xiii) emphasises the importance of reflection to "better equip researchers to engage in tourism fieldwork". Riel (2016, p. 3) adds reflection "is a commitment to cycles of collective inquiry with shared reflections on the outcomes leading to new ideas". As a researcher becomes more immersed within a project, the more reflections can be incorporated into research outcomes (Kemmis *et al.*, 2014).

Community is a key part of Action Research, in the case of this thesis, "community" can include the complex concepts of host communities (by geographic area), the development sector (Development Partners) and local/national government. The subject of "community" and its complexities is introduced in Chapter 2 page 29.

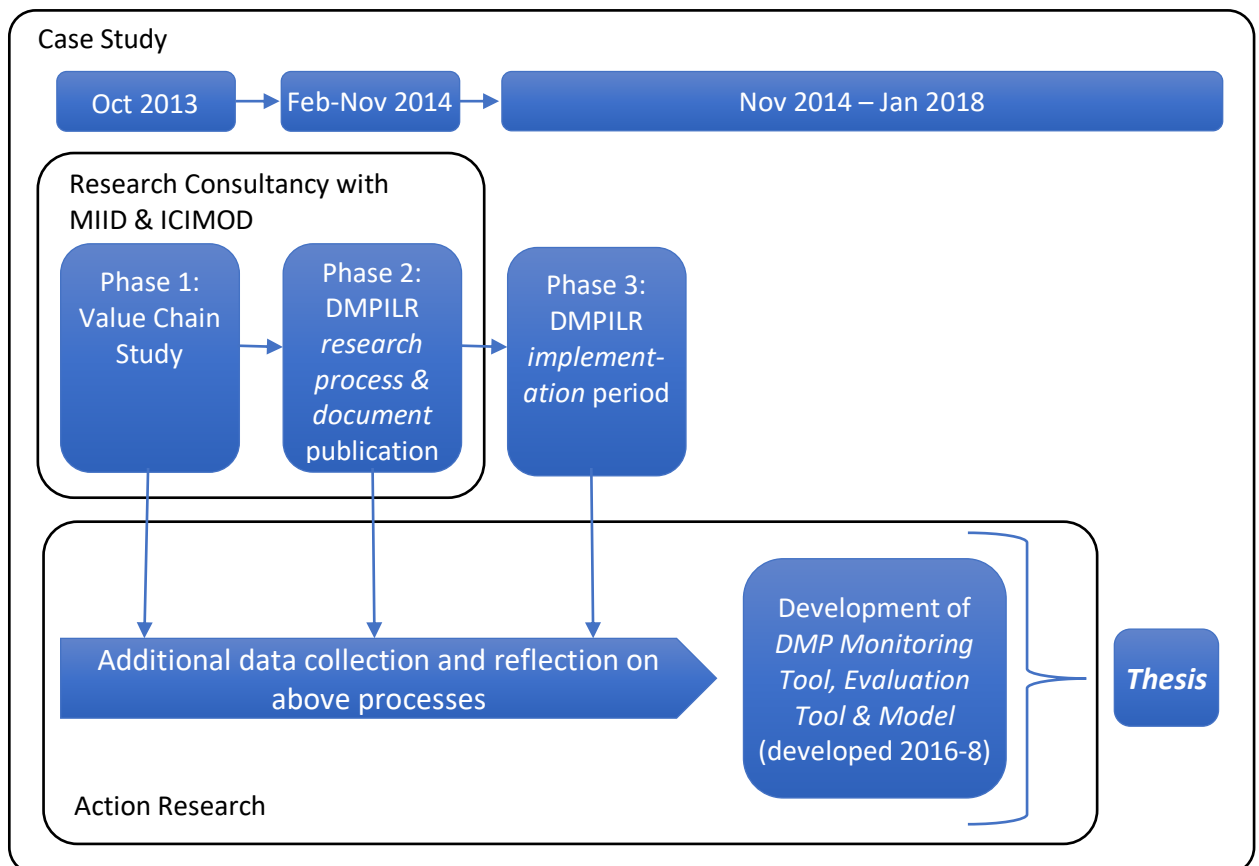
4.2.2 Research Phases

There were three research phases related to the DMPILR that are examined in this thesis. The first reflecting on the *identification* of the need for a DMP for the Inlay Lake Region; the second reflecting on conducting research for, designing, and completing the DMPILR *project*; the third reflection on the DMPILR *implementation*. The third phase uses reflection to develop a *DMP Monitoring Tool*, the *DMP Evaluation Tool*, and *Destination Management*

Planning Model. The thesis uses reflection on all three phases to answer the research question in Chapter 11.

Figure 4.2 shows the Methodology of this thesis by research phase and date. Phases 1 and 2 were conducted as part of consultancy assignments under MIID and ICIMOD (as discussed in Chapter 1 Section 1) from October 2013 to November 2014, with Phase 3 covering a longer period of reflection, from November 2014 to January 2018. The Phase 1 VCS (as discussed in Section 4.4.1 below and Chapter 5) produced two reports: *Home Based Accommodation Provision in the Catchment Mountains of Inlay Lake: Kalaw to Inlay Trekking Corridor* (Haynes, 2013b) and *Trekking in the Catchment Mountains of Inlay Lake: Kalaw to Inlay Trekking Corridor* (Haynes, 2013c). Reflection from Phase 1 led to the identification of the need for Phase 2, the DMPILR *project*. Phase 3 records the outcomes of Phases 1 and 2, specifically the DMPILR *research process* and *document* into the DMPILR *implementation* period. All Phases are reflected upon to develop experimental reflective tools that led to the development of an experimental Destination Management Planning Model. Methods for each phase are described in following sections.

Figure 4.2: Thesis Methodology Diagram



4.2.3 *Institute for International Development, Myanmar Institute for Integrated Development, International Centre for Integrated Mountain Development, & Himalica*

Research Phases 1 and 2 of this thesis have been supported by the *International Centre for Integrated Mountain Development* (ICIMOD) (ICIMOD, 2016) and the *Institute for International Development* (IID) (IID, 2016). In mid 2014 IID became the *Myanmar Institute for Integrated Development* (MIID) (MIID, 2016). The DMPILR project was developed under the 'Action Research' component of *The Rural Livelihoods and Climate Change Adaptation in the Himalayas Initiative* (Himalica Project), financed by the European Union. *Himalica* "aims to support poor and vulnerable mountain communities in the Hindu Kush Himalayan region in mitigating and adapting to climate change" (ICIMOD, 2016).

ICIMOD

"[ICIMOD] is a regional intergovernmental learning and knowledge sharing centre serving the eight regional member countries of the Hindu Kush Himalayas: Afghanistan, Bangladesh, Bhutan, China, India, Myanmar, Nepal, and Pakistan; and based in Kathmandu, Nepal" (ICIMOD, 2016). ICIMOD's overall aim is to develop an "economically and environmentally sound mountain ecosystem to improve the living standards of mountain populations and to sustain vital ecosystem services for the billions of people living downstream now, and for the future" (ICIMOD, 2016), it was founded in 1983, with Myanmar being a founding member. Simplified, its goal is "sustainable mountain development" (ICIMOD, 2012, p. 2) as stated in its strategic objectives.

ICIMOD receives core funding from a consortium of international aid and development agencies, namely the Austrian Development Agency, DFID, the EU, Finland Embassy, Kathmandu, German Development Cooperation (BMZ, BMUB and GIZ), IDRC, IFAD, the Royal Norwegian Embassy, Kathmandu, SIDA, USAID, and NASA (see Glossary) (ICIMOD, 2016). In addition to these they receive specific project based funding. It has approximately 300 employees, not including short-term consultants and project partners. Figure 4.3 shows the area where ICIMOD is active.

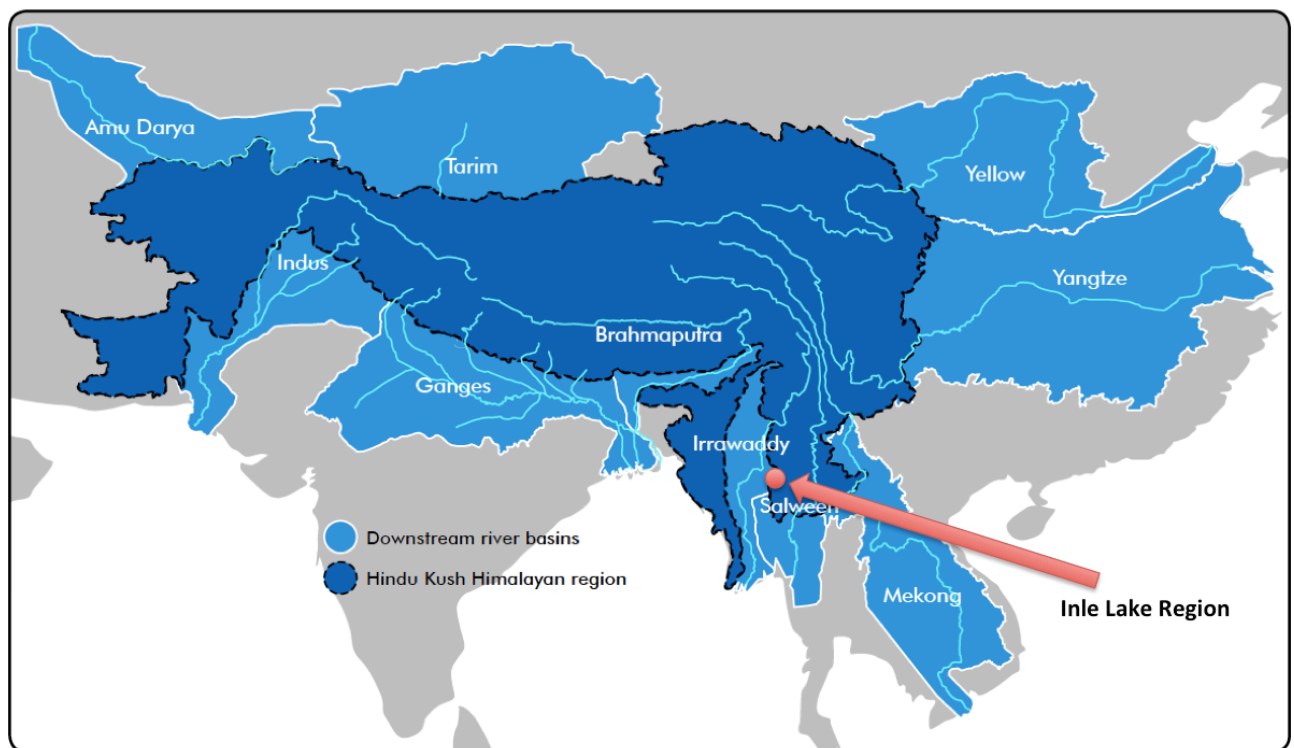


Figure 4.3: The Himalaya and Hindu Kush Region as defined by ICIMOD. The region is the source of ten significant river systems, including the Irrawaddy in Myanmar. It directly provides livelihoods to over 210 million people (dark blue areas on map), and provide ecosystem services (water, agricultural nutrients etc.) to over 1.3 billion people approximately 20% of the world's population (combined dark and light blue areas). ICIMOD considers the area a "third pole" with 18% of the region covered by permanent snow and glacial systems that provides climate stability and the conditions for regional agriculture. It is also an area of significant cultural diversity, with over 1,000 languages spoken (ICIMOD, 2012). (Map taken directly from (ICIMOD, 2012, p. 3) with Inlay Lake Region added).

Inlay Lake borders on the main Hindu Kush region, located within the wider Salween River basin. The Destination Management Planning Project aimed to provide regional tourism planning that would include broader landscape management within a climate adaptation framework.

Himalica

The Himalica Project "...is financed by the European Union and aims to support poor and vulnerable mountain communities in the Hindu Kush Himalayan region in mitigating and adapting to climate change". It has the following aims:

- *Reduce poverty;*
- *Increase the resilience of local communities;*
- *Ensure the equitable and sustainable wellbeing of men and women in the Hindu Kush Himalayas by building the capacity of local institutions, promoting new livelihood options, and encouraging regional cooperation in the promotion of equitable approaches to sustainable mountain development.*

(ICIMOD, 2016)

'Resilience' in the context of Himalica is considered as integrating communities further into the cash economy and increasing cash income (moving away from a barter/subsistence livelihood base), and thus providing what are considered 'vulnerable' communities (i.e. those that may be affected by adverse weather conditions resulting from climate change), an ability to purchase food and services should crops fail (Choudhury, 2014).

The role of the DMPILR is related to the third point above: "encourage... equitable approaches to mountain development" by developing an Action Research process to create a holistic and participatory DMP, and secondly, building capacity of regional institutions (including government).

IID/MIID

The *Institute for Integrated Development* (IID) is an Australian consultancy company based in Melbourne (IID, 2016). In 2011 a branch office was opened in Yangon, Myanmar as a means of developing a Myanmar based institute that would help channel the anticipated development aid into the country with the new civilian government. The Executive Director chose to set up in Myanmar after his experiences from the poorly coordinated aid efforts in Myanmar in the aftermath of Cyclone Nargis in 2008 (see Chapter 3 page 70), and having a passion for supporting the development of Myanmar (Kristensen, 2014b). IID Myanmar had a "not-for-profit" constitution, with the purpose of implementing Development Partner funded projects (it did not have core funding). The branch office/private sector model was chosen as it was not possible to register an NGO at the time in Myanmar (Kristensen, 2014b).

Planning projects that took place under IID from 2011 to 2013 included: the *Strategic Development Plan for the Pa-O Self-Administered Zone* (Brejnberg and Kristensen, 2012); *Inlay Lake Conservation Project: A plan for the future* (Jensen et al., 2012a), and the *Strategic Development Plan, Danu Self Administered Zone, Shan State, Republic of Union of Myanmar* (Leake et al., 2014).

In mid 2014, IID left Myanmar, which prompted the formation of the Myanmar Institute for Integrated Development (MIID) as a successor organisation, now 100% Myanmar registered

with a not-for-profit constitution, and to remain focused on development planning in Myanmar (Kristensen, 2014a; MIID, 2016).

In June 2013 a letter of agreement was signed between ICIMOD & IID to conduct 'Action Research' in tourism. IID was chosen primarily for its work in conducting the *Inlay Lake Conservation Project: A plan for the future* (Jensen *et al.*, 2012a), and its approaches to planning and development. IID would be (MIID continues to be) the 'collaboration partner' of ICIMOD in Myanmar. Both organisations are relevant to this thesis as a core part of the case study involves work conducted for the organisations, and as research institutions, are stakeholders in the research findings.

From the outset of the researcher's collaboration with both IID/MIID and ICIMOD, it was clear there would be considerable synergies and benefits in linking closely to this thesis, which was agreed with the Executive Director of IID/MIID and the ICIMOD Tourism Expert.

4.3 Research Design

This section begins with a summary of the data collection methods used first for the thesis overall, and then within each research phase. It then follows with the research design, written in a 'what and when' diary style with explanations. Separating data collection methods is important to show the distinction between the overall reflective, Action Research style of the thesis, and the Value Chain studies and DMPILR research conducted as consultancy assignments. Understanding the VCS and DMPILR data collection methods and research design is important as these are used as the basis for reflection and development of the tools and models later in this thesis.

It is important to emphasise that the researcher designed all of the research methodology, including those that formed part of consultancy assignments. Understanding the 'how and why' methods were chosen, and the mostly financial and time constraints, helps better understand the reality of conducting research in remote areas in an international development context. Data collection methods are summarised in Tables 4.1 and 4.2, and discussed below, Section 4.4 elaborates further.

Table 4.1: Data collection methods used in Thesis		
	Qualitative	Quantitative
Primary	<ul style="list-style-type: none"> • Analysis, reflection, and observations of the DMPILR research process, document, and implementation period • Interviews with organisations using the DMPILR • Participation in, and reflection on conferences and events in Myanmar 	
Secondary	<ul style="list-style-type: none"> • Review and study of literature • Review and analysis of relevant development reports 	<ul style="list-style-type: none"> • Data analysis of tourism statistics

Table 4.2: Data collection methods used for VCS and DMPILR <i>research process</i>		
	Qualitative	Quantitative
Primary	<ul style="list-style-type: none"> • Interviews & discussions • Workshops • Focus Groups • Professional site visits (Transect Walks) 	<ul style="list-style-type: none"> • Tourism Survey • 'Strategic Directions Picture Tool' described below
Secondary	<ul style="list-style-type: none"> • Review and analysis of relevant development reports 	<ul style="list-style-type: none"> • Data analysis of tourism statistics

4.3.1 Data Collection Methods Used for Thesis

Analysis, reflection, and observations of the DMPILR research process, document, and implementation period

The Action Research and reflexivity is discussed in Section 4.2.1 above. The researcher's embedding throughout the entire DMPILR *research process* thorough to DMPILR *implementation* has provided a unique opportunity to analyse impact and DMPILR *document* usage on the ground in the Inlay Lake Region. Practically this has been a process of observation, and recording developments, and monitoring how the DMPILR in its entirety has or has not affected change in the Inlay Lake Region. This has led to the development of the *DMP Monitoring Tool*, and *DMP Evaluation Tool* introduced in Chapter 10.

Interviews with organisations using the DMPILR as part of this Thesis

Representatives from organisations that have been involved with the development of the DMPILR *research process*, and *implementation* have been interviewed using a semi-structured format are presented in Table 4.3 (see discussions on interviews as a technique below). Interviews were typically conducted in informal situations and held as ‘extended conversations’ (see page 118) related to the relevant topic, with the researcher making notes after the session from memory and suitably anonymised: the overall intention was to gain an understanding of the participant’s perspectives on the DMPILR.

Participants were interviewed purposively as they were either involved with the DMPILR *research process* and/or *project*, or were users of the DMPILR *document*, or were impacted by it at the managerial/decision-making/implementation level. Interviews were all semi-structured following one of two broad interview ‘guides’ related to the research timeframe: Richards (2009) uses the term interview ‘guide’ as opposed to ‘schedule’ to allow for the reality of the need for flexibility, and that a ‘schedule’ is more suited to a closed interview see pages 118-20 below. The first, Guide A was used during the DMPILR *research process*, the second, Guide B during the longer DMPILR *implementation* period. Interviewees that were interviewed only in the *implementation* stage had not been involved during the *research process* or *project*. Both interview Guides are displayed in Appendix 1. All interviews were conducted in English unless otherwise stated.

For each interviewee a short note of main topics discussed is included in the table. In the broadest terms I was seeking to understand two main opinions:

- During the DMPILR *research process*, were the senior stakeholders involved in the DMPILR *research process* pleased with the way the process was evolving; if it met their and their organisation’s needs; how the process could be improved, and did they feel the process was useful (Guide A).
- During DMPILR *implementation*, were users of the DMPILR *document* pleased with the document, were they actively using it, and if so which parts, and how (Guide B).

Table 4.3: Interviewees from organisations involved with developing and using the DMPILR as reflection for thesis

Interviewee	Organisation	Relevance to DMPILR, interview Guide used, and main topics of discussion	Date(s) and context of interview
Public Sector			
Union Minister 2012 - 2016	Ministry of Hotels and Tourism.	Union Minister: Head of DMPILR Project Advisory Committee and lead client of DMPILR.	Several times during the DMPILR <i>research process</i> and in May 2015.
		Guide A: Discussion on how DMPILR <i>research process</i> was developing; Guide B: Was the Ministry pleased with the DMPILR <i>document</i> , and was it using it.	
Director	Directorate of Tourism, Ministry of Hotels and Tourism in Shan State (MoHT Shan State).	Responsible for implementing DMPILR.	Several times during the DMPILR <i>research process</i> and <i>implementation</i> . Conducted via interpreter as interviewee felt more comfortable speaking in Myanmar.
		Guide A: Discussion on how DMPILR <i>research process</i> was developing; Guide B: Was the Directorate pleased with the DMPILR <i>document</i> , and was it using it.	
Union Minister from 2016	Union Minister, Ministry of Hotels and Tourism.	Union Minister replacing previous after 2015 elections, responsible for promoting and managing all destinations in Myanmar.	During a briefing in March 2016 prior to accepting the Union Minister position, and several times since.
		Guide B: Was the Ministry still planning to continue with DMPILR <i>implementation</i> in the new administration?	
Union Minister from 2016	Ministry of Natural Resources and Environmental Conservation.	Union Minister responsible for managing natural resources in Myanmar, and responsible for Myanmar's Biosphere Reserves.	In April 2016 upon acceptance of Union Minister position.
		Guide B: Was the Ministry still planning to support DMPILR <i>implementation</i> in the new administration?	

Director	Inlay Lake Wildlife Conservation Department and Representative, Inlay UNESCO Biosphere Reserve.	Responsible for implementing environmental management policy in the Inlay Lake Region.	Several times during DMPILR <i>research process</i> and in December 2015 when setting up Inlay Regional Destination Management Committee.
		Guide A: Discussion on how DMPILR <i>Research Process</i> was developing; Guide B: Was the Department able to use and implement relevant parts of the DMPILR <i>document</i> .	
Minister for Planning and Investment	Shan State Regional Government.	Responsible for all economic development in Shan State.	In October 2014 at official meeting as Shan State Parliament with Shan State senior cabinet. Conducted via interpreter.
		Guide A: Discussion on how DMPILR <i>Research Process</i> was developing.	
Minister	Minister of Innthar Ethnic Affairs.	Responsible for improving the well-being of the Innthar Ethnic group, he main group living on and by Inlay Lake.	Several times during DMPILR <i>research process</i> and upon his retirement in March 2015. Conducted via interpreter as interviewee felt more comfortable speaking in Myanmar..
		Guide A: Discussion on how DMPILR <i>Research Process</i> was developing; Guide B; did he think the DMPILR <i>project</i> and <i>document</i> were useful.	
Development Partners			
GIZ Integrated Consultant	Myanmar Tourism Federation.	Responsible for capacity development of the Myanmar Tourism Federation and influential within GIZ Myanmar.	Several times during DMPILR <i>research process</i> and in subsequent development of GIZ tourism projects from 2014 to 2018.
		Guide A: Discussion on how DMPILR <i>Research Process</i> was developing, and would GIZ/other development agencies implement it? Guide B: A reflection on the success of the DMPILR <i>research process</i> and <i>document</i> .	
Country Director	Hans Siedel Foundation, Myanmar.	Funded the <i>Myanmar Responsible Tourism Policy</i> and <i>Myanmar Community Involvement in Tourism Policy</i> . Influential in developing Myanmar tourism policy.	Several times during DMPILR <i>research process</i> and in subsequent development of

		Guide A: Discussion on how DMPILR <i>Research Process</i> was developing, and would GIZ/other development agencies implement it? Guide B: A reflection on the success of the DMPILR <i>research process</i> and <i>document</i> .	Hans Siedel Foundation tourism projects from 2014 to 2018.
Country Director	ICEI (Istituto Cooperazione Economica Internazionale), Director.	Project Manager and implementer of the <i>Economic Promotion of Inle Communities through cultural and natural heritage valorization (EPIC)</i> project in the Inlay Lake Region.	Several times during implementation of the EPIC project since May 2017.
		Guide B: How was ICEI using the DMPILR <i>document</i> in the Inlay Lake Region.	
Senior Operations Officer	Trade & Competitiveness, The World Bank Group.	Responsible for designing projects to develop a Destination Management Organisation for the Inlay Lake Region.	October 2015 (when designing World Bank's tourism support to Myanmar), and June 2017, at the World Bank Project's opening workshop in the Inlay Lake Region.
		Guide B: How the World Bank Group could use the DMPILR <i>document</i> in the Inlay Lake Region.	
Director, Himalica Project 2016-8	ICIMOD	Responsible for sharing the 'results' of the DMPILR <i>project</i> in ICIMOD countries.	Several times during DMPILR <i>research process</i> , and ICIMOD conference in Kathmandu in December 2017.
		Guide A: Discussion on how DMPILR <i>Research Process</i> was developing, and plans for its implementation; Guide B: A reflection on the success of the DMPILR <i>research process</i> and <i>document</i> .	
Head of Vocational Skills Development Program	Swiss Contact Myanmar (Swiss Foundation for Technical Cooperation).	Effective Country Director of Swiss Contact, and influential in designing Swiss development cooperation to Myanmar.	Several times during DMPILR <i>research process</i> , and during the Myanmar Tourism Sector Working Group Meeting in June 2017.
		Guide A: Discussion on how DMPILR <i>Research Process</i> was developing; Guide B: A reflection on the success of the DMPILR <i>research process</i> and <i>document</i> .	

Executive Director	Myanmar Institute for Integrated Development.	Using the DMPILR <i>document</i> to guide work and tendering processes for projects in the Inlay Lake Region.	Several times during DMPILR <i>research process</i> , and since in the <i>implementation period</i> .
		Guide A: Discussion on how DMPILR <i>Research Process</i> was developing, and plans for its implementation; Guide B: A reflection on the success of the DMPILR <i>research process</i> and <i>document</i> .	
Country Director	Partnership for Change, Myanmar	Managing Partnership for Change's programmes in the Inlay Lake Region.	During October 2017, discussing Partnership for Change's use of the DMPILR <i>document</i> .
		Guide B: How PfC were using the DMPILR <i>document</i> .	
Tourism Development Advisor	Lux-Dev (Luxembourg Development Cooperation) Myanmar.	Managing Lux-Dev's tourism development portfolio in Myanmar.	In October 2015 when Lux-Dev was designing their tourism support in Shan State, and in January 2018 to reflect on the DMPILR <i>document</i> .
		Guide B: How Lux-Dev were using the DMPILR <i>document</i> .	
Chief Advisor	Myanmar-Germany Private Sector Development, GIZ Myanmar.	Responsible for designing and implementing tourism related projects for GIZ in Shan State.	In September 2015, when discussing how to use the DMPILR <i>document</i> in the GIZ funded <i>Shan State Tourism Development Project</i> .
		Guide B: How GIZ could use the DMPILR <i>document</i> for their work in Shan State.	
Director	Business Innovation Facility, Myanmar.	Responsible for implementing the Business Innovation Facility in Myanmar and in the Inlay Lake Region.	in May 2014 during the Mekong Tourism Forum in Mandalay, and in September 2016 at the Business Innovation Facility competition in Yangon.
		Guide B: How BIF could use the DMPILR <i>document</i> for their work in Shan State.	
Country Manager	International Finance	Responsible for implementing International Finance Committee's	In April 2016 to discuss IFC's tourism

	Committee, Myanmar.	tourism support in Myanmar and the Inlay Lake Region.	development support in Shan State.
		Guide B: How the IFC could use the DMPILR <i>document</i> for their work in Shan State.	
Senior Advisor	GIZ, Shan State.	Responsible for implementing GIZ's portfolio in Shan State.	In September 2015, when discussing how to use the DMPILR <i>document</i> in the GIZ funded <i>Shan State Tourism Development Project</i> , and in reflection during August 2016.
		Guide B: How GIZ were using, and a reflection on the DMPILR <i>document</i> .	
Head of Programme	Private Sector Development, GIZ Myanmar.	Responsible for all of GIZ's work related to Private Sector Development in Myanmar.	In October 2016 during a visit to Shan State.
		Guide B: How GIZ were using, and a reflection on the DMPILR <i>document</i> .	
Tourism Expert	Himalica Project, ICIMOD.	Responsible for all tourism projects within ICIMOD, including sharing to member countries.	During a reflective discussion in September 2016.
		Guide B: A reflection on the DMPILR <i>project, research process, and document</i> .	
Director	ICEI (Istituto Cooperazione Economica Internazionale).	Responsible for designing ICEI's tourism project in the Inlay Lake Region.	During May 2016 when planning for ICEI's tourism project in the Inlay Lake Region.
		Guide B: How ICEI could use the DMPILR <i>document</i> for their work in Shan State.	
Consultant, Trade & Competitiveness	International Finance Committee Myanmar 2016 - 2018. Previously an Australian Aid integrated expert in the Myanmar Ministry of	Responsible for designing the International Finance Committee's tourism project in the Inlay Lake Region.	Several times during DMPILR <i>research process</i> , and <i>implementation</i> period. Several times during the preparation stage for the IFC's support to
		Guide B: How the IFC could use the DMPILR <i>document</i> for their work in Shan State.	

	Hotels and Tourism.		tourism development in the Inlay Lake Region.
Director	Hamsahub	Responsible for implementing the Business Innovation Facility in Myanmar, and supporting tourism entrepreneurs in the Inlay Lake Region.	During a reflective discussion in November 2017.
		Guide B: Was the DMPILR <i>document</i> useful for the BIF competition?	
Private Sector Associations & NGOs			
Director	Myanmar Tourism Federation.	Influential in Myanmar's public and private sector.	Several times during DMPILR <i>research process</i> , and June 2016.
		Guide A: Was the DMPILR <i>research process</i> developing in a satisfactory way for the Federation? Guide B: Was the DMPILR <i>document</i> useful to the Federation?	
Director	Exo Travels, Member of DMPILR Project Advisory Committee.	Respected business leader, and influential in Myanmar's public and private sector.	Several times during DMPILR <i>research process</i> , and October 2017.
		Guide A: Was the DMPILR <i>research process</i> developing in a satisfactory way as a PAC member? Guide B: A reflection on the DMPILR <i>research process, document, and implementation</i> .	
Chief Executive Officer	Pacific Asia Travel Association.	CEO of PATA: interested in sharing the DMPILR <i>research process</i> in other destinations in Pacific-Asia.	August 2016.
		Guide B: Could the DMPILR <i>document</i> be useful to PATA?	
Executive Director	Mekong Tourism.	Interested in sharing the DMPILR <i>research process</i> in other destinations in the Mekong sub-region.	During Mekong Tourism Forum in 2014, and 2017.
		Guide B: Could the DMPILR <i>document</i> be useful to Mekong Tourism?	
Executive Director	Myanmar Community Based Tourism Network.	Manages the Myanmar CBT Network, interested in improving market access for micro-entrepreneurs in Myanmar.	August 2017.

		Guide B: A reflection on the DMPILR <i>research process, document, and implementation</i> .	
Director	Inle Speaks (local NGO).	Responsible for implementing many of the non-governmental environmental and tourism projects in the Inlay Lake Region.	Several times during DMPILR <i>research process, and implementation</i> .
		Guide A: Was the DMPILR <i>research process</i> developing in a satisfactory way for the Inle Speaks? Guide B: Was the DMPILR <i>document</i> useful to the Inle Speaks, and how were they using it?	
Private Sector			
Director	Shwe Innthar Hotel, Member of DMPILR Project Advisory Committee.	Leading and influential business leader in the Inlay Lake Region.	Several times during DMPILR <i>research process, in July 2015</i> .
		Guide A: Was the DMPILR research process developing favourably for local businesses? Guide B: Was the DMPILR <i>document</i> useful to the private sector and how?	
Director	Inle Heritage Foundation, Member of DMPILR Project Advisory Committee.	Leading and influential business leader in the Inlay Lake Region.	Several times during DMPILR <i>research process, in March 2016, and January 2018</i> .
		Guide A: Was the DMPILR research process developing favourably for local businesses? Guide B: Was the DMPILR <i>document</i> useful to the private sector and how?	
Director	Golden Island Cottage Group, the Pa-O ethnic group's tourism business operation.	Leading and influential business leader in the Inlay Lake Region. Representing the Pa-O ethnic group's social enterprises in the Inlay Lake Region.	Several times during DMPILR <i>research process, and October 2015 and September 2017</i> .
		Guide A: Was the DMPILR research process developing favourably for local businesses? Guide B: Was the DMPILR <i>document</i> useful to the private sector and how?	

Academically, in its simplest form, an interview may be seen as an extendable conversation between interviewer and interviewee that that provides in-depth information about a

certain topic, and through which phenomena could be interpreted (Schostak, 2006).

Interviews can add important insights into people's experiences, beliefs, perceptions and motivations Richards (2009). Open interviews allow participants to share their experiences "in their own way using their own words" (Matthews and Ross, 2010, p. 221). It is the in-depth perception of how a project has interacted with the interviewee that is being sought in this thesis (Jobbins, 2004).

Interviews were semi-structured: Dörnyei (2007, p. 136) describes such as a "compromise" between an open format and a fully structured interview, providing a framework for a guided conversation. Thus instead of an interview schedule, an interview 'guide' was used (Richards, 2009). A significant issue is the inevitable interviewer bias towards participant responses, and the subjectivity in analysis (McNamara, 2006).

This thesis aimed to meet stakeholders respectfully on their terms, helping to convey a level of respect to participants, as interviewees share personal attitudes and information (Friesen, 2010). Interviews have been conducted relatively informally at a wide variety of locations, ranging from office settings to teas shops. It is important to emphasise participants were informed and aware that information for a PhD was being gathered. Interviews have been important in the reflection process to guide later chapters, especially Chapters 8 to 11. This thesis does not present a detailed analysis and discussion on the interviews themselves, rather using them to guide the reflection process, and using quotes to highlight certain issues.

Interviews varied in length and detail, ranging from approximately 20 minutes, developing into longer discussions lasting well over two hours. I purposively did not take notes during the interviews (as discussed in Section 4.5), as I felt (as did my supervisory team) that doing so would be counterproductive within the Myanmar context, but compiled reflective interview notes as soon as possible after conducting the interview. As such I agreed that interviews would be anonymised and no quotes would be used unless I had express permission from the interviewee, or were in the public domain.

As all interviews were different in contexts, involving different people representing different organisations and stakeholder groups, they were not standardised, however they did follow the interview 'Guides' as displayed in Appendix 1.

I adopted a simple process to analyse the data, based upon thematic analysis (Heigham and Croker, 2009; Blaxter *et al.*, 2010; Bryman, 2012):

1. Familiarisation of the topic of conversation, re-capping with notes and reflecting upon key points, opinions, and issues raised;
2. Identifying key themes based on perceptions of the *DMPILR research process, project, document, and implementation* as distinct parts;
3. Further defining the themes into broadly positive, neutral, and negative responses;
4. Reflected on the above into topics of 'what worked', 'what didn't work', 'what could be done better', and 'what is needed next';
5. Ordered the overall opinions of the relevant sectors/organisations/stakeholders as presented in Sections 8.1 and 8.2;
6. Summarised step 5 to a broad level of reflective key issues that I used to develop the *Strategy and Action Monitoring Tool* in Section 8.3, the *Destination Management Plan Evaluation Tool* in Section 8.4, that in turn led to the deep reflection in Chapter 9, and on to the development of the *Participatory Destination Management Planning Model* in Chapter 10.

As discussed in Section 4.2.1, reflection has been a key process I have adopted in this thesis, drawing upon my skills as an international development professional. Being deeply involved within such a process is perhaps unusual within the international development context, but valuable to understanding complex and evolving situations.

Participation in, and reflection on conferences and events in Myanmar

To gain an understanding of how Development Partners were engaging with each other, and the development of tourism in Myanmar, the researcher aimed to maintain a high level of attendance and participation in relevant Union (national) level events. This included membership of the *Myanmar Tourism Sector Working Group*, that meets twice yearly with the purpose of coordinating tourism related development projects in Myanmar. In addition,

a variety of national (and regional-international) conferences were attended and actively participated in (through delivery of presentations, session facilitations and discussion panels). This served to heighten the profile of the researcher, with the benefit of facilitating access to decision makers and potentially influencing policy.

Review and study of literature

A literature review was conducted in the fields of tourism, international development, and how both broad fields merge, as discussed in Chapter 2. This provided the academic grounding and direction for the thesis.

Review and analysis of relevant development reports

Secondary data analysis/review of documents and literature have been used, specifically analysing policy documents related to tourism development in Myanmar, and to understand the background of the research period. These are referred to when appropriate in relevant chapters.

Data analysis of tourism statistics

MoHT publishes annual visitor arrival statistics, and the *Shan State Department of Tourism* (MoHT Shan State) has provided the researcher with registered hotel arrival figures in the Inlay Lake Region. These have been analysed to show how tourism arrivals are changing in the region, and are presented in Chapter 1 Section 2.

4.3.2 Data Collection Methods Used for Value Chain Studies and DMPILR Research Process

The data collection methods are described below, followed by details of 'who, where, and when'. This is elaborated upon in Chapters 5 and 6. During the VCS and DMPILR *research process*, the researcher assumed the role of project *Team Leader*. In the VCS the team was only two, the researcher and interpreter. During the DMPILR *research process* the team comprised a total of 8 people as described in Table 4.6 (page 142), with the researcher (as Team Leader) responsible for designing the research process.

Selection of stakeholders to be involved within consultations for the DMPILR *research process* was one of the most challenging aspects of the consultation process. There are over 1 million inhabitants of the Inlay Lake Region and the DMPILR research team would have

limited time and would only be able to speak with a small number of people. The DMPILR research team were all familiar with the region, but by no means understood the complex relationships of who was influential, representative or not. Thus, a series of interviews, consultation workshops, and focus groups was designed, targeted purposively on people who the research team felt were the most representative, using our own judgement.

The researcher/Team Leader, along with the DMPILR research team identified the following groups as being important to be included in consultations:

- Farmer's association;
- Leading business leaders and association representatives;
- Leading Monks;
- Local Civil Society Organisations;
- Local ethnic group representatives (from Culture, Literature and Development Organisations);
- Local government departments;
- Local hotel operators;
- Regionally based Development Partners;
- Regionally based trekking and tour guides;
- Township officials (from General Administration Department and Township Committees) from each township/SAZ within the destination;
- Wildlife Conservation Department;
- Youth Groups.

Interviews & discussions

This thesis aimed to meet stakeholders respectfully on their terms, helping to convey a level of respect to participants. This was the intention from the outset for all participants in the VCS and DMPILR *research process*. The VCS was conducted primarily through face-to-face interviews, using consecutive translation with an interpreter. Using interpreters is discussed in Section 4.3.3 below. The DLPILR *research process* also included interviews from a broad range of stakeholders, from senior government (the Union Minister of MoHT), through to Shan State ministers (the Shan State Minister of Planning and Investment); the private sector business community (national-level tour operators, hoteliers, and business associations,

through to Inlay Lake based businesses); representatives of international Development Partners and local Non Governmental Organisations (referred to in Myanmar as Civil Society Organisations or CSOs); Shan State government departments (including Shan State MoHT, Ministry of Natural Resources and Environmental Conservation, Department of Irrigation, and Department of Forestry), and local farming groups.

Workshops

In the international development context, the 'stakeholder workshop' is an important and sometimes central tool used for both consulting with stakeholders, and providing the opportunity for feedback (Ika *et al.*, 2010; GIZ GmbH, 2015; Radcliffe, 2016). Involving residents and other stakeholders in processes, activities, and decision making that influence their quality of life is critical (Chase *et al.*, 2012). Typically, such workshops are designed to be as participatory as possible, generally following the process of introductions, topic presentation, open floor discussion, group work, group feedback and conclusions. They are used as a time-effective solution to bring groups of 'representative' stakeholders together and provide some level of discussion (and possibly consensus) into the key issues facing an area, issue, or community (Ika *et al.*, 2010; Chase *et al.*, 2012; Uysal *et al.*, 2012). Workshop activities may include brainstorming, concept mapping, and participatory modelling (Chase *et al.*, 2012; Radcliffe, 2016). However, Gay (2009, p. 137) argues that "People often appear to be agreeing with proposals when in reality they will go away and think about the issues, later arriving at a firm conclusion. This makes the public workshop a particularly poor environment for discussion".

It should be clarified that the term 'workshop' has quite a wide meaning in development terminology, and could include lectures, trainings, group discussions and so on. The term also includes formal events such as conferences, and document presentations. Typically, the term infers that something is produced as a result, and indeed this has been an aim of all workshops as part of the DMPILR *research process* and thesis. In Myanmar the term also includes trainings for political sensitivity reasons, thus 'Capacity Building Workshops' replace any training related activity. This is the case as anything termed 'training' is related to education and thus requires approval and advance curriculum review by the Myanmar Ministry of Education.

Workshops in the international development context follow themes of Participatory Rural Appraisal (PRA) and Participatory Learning and Action (PLA) (Sumner and Tribe, 2008; Willis, 2011; Radcliffe, 2016). Workshops have been used in programmes for equity, empowerment, rights and security, and community-level planning and action, and have been designed to create open communication platforms to learn about local issues and situations in the development context (Chambers, 2007). Key to effective PRA is for the researcher to be non-intrusive in discussion processes and to act as a guiding facilitator in discussions. The researcher is an experienced PRA practitioner, having used such methods throughout his career, and as such felt PRA approaches should be utilised in the DMPILR *research process*.

There are two significant issues with workshops, the first being ensuring the 'right' stakeholders attend, the second ensuring that an appropriate atmosphere of consultation and discussion is enabled. Both rely to much extent on the knowledge and experience of the workshop organiser, and it is very possible to obtain misleading data if the wrong people attend, or if it is facilitated in a non-participatory or culturally inappropriate way (Chambers, 2002; GIZ GmbH, 2015).

Many factors affect inclusion of stakeholders related to timing: Who should attend? (How do you define a representative stakeholder?) Do participants have time and resources to attend a workshop? How are they invited? Is the workshop physically accessible? Have participants attended other workshops before? Is there "workshop fatigue"? (Chambers, 2002; Chambers, 2007; Chase *et al.*, 2012; GIZ GmbH, 2015). At the same time project resources must be considered: are there resources to send out invitations? Is there a gatekeeper? Do authorities need to be informed, and if so, who, how, and why? Are there resources for a venue?, and typically (but seriously), how many people will attend for catering purposes?

Details for each workshop planned are provided in chapters 5 and 6 as they form a central part of the Action Research process. Based upon experience, the researcher decided the following rules would apply to all workshops:

1. Participants would not be paid to attend. Actual costs of transport would be refunded based on public transport or fuel for motorbike travel if needed. 'Local'

catering would be provided as per cultural norms in Myanmar, typically a tea break with canteen style lunch. This was chosen specifically to encourage attendance by more genuinely interested parties (sometimes 'per-diems' for workshop attendance by Development Partners can be quite significant in comparison to local wages);

2. Invitation to attend would be targeted to specific representative stakeholders (see below), but would remain open to all interested individuals (as not to turn people away);

3. Workshop facilitators (translators and interpreters) would be fully briefed and debriefed pre and post workshop to maintain and encourage an environment of openness and constructive discussion;

4. A clear position of facilitation would be adopted to avoid creating expectations that could not be fulfilled (for example stating the workshop would contribute to destination planning but there were not funds at the particular stage to implement);

5. Create an atmosphere of openness and discussion by setting of basic 'respect one another' rules.

Chambers (2007) considers the best workshops should be "optimally unprepared", which is in line with the opinion of the researcher, where "participatory processes cannot be 'properly planned', where 'properly' refers to fixed content and strict timetables" (Chambers, 2002, p. xiv). However, GIZ GmbH (2015, p. 242) state "If a workshop is poorly prepared or moderated, debriefing can turn into superficial flattery, or into a situation where participants are blamed for outcomes, which can impact on motivation". Chambers goes on to state that only experience shows what has to be planned and what is better left open, with good logistics being important, "the fundamentals of workshop space, equipment and materials, and of board, accommodation, finance and allowances... where possible, flexibility should be built in – for travel, for meals, for times of return from fieldwork, for parts of a programme" (Chambers, 2007, p. xiv). Thus, flexibility is necessary to allow research to develop naturally, often to discover topics that were not considered at the outset. Unfortunately, this is not always possible due within the constraints of development projects.

According to Chambers (2002), a workshop should have between 20 and 30 participants. The reality of the international development context is that it is difficult, if not impossible to predict exact attendance of a workshop until it has commenced. During the DMPILR *research process*, workshops ranged between 6 and 79 attendees, all of which had to be accommodated one way or another: people would not be turned away from workshops, likewise bystanders would not be encouraged to attend just to fill seats. There would also likely be issues related to gender and educational background (GIZ GmbH, 2015), and the DMPILR research team would need to be aware of this. The researcher and DMPILR research team was concerned that open group discussions such as collective brainstorming would result in only one or two confident voices being heard.

The reoccurring issue was always participation: would workshops be attended by the right type and number of people? This is something again that the realities of context and location requires researcher-awareness and on the day flexibility that develops with experience: it is not possible to control the world around us.

Focus Groups

Focus Groups are closely related to workshops, but allow smaller groups to explore a topic in greater depth, for example concerning reactions to an experience or suggestion, understanding common complaints, issues and so on (McNamara, 2006; Blaxter *et al.*, 2010; Goeldner and Ritchie, 2012), bringing together small groups of stakeholders to discuss issues of concern (Chase *et al.*, 2012). The main advantages include a rapid way to gather common impressions, gather rich information, and to share knowledge quickly (Bryman, 2012). They present an opportunity to study the ways in which individuals *collectively* make sense of an issue (Dwyer *et al.*, 2012). The main disadvantages being difficulty of deep analysis of all responses and the need for good facilitation (McNamara, 2006; Blaxter *et al.*, 2010).

To differentiate between the two, this thesis defines a focus group as a group consultation exercise, with one main topic lasting no more than two hours. Only one 'formal' (i.e. pre-planned) focus group took place, with regional hoteliers. Others were more ad-hoc, for example when an interview was planned, but others joined participants and at the time it made sense to conduct a small discussion group.

Professional site visits (Transect Walks)

'Transect Walks' are a "key tool in rapid appraisal, not only systematically exploring an environment and identifying microenvironments" (Chambers, 2008, p. 63) and are simply a process of a researcher applying their professional knowledge to a location. Transect walks use "direct observation, informal interview and visualization to describe and show the location and distribution of resources, features, landscape and main land uses along a given cross-section of a village or area" (Olorunleke, 2015, p. 76). A transect walk is conducted by an experienced professional simply walking through a given area, usually with a representative of the community or someone with knowledge of the area, observing and noting what is seen, and discussing what is seen along the route. It is important that the person conducting the transect walk is qualified to interpret the situation, for example for the all the DMPILR research team members had at least 10 years' experience working in international development and their respective fields, with the exception of the MIID Interpreter and Tourism Intern (see Table 4.6 on page 142).

Transect walks were used by all DMPILR research team members to evaluate their opinions of different locations visited.

Review and analysis of relevant development reports

The following reports were identified as essential to understanding the Inlay Lake Region in the context of the DMPILR and were analysed as background documents for the DMPILR and this thesis:

- *Inlay Lake Conservation Project: A Plan for the Future* (Jensen *et al.*, 2012a);
- *Strategic Development Plan for the Pa-O Self-Administered Zone* (Brejnbjerg and Kristensen, 2012);
- *Strategic Development Plan for the Danu Self-Administered Zone* (Leake *et al.*, 2014);
- *Action Plan for Environmental Conservation and Sustainable Management of Inlay Lake 2010-2025* (MoECaF, 2014).

In addition, the following Union level documents were identified as essential to understanding Myanmar's tourism context (as discussed in Chapter 3):

- *Myanmar Tourism Master Plan* (MoHT, 2013);

- *Myanmar Policy on Responsible Tourism* (Häusler et al., 2012);
- *Myanmar Policy on Community Involvement in Tourism* (Häusler et al., 2013).

Tourism Survey

A quantitative tourism survey was designed by the DMPILR research team. This was to be the first comprehensive tourism opinion survey ever conducted in Myanmar. An estimated 110,000 international, and perhaps a similar number of domestic annual visitors to the Inlay Region based upon figures from Shan State Ministry of Hotels and Tourism. The sample size requirements were calculated by the DMPILR's *International Tourism Specialist* based on the estimate of 100,000 international and 100,000 domestic visitors per year visiting the Inlay Lake Region: "In order for the survey to stand at a 95% level of confidence (or 5% margin or error) with a confidence interval of 3, drawn from a population of 200,000 tourists per year visiting Inlay area, a sample of 1061 was needed" (Valentin, 2014b, p. 9).

The DMPILR's International Tourism Specialist and National Tourism Specialist (see *Recruiting and Briefing Team Members* on page 142) led a two day 'Introductory Research Methods' training of 20 Nyaungshwe based volunteers, comprising recently graduated regional tour guides and junior hotel staff.

The survey took place over ten days from 20 to 30 March 2014, with volunteers stationed at Phaung Daw Oo Pagodas, Nyaungshwe Town, Heho Airport, Taunggyi Market, Kakku and Kalaw Town Centre, these being the main existing tourism destinations for both domestic and international travellers. A total of 1657 usable questionnaires were gathered, 555 domestic and 1102 international.

'Strategic Directions Picture Tool'

When planning for the strategic development of tourism in rural areas that have diverse communities, with populations who have little experience with the complexities of tourism, it is extremely difficult to gauge a true understanding of community opinions with regard to tourism development. Tourism is likely to bring change, and host communities should have a say in how the area where they live develops. In consultation processes, host community stakeholders may be asked their opinions on tourism, but may lack basic information to enable them to make an informed choice. As discussed in Chapter 2, tourism is assumed to

be a 'good' development tool, but may also come with impacts, and not everyone in a community can benefit directly.

To address this in part, the researcher has developed a simple picture tool that he has adapted for many consultation processes since 2008. In its simplest form it requires little or no literacy skills, and may be used in areas without access to electricity. The tool attempts to show different scenarios of development by theme, and simply participants are asked their opinion as to whether they think each scenario is a "Great Idea", "Could be OK" or "Terrible" and asked to comment. The themes themselves may be modified to the local situation. The tool was used as part of a consultation workshop on 13th June 2014 with local stakeholders (see below) using the following themes:

- Infrastructure;
- Employment;
- cultural heritage;
- landscape;
- new hotel design;
- existing buildings;
- activities;
- visitor numbers;
- visitor type;
- the environment.

Participants are informed that they will be shown a series of pictures on the projector by theme that correspond to pictorial answer sheets. Participants are reminded that it is important to listen to the discussion in a verbal briefing, as some pictures are representative and require some form of explanation. For each themed slide, there are a number of pictures showing some scenarios, for example, the first slide, Infrastructure, shows a 4 lane heavy-duty highway, a two lane all-weather road and an unimproved hard-pack road. For each, participants are asked to mark whether or not they think each picture is a Great Idea, Could be OK or Terrible, and given space to comment. The process continues with each slide until the end. The exercise usually takes 45 minutes to 1 hour if translation is required.

The benefit of the tool is its simplicity and ease of replication. It is very visual in its presentation of results. However it must be noted that the tool can only be used as part of a greater consultative process across a wider and statistically representative population sample. Also some pictures are indeed leading: part of the function of the tool is to provide an introduction to participants about tourism and its ability to bring change.

A Description of Each "Scenario"



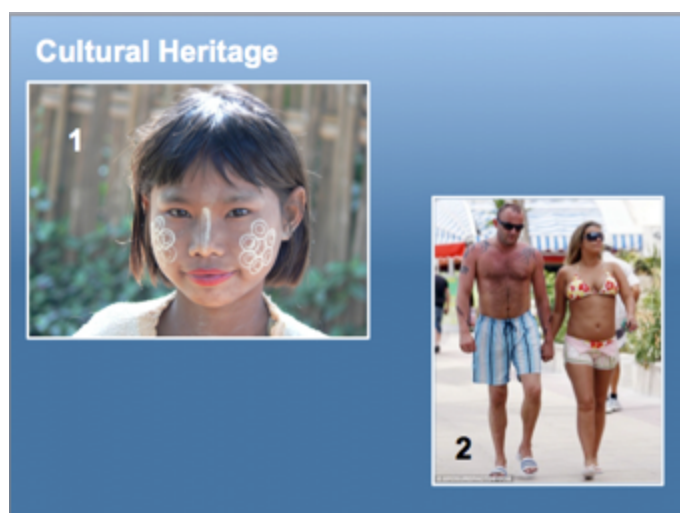
Infrastructure:

The three scenarios chosen represent effectively no change from much of the present situation (image 3) to heavy infrastructure development (image 1). Within the DMP area roads are in general poor condition, though many are being rapidly upgraded. The slide aims to show the impacts of each type of road.



Employment:

As the Inlay area is rapidly experiencing tourism development and growth, it is important to gauge opinion on where new jobs should come from. For this to happen will require some form of intervention. So the pictures are "local jobs for local people" and "uncertainty" or "no interventions". An interpreter explains the images.



Cultural Heritage:

Tourism may bring changes to a region's intangible culture heritage. It is possible to see how the cultures of Thailand, Cambodia and Vietnam have changed with the influx of tourists (and other influences of course). Thus a local girl wearing Thanaka makeup and two western people walking through town in beachwear are compared.



Landscape:

Often tourism development brings significant changes to landscapes, through the development of resorts, service towns and tourism facilities. The three scenarios show maintain the landscape as it is at present, allow some development that still maintains a feel of the area (it is not suggested that areas cannot develop), or heavy landscape-altering development such as in Hong Kong.



New Hotel Types:

There is a construction boom in the town of Nyaungshwe, also the new Inlay Hotel Zone has lots for approximately 90 new hotels, and as such, hotel design will be an issue. The 4 designs show some potential scenarios, from large scale development, bungalow resorts, budget constructions and "modern" designs.



Visitor Type:

A family is shown, along with a guided tour group, our friends from "Cultural Heritage" above and backpackers. Perhaps a representation of domestic tourists could have been included here. Backpackers were included as a significant part of the local trekking industry is targeted at the budget backpacker market, with some negative anecdotes reported throughout the project.






Environment:

Finally a slide representing the environment is shown. Almost always participants choose Picture 2 for a sustainable environment over the rubbish dump in Picture 1.

This is included as it does show participant's support for environmental conservation efforts.

Answer Sheet

Infrastructure

	Great idea	Could be OK	Terrible
			
1 Comments			
			
2 Comments			
			
3 Comments			

Page 1 of the answer sheet

Upon completion of the exercise answer papers are gathered and results tallied, along with any key comments reported.

Often comments support the statements, but occasionally an explanation is given for what may seem an unusual response, such as support for a casino as it may bring both employment and wider spend into the area.

Of key importance to the exercise is good translation, usually done orally, as in this instance. The tool is simple enough to be replicated with minimal training to facilitators. The tool is of course leading and its main purpose is to prompt a discussion. The tool has been adopted by ICIMOD and used in other areas within the Hindu Kush/Himalaya region (van Strien, 2015c).

4.3.3 *Working with Interpreters/Translators (and in different languages)*

The working language of Myanmar is 'Myanmar Language' (Burmese) which is used as the main language of communication in Shan State. Myanmar Language is not the mother tongue of many of the ethnic groups within the geographical context of this thesis (other significant languages including Pa-O, Palaung, Shan, and Innthar dialects). A high level of English exists amongst the more educated and decision makers.

The researcher does not speak Myanmar Language (Burmese) well enough to conduct research. The majority of the Inlay regional research took place with the use of translators/facilitators, including interviews, focus groups and workshops.

The researcher makes the distinction between an interpreter and a translator: A translator is someone who attempts to translate word for word what is being said, whereas an interpreter "interprets" what is being said into a format that is more understandable by the audience (be it the researcher or participants). Jobbins (2004) writes about the importance of understanding between a researcher and interpreter in cross-cultural situations. By necessity an interpreter is much more than someone who translates languages, they provide significant background context and can relay the 'feeling' of a meeting that a researcher may not (Jobbins, 2004). Interpreters would act effectively as 'gatekeepers' (Bryman, 2012). They are effectively the creators of trust between researcher and interviewee.

Jakobson (1959) discusses how languages do not easily translate well into others, and how the understanding of concepts can differ significantly. Casanave (2009) recommends the use of technical vocabulary should be limited to when there are no other suitable terms. Often, technical terms represent complex concepts that either cannot be translated, or require specific technical knowledge of participants: either way a pre-understanding of terms used within a workshop is vital for an interpreter.

Three main methods of overcoming language barriers were adopted throughout:

1. All workshops and focus groups (and interviews where necessary) were consecutively interpreted: One person speaking, followed by interpretation;

2. Written group exercises were employed to discuss specific problems and provide solutions. Participants could use their preferred language, with anything written being translated after the workshop;
3. An English-speaking note-taker would be present in the workshop to record key spoken points.

Inter-cultural sensitivities were considered throughout the thesis: Shan State is a multi-ethnic state in a time of transitions, with at least three active armed conflicts taking place over the duration of the research process. Part of the rationale of the DMPILR *document* (as described in its "vision statement" (Haynes *et al.*, 2014, p. 10)) is to promote and celebrate inter-ethnic collaboration and understanding. Ethnic issues are considered highly sensitive in Myanmar (as discussed within Chapter 4), and thus care was taken at all times to ensure any 'blaming' of other groups was avoided.

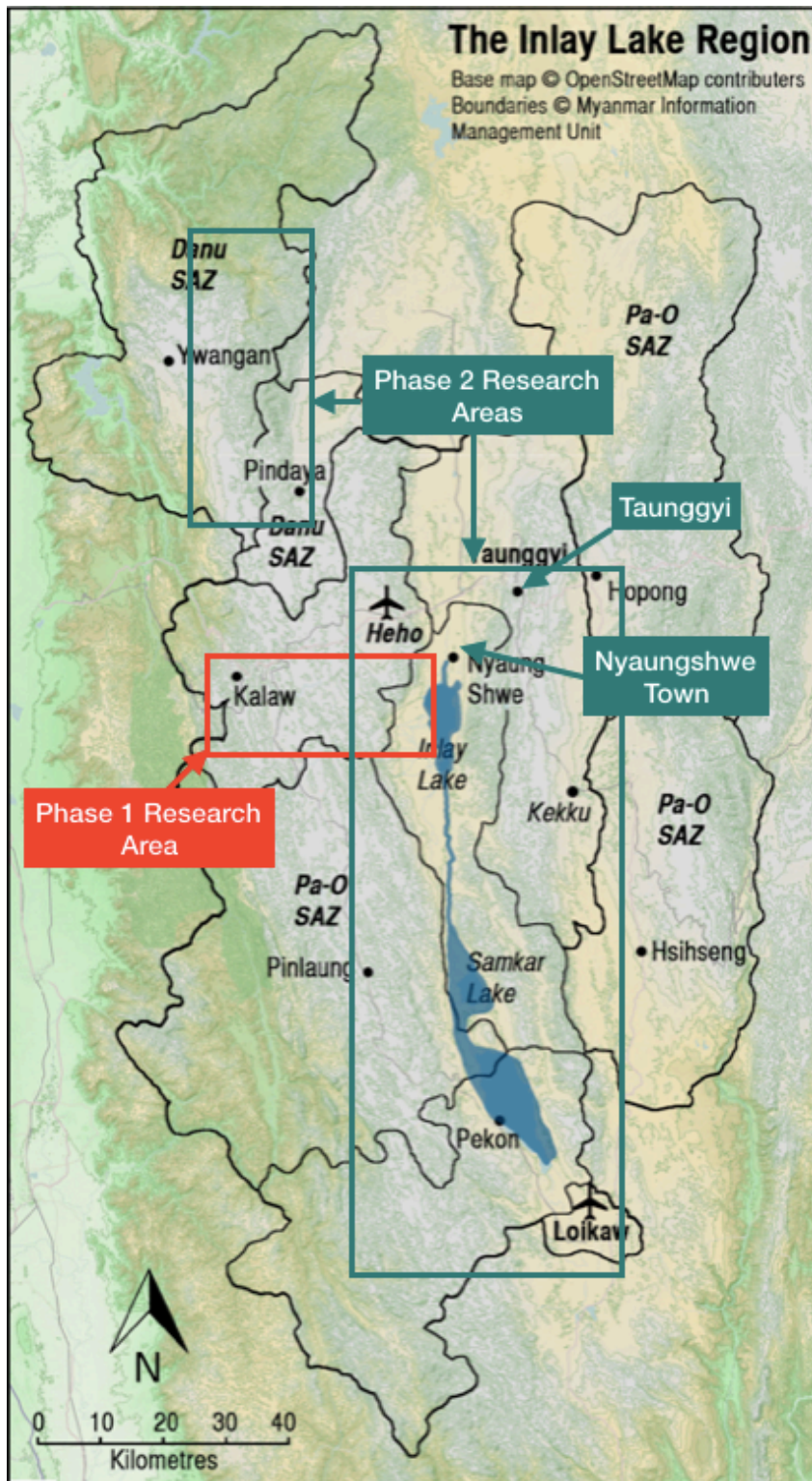
4.3.4 Team Working

The DMPILR *research process* was conducted by a research team as part of the DMPILR *project*. This is elaborated in Section 4.4.2 below, as this took place as part of the research design process. In total there were 8 individuals involved in gathering research in the Inlay Lake Region.

4.3.5 Purposive Sampling

This thesis employs purposive sampling, as participants must have knowledge of the DMPILR to be relevant to "acquire in-depth information from those who are in a position to give it" (Cohen *et al.*, 2007, p. 115).

Figure 4.4: Map of research areas by Phases 1 and 2



Base map taken from (Haynes *et al.*, 2014, p. 9)

Figure 4.4 shows areas of research within the Inlay Lake Region. Phase 1, in red, refers to the map in Figure 4.5 (page 140) as the area of research as part of the VCS from October

2013. Phase 2 in green shows the areas visited by the research team, and the main town of Nyaungshwe where consultations took place during March, May, and June 2014, and the Shan State capital, Taunggyi, where consultations were held in October 2014 toward the end of Phase 2 and completion of the DMPILR *project, research process, and document*. Research for Phase 3 can be considered as the whole region, taking place from DMPILR completion to *implementation* from November 2014 to January 2018, the cut-off date for this thesis.

4.4 Research Design by Phases

4.4.1 Phase 1 Design: VCS in the Hilly Areas

Choudhary *et al.* (2014, p. 3) describe the Value Chain Approach/Study (VCA/VCS) as a "powerful tool for identifying and analysing where and how value is added, from the producer to the end user". A VCS employs the "full range of activities that are required to bring a product from its conception to its end use" (Choudhary *et al.*, 2014, p. 3). VCSs are relatively simple to conduct in rural areas, and are based on observations, and identifying where financial transactions take place that 'add value'. In simplest terms regarding tourism, a VCS looks at where money is currently spent by tourists, and where it could be spent or increased.

The researcher contacted the Golden Lilly guesthouse, a company that is well known in the Kalaw area as one of the first companies to begin trekking in the region. The company provided a retired school teacher from Kalaw, and had been leading trekking groups for two years, with considerable knowledge and experience of the area.

A transect walk approach was adopted (see page 127), making direct observations in villages, of wayside agriculture, product and handicraft production as well as trading and other economic activities. Community members were interviewed 'on the way' using a pre-designed selection of guiding questions. Community members interviewed included homestay operators, shopkeepers, traders, farmers, and handicraft producers. Interviews were not pre-arranged and typically took place over lunch or when passing through a village. The research timetable is shown in Table 4.4 below.

Observations of the obvious trailheads of Kalaw and Nywangshwe were included, here various tour companies and other tourism related businesses were interviewed. Additionally, any groups of trekking tourists met were informally interviewed on-route; six such groups were interviewed.

Figure 4.5 below shows a map of the route walked and key villages visited in the study. Trekking began at Kalaw on 11 October and ended 16 October at Inntien Village Jetty after 74km. An evening and half a day was spent in Kalaw and Nywangshwe as trailheads and local hubs. Results of the study are discussed in Chapter 5.

Table 4.4: VCS research timetable

Date	Villages (Pa O ethnic group unless otherwise stated)	Activities and notes
10 Oct	Kalaw.	Met with owner-operators of Golden Lily Guesthouse to discuss need for a local guide.
11 Oct	Kalaw, Hin Ka Klone, 130 households (Pa Loung).	Briefed 'Mr James', the trekking guide on research. Evening discussion with homestay family in Hin Ka Klone.
12 Oct	Myindaik Village, Myin Saicone (Paung Festival), Myindaik Station, 65 households, (Shan, Pa Oh & Danu), Shabin and Panlone Monastery.	Myindaik station is an important rural market town as 3 trains pass each way daily, and use the station as a passing place on the single track line, common resting point on-route. Visited Paung festival at Myin Saicone, discussed with monks.
13 Oct	Panlone Village, 60 households; Nan Dharethhe 130 households; Taung kwei, 100 households; Kamkau, 6 households; Kyauk Su. Mostly Pa O, but some Taungyoe.	Kyauk Su is a popular stop for the 3 day 2 night trek itinerary. The homestay owner has been hosting tourists for over 10 years. Interviewed basket makers and agriculturalists in Panlone and Nan Dharethhe, homestay and shop owners, tourists and guide in Kyauk Su, community members in Kamkau.
14 Oct	Ywar Pa; Thayepin, 35 households; Pan Pec (Taungyoe) 130 households; Nan Daing, 250 households and 60 shops / traders; Dome, 85 households Pinnwe (weaving village), 50 households; Bawcare, Konehala (Danu).	Ywar Pa Village is a common alternative overnight destination. Nan Daing is a relatively common lunch stop. Pinnwe Village has two weaving families that have begun to orientate their business towards tourism. Interviewed weavers and rice wine maker.

15 Oct	Pattaук Village 80 households; Tetain Monastery (the main monastery where trekkers stay). Nan Yoke, 200 households (Danu).	In Pattaук is one of the main overnight stops for trekking and homestays, Tetain Monastery is the most popular monastery for overnight stays.
16 Oct	Nan Yoke to Inntien and end of trek: no other villages passed on-route. Boat to Nywangshwe via Inlay Heritage House Restaurant, Hospitality Training School and Project.	Interviewed boat operator. Took boat to Inle Heritage House and had tour of facilities and held interview with training manager. Boat to Nywangshwe and interviewed staff from Inle Speaks project. Interviewed hotel and tour operators in Nywangshwe.
17 Oct	Nyaungshwe.	Interviewed hotel and tour operators in Nyaungshwe.

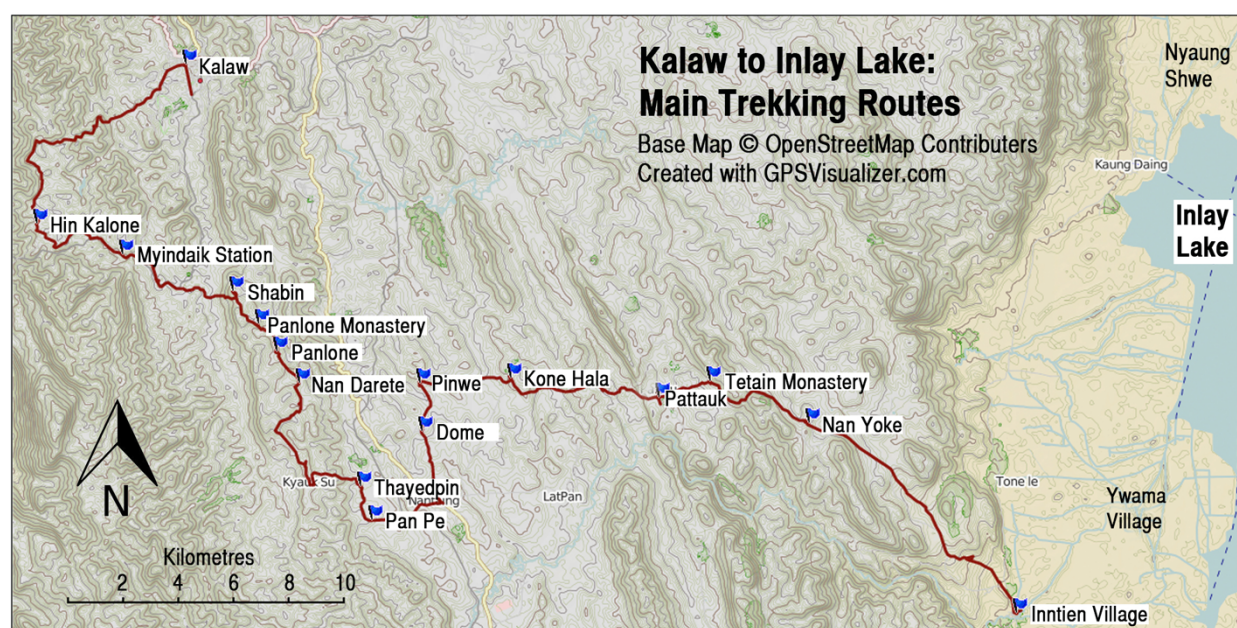


Figure 4.5 Map of villages visited during the 'Value Chain Study'. Map developed from OpenStreetMap Contributors, created with GPSVisualizer.com

4.4.2 Phase 2 Design: The DMPILR Research Process

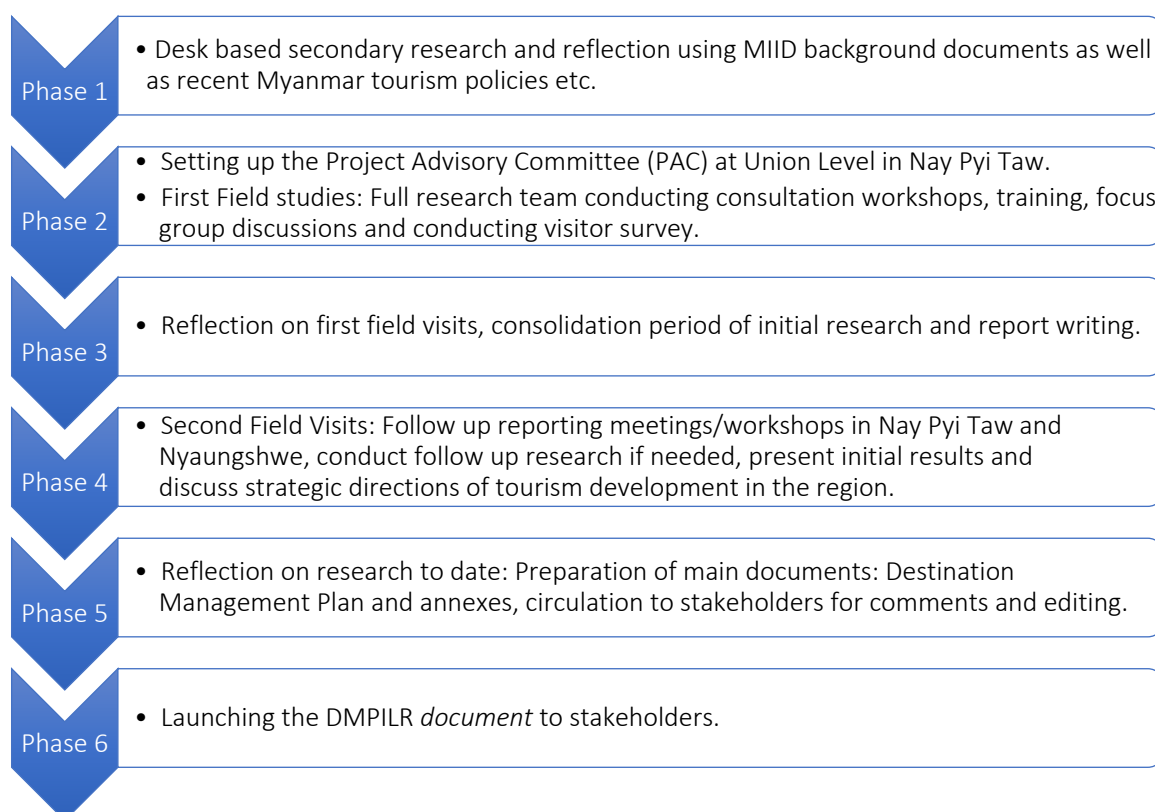
An initial outline research and logistics plan was designed to allow for evolution of the DMPILR *research process* and maintain a degree of flexibility. Time would need to be spent in Nay Pyi Taw to conduct both the formal opening of the project with the Union Minister and to set up the Project Advisory Committee (PAC, see page 143), followed up by a targeted site visit with each DMPILR research team member (see Table 4.6 below) having a clear purpose of activity by day, again with the flexibility of changes and adaption if required.

The approach was designed so that the DMPILR *project* team would act in a 'facilitator' role, with MoHT as a client: the DMPILR research team would in effect, act on behalf of MoHT to consult with destination-based stakeholders in order to develop a participatory Destination Management Planning process. This approach would in part solve the issue of mistrust between destination-based stakeholders and government institutions within the context of Myanmar at the time, as well as improving the sense of ownership of the DMPILR *research process* and *document* by MoHT.

As project Team Leader, the researcher fed-back results from destination level discussions to MoHT and the PAC. The PAC would at the same time provide input to the consultation process from the Union-level perspective. The PAC was designed to include representatives from high level public and private sector organisations involved with the management of the Inlay Lake Region.

Broadly the DMP Action Research was designed over six phases as in Figure 4.6, based upon a Research - Reflection - Action approach based upon (Riel, 2016) as discussed in Section 4.2.1 above.

Figure 4.6: Planned design of DMPILR *research process*



From professional experience, the researcher knew the design process would need to be flexible due to the emerging context in Myanmar. The above design translated into the timeline displayed in Table 4.5. The DMPILR *research process* is discussed in detail in Chapter 6, as this is central to the overall reflection process in this thesis.

DMPILR Research Process Timeline

Table 4.5: DMPILR *research process* timeline

Month - all 2014	Activity
January	<ul style="list-style-type: none"> • Agreement between ICIMOD, IID/MIID and Researcher on developing DMPILR <i>project</i>.
February	<p>Designing the DMPILR <i>research process</i> (designed by the researcher acting as Team Leader):</p> <ul style="list-style-type: none"> • Conduction of desk-based research and analysis of previous reports and projects conducted within the Inlay Lake Region; • Planning for project field research; • Recruiting and briefing team members; • Preparation for workshops, field work, trainings and meetings; • Selection of stakeholders to be involved in consultation.
March & April	<p>Launching of the DMPILR <i>project</i> at the Ministry of Hotels and Tourism in Nay Pyi Taw (with DMPILR research team):</p> <ul style="list-style-type: none"> • Inviting potential Project Advisory Committee (PAC) Members; • Official launch led by HE U Htay Aung, Union Minister for MoHT; • Agreement on initial PAC and feedback. <p>First DMPILR research team visit to the Inlay Lake Region:</p> <ul style="list-style-type: none"> • First stakeholder consultation workshop; • Hotel sector focus group consultations; • Training of tourism survey team (30 people from Nyaungshwe hotels trained in surveying techniques); • Data collection of tourism survey; • Environmental assessment and stakeholder consultations; • Regional tourism assessment and site visits combined with stakeholder interviews, focus groups and discussions with community members, local Non-Governmental Organisations, private sector and heritage/religious site guardians. <p>Consolidation of first team visit (conducted by the researcher acting as Team Leader):</p> <ul style="list-style-type: none"> • Review of data collection; • Drafting of progress report;

	<ul style="list-style-type: none"> • Drafting initial key issues and target areas; • Planning for second visit.
May	<p>Second team visit to the Inlay Lake Region:</p> <ul style="list-style-type: none"> • Meeting with Shan State Government and state-level actors; • Meetings with leaders from the Self-Administrative Zones; • Follow up meetings with regional private sector (including trekking operators) and CSOs; • Conducting of Hotel Industry Economic Assessment. <p>Consolidation of second team visit (conducted by the researcher acting as Team Leader):</p> <ul style="list-style-type: none"> • Review of data collection; • Preparation of mid-term workshops and trainings for consultation and waste management; • Preparation of training workshop for MoHT staff.
June	<p>Stakeholder Feedback (conducted by the DMPILR research team)</p> <ul style="list-style-type: none"> • Presentation of the project at the Mekong Tourism Forum in Mandalay; • Waste management workshop in Nyaungshwe; • Mid-term consolidation and consultation workshop in Nyaungshwe & 'Strategic Directions' picture tool; • 2.5 day training of MoHT countrywide regional directors and officers in Tourism Forecasting and Destination Management; • Mid-term PAC meeting at MoHT in Nay Pyi Taw; • Finalisation of <i>Regional Hotel Industry Economic Assessment</i> document; • Finalisation of <i>Regional Environmental Assessment</i> document.
July	<ul style="list-style-type: none"> • Preparation of the draft DMPILR <i>document</i> and <i>document series</i> (by the researcher acting as Team Leader).
August	<p>Preparation of the draft DMPILR <i>document</i> and <i>document series</i> continued (by the researcher acting as Team Leader):</p> <ul style="list-style-type: none"> • Consultation of DMPILR <i>document</i> draft and endorsement workshop in Taunggyi; • Consultation of DMPILR <i>document</i> draft and endorsement workshop with Project Advisory Committee in Nay Pyi Taw; • Submission of DMPILR <i>document</i> draft to key stakeholders for comment.
September	<p>Review of DMPILR <i>document</i> and incorporation of comments (by the researcher acting as Team Leader).</p> <ul style="list-style-type: none"> • Hand-over of draft DMPILR for approval by MoHT and the PAC; • Agreement on presentations and launching of the DMP with MoHT;

	<ul style="list-style-type: none"> • Completion of DMPILR <i>document series</i>; Tourism Survey Report received from International Tourism Specialist.
October	<ul style="list-style-type: none"> • Integration of final changes to main document series (by the researcher acting as Team Leader); • Launch of DMP to Stakeholders in Yangon & Taunggyi; • Finalisation of documents produced under the project.
November	<ul style="list-style-type: none"> • Launch and presentation of DMPILR <i>document</i> at the ICIMOD <i>International Conference on Mountain People Adapting to Change: Solutions Beyond Boundaries Bridging Science, Policy, and Practice</i> in Kathmandu.

Recruiting and briefing team members

After discussion with IID/MIID, the key issues of environmental management, conducting a tourism (visitor's) survey and stakeholder consultations were agreed as priorities, and that a supporting research team would be needed in addition to IID/MIID staff. Resources allowed the selection of a limited number of experts to support the DMPILR *research process*, who the researcher acting as Team Leader chose in discussion with IID/MIID. The research team consisted of international and national experts, selected for their specific technical areas of expertise as well as having some familiarity with the destination. Table 4.6 shows the agreed experts, positions, and duration of contracted involvement for all involved in the DMPILR *research process*:

Table 4.6: DMPILR research team

Role	Tasks	Allocation
Team Leader & Lead Tourism Expert	Project management, research design, resource allocation, results analysis, training and capacity development, DMP design and presentation.	120 contracted days
International Tourism Specialist	Situation analysis of legal frameworks, culture of Myanmar, tourism survey design, regional consultation.	40 contracted days
Environmental Specialist	Analysis of environmental impacts and potential solutions.	25 contracted days
National Tourism Specialist	National tourism development perspective and facilitation.	50 contracted days
Economist	Analysis of the regional hotel sector typology.	15 contracted days
Tourism Intern	Research support and Value Chain Analysis of Pa-O hill communities.	30 days
Senior Translator & Tourism Specialist	Began translation after IID/MIID's role had been completed, from April to May 2015.	
MIID Interpreter	Facilitation support.	

If resources had allowed the Team Leader would have included the following positions:

- **Architect & Town Planner**, with the role of providing options for building design and regulations in town and country areas, as well as providing an initial framework to zone Nyaungshwe and Kalaw Towns for tourism development, and consider tourist vehicle movement, as well as consider improving facilities at the tourist boat jetties;
- **Infrastructure Planning Expert**, to provide a broad estimate and costing of upgrading regional infrastructure, including roads, rail, and airport, as well as providing a longer-term perspective on electricity and water usage (this is why Strategy 2 contains recommendations to conduct transport, electricity and water planning studies);
- **A Protected Area Zonation Expert**, to further develop participatory resource zoning in the region, a long-term process.

Project Advisory Committee

It is important to discuss the role and rationale behind the Project Advisory Committee (PAC). The PAC would have the function of providing strategic guidance to the DMPILR *project*, a means of the project consulting with a higher Union Level audience, a means of providing capacity building at a higher level, and potentially set up a structure for future DMPs in other destinations. Another intended purpose would be to provide an opportunity for cohesion and cooperation between ministries, strengthening the reform process in Myanmar.

The PAC was designed to have 16 members, chaired by either the Union Minister or one of his representatives. There would be three working groups: Union Ministries, State Level Departments and Private Sector. Identification of PAC members took place in a discussion between the researcher acting as Team Leader with the IID/MIID Director. The PAC would meet three times during the tenure of the project. The PAC consisted of the following members:

Union Ministries

- Ministry of Environmental Conservation and Forestry (responsible as landscape managers for forestry and protected areas);
- Ministry of Livestock and Fisheries (responsible for farming and specifically fisheries management on Inlay Lake);
- Ministry of Home Affairs (responsible for security);
- Ministry of Agriculture and Irrigation (responsible for managing Inlay Lake's waterways and water-level);
- Ministry of Social Welfare Relief and Resettlement (responsible for employment relating to rural areas and ethnic groups);
- Ministry of Health (responsible for medical facilities).

Other ministries considered included immigration (responsible for monitoring and registering tourist movements) and electricity production (Inlay Lake is the tail end of a large hydro-electric system and would be affected by water usage for power generation). These were omitted for the sake of keeping numbers manageable within the sub-group.

State Level Departments

- Shan State MoHT (Based in Taunggyi);
- Ministry of Planning and Investment (taking Shan State Ministry responsibility for MoHT);
- Minister for Innthar Affairs (Innthar being the largest ethnic group living on and around the shores of Inlay Lake);
- Representative of the Pa-O Self Administrative Zone (The Pa-O SAZ making up a considerable geographical area of the Inlay Lake Region, and offering potential linkages to Eastern Shan State and Thailand);
- Representative of the Danu Self Administrative Zone (The Danu SAZ making up a considerable geographical area of the Inlay Lake Region, and offering potential for linkages to Mandalay).

Private Sector

- The Myanmar Tourism Federation (representing 11 private sector associations, including hotels, restaurants and tour guides);

- Orchestra Travel (The Director being a well-known and politically neutral director of a successful Myanmar travel company);
- Exo Travel (The Director being a well-known and politically neutral director of the Myanmar branch of the multi-national "best practice" travel company);
- Inle Heritage Hospitality Vocational Training Centre (The Director being a well-respected Inlay Lake based entrepreneur and responsible for setting up Myanmar's first comprehensive vocational training school focused on the hospitality sector in Myanmar);
- Shwe Innthar Hotel (The Director being a well-respected regional entrepreneur and hotelier).

The team contacted the Director General of MoHT who would take responsibility for inviting potential PAC members at the first meeting to the MoHT building in Nay Pyi Taw during in March (see Chapter 6 Section 3).

Preparation for workshops, field work, trainings and meetings

The first main research period was scheduled for a full month during March 2014. The research team (with the exception of the Economist) travelled to Nay Pyi Taw then Shan State to begin initial research. To prepare for this the team designed a short introductory presentation on the need for a DMP, the research process, intended outcomes and how stakeholders would be involved. Chapter 6 documents the DMPILR *research process* in detail, elaborating upon the action research process.

4.4.3 Phase 3 Design: Reflection and Development of Tools and Model

The process of reflection of the DMPILR *project, research process, document, and implementation* has been evolving since the outset of the identification of the need for the DMPILR in Research Phase 1, covering a period from October 2013 to January 2018.

This reflection has included interviewing key actors as discussed in Table 4.3, and reflecting upon their responses to the overall, and key components of the DMPILR. Key to the reflection has been the researcher's embedding in the entire process, including guiding the DMPILR *implementation* where possible through work and residence in the Inlay Lake Region. This reflection has led to the development of the experimental *DMP Monitoring*

Tool, *DMP Evaluation Tool* introduced in Chapter 8, and the *Participatory Destination Management Planning Model* introduced in Chapter 10.

Reflection of the process follows processes described in Section 4.2.1 above, and is elaborated upon in Chapters 7, 8 and 9. The following section discusses issues relating to limitations, bias, ethics, and data protection. Being embedded in the research process, these are all significant issues that must be considered in the context of this thesis, and it is important to be aware of them.

4.5 Limitations, Bias, Ethical Considerations, and Data Protection

Limitations and Bias

“Bias comes not from having ethical and political positions – this is inevitable – but from not acknowledging them. Not only does such acknowledgement help to unmask any bias that is implicit in those views, but it helps to provide a way of responding critically and sensitively to the research.” (Griffiths, 1998pp. 133).

It is important to be clear of potentials of bias and conflicts of interest within both the *DMPILR* and this thesis. Clearly the outputs of the *VCS* and *DMPILR* as well as researcher involvement in follow-up implementation and to a lesser extent policy influence have been supported financially by Development Partners, each with their own agenda. However, to defend this risk, both of the main research partner organisations (*IID/MIID* and *ICIMOD*) have a strong research commitment allowing almost total freedom in the shaping and management of research projects, both institutions being genuinely interested in the development and furtherment of participatory approaches (and social justice as mentioned earlier in this chapter). Indeed, this is a reality of conducting ‘relevant’ research.

As discussed in Section 4.3.3, the research phase of the *DMPILR* required a significant use of verbal, consecutive translation (this was not so much of an issue for the Thesis methodology (see Figure 4.2, page 105), as all but two of the interviews that took place in Table 4.3 were conducted in English). I use the term ‘interpreter’ as opposed to ‘translator’ as I accept the reality as discussed by Fontes (2008, p. 141) that “it is not possible to receive an absolutely perfect interpretation because subtleties of meaning and context differ across cultures. At best, an interpreter can convey what each party says and means in a ‘good enough’ fashion

to facilitate mutual understanding". As such, it is important to discuss, and for a researcher to be aware of the difficulties of translation and how this can limit a deeper understanding of complex situations.

Using an interpreter allows a researcher "to listen to people who otherwise would be voiceless in our interviews" (Fontes, 2008, p. 140), however researchers should not underestimate the power of the interpreter, and the potential for both intentional and unintentional mistranslations and misunderstandings. Common misunderstandings include omissions, additions, substitutions, transformations, and misinterpretation of non-verbal communication (Langdon, 2016, pp. 197-198).

The interpreter themselves may not fully understand the context of the discussion, interview or questions, and may be too shy (or culturally inappropriate) to ask for clarification (a good interpreter should act as a "cultural clarifier" (Saenz, 2016, p. 101)). They may not be able to accurately explain the context sufficiently to participants, or indeed understand fully the participant's response, or be able to translate it sufficiently: the interpreter may not have received training and fully understand the expectations of 'western' research, and the expectation they are to remain neutral (Marais, 2016). The interpreter may translate a carefully constructed open question into a leading question, and thus significantly impacting the quality of results.

Often an interpreter will not be a sector specialist, and often questions researchers ask can be very specific, as to emotional feelings, participant's perceptions of events, and so on. Some of these may be culturally unusual or even inappropriate; in many Asian cultures for example, it is considered very bad manners to make someone feel uncomfortable by asking difficult questions (especially to participants who have volunteered their time in good faith). In such situations, the interpreter may ask an alternative question and/or tell the researcher 'what they want to hear', and therefore accepting there will be cultural differences between researcher and interpreter, and understanding the local context is vital (Bogner *et al.*, 2009).

Even when interviewing people with seemingly fluent ability in English, misunderstandings can occur. Fontes (2008, p. 133) states that whilst "functional bilinguals are able to converse minimally on a regular basis in English in their schools or workplaces but have a surprisingly

restricted general vocabulary and may be unable to discuss sexual, emotional, medical, legal, or personal matters in English”. These language barriers can be significant to understanding the intentions of conversation, and will always require a degree of interpretation by a researcher.

The potential for misunderstandings at all levels of communication is high, and can only be remedied by investing time and energy in interview preparation, trust building, and context understanding between researcher and interpreter (Bogner *et al.*, 2009). Even in the best scenarios, researchers must be aware that there is significant potential for bias.

This leads into the issue of exclusion, and the control of the researcher over who is, and who is not included in the research process. As discussed above, there may be cultural issues that exclude certain community, ethnic, religious, and gender groups. This thesis aims to be as participatory as possible, but any researcher conducting research in the reality of complex, developing country environments, must realise the high risks of exclusion. This is especially so in a country such as Myanmar where people have not been used to participating in public discussions or questioning authority.

Participatory methods used within the international development context have been criticised as western, male-centred, with a “conspicuous lack of attention to issues of gender dynamics, gender inequities and feminist scholarship” (Wicks *et al.*, 2007, p. 20), something I am very much aware of as a white ‘western’ male. Indeed, international development in gender has been criticised as male-dominated (Parpart *et al.*, 2000), although inclusion of gender equality goals in the UN SDGs has attempted to address the issue (United Nations, 2015).

In the context of international development, the International Labour Organisation (ILO) believes gender issues relate to discriminatory practices and inequality (ILO, 2018). As such development practices should strive to promote the following:

1. *Equality of opportunity and treatment in employment;*
2. *Equal remuneration for work of equal value;*
3. *Equal access to safe and healthy working environments and to social security;*

4. *Equality in association and collective bargaining;*
5. *Equality in obtaining meaningful career development;*
6. *A balance between work and home life that is fair to both women and men;*
7. *Equal participation in decision-making at all levels.*

(ILO, 2018)

Women in particular are an excluded group in Myanmar, and there have been a variety of international development projects throughout the country that focus on women's inclusion and awareness of gender-based issues (Carr, 2018). Some ethnic groups have organised Women's Associations (specifically the Pa-O and Shan), whilst in Inlay lake the Inle Woman's Professional Network has developed over the research period of this thesis. This has made inclusion somewhat more straightforward by using these structures for invitations to research related events, however these organisations tend to be formed of the more well-off in the community. The research partnership with ICIMOD insisted that the DMPILR *research process, project, and document* address "gender and social equity" (ICIMOD and MIID, 2014, p. 3), something which I have strived to achieve as an international development practitioner.

Ethnic groups are represented by 'Culture and Literature Development Organisations', which are linked to ethnic group's formal representation within the Myanmar political system of Minister's for Ethnic Affairs, where ethnic group is represented by a national-level Minister for the respective ethnic group. (Myanmar President Office, 2016). These organisations aim to promote development, health care, and literacy and numeracy within respective communities, as well as supporting traditional cultural activities and festivals, and also providing a formal structure of representation, however membership tends to include the better-off and higher educated. Such groups were invited and contacted especially during the DMPILR *research period*, and whilst they acted as effective 'gatekeepers' for their ethnic groups and there would inevitably be some bias, it was the most efficient way of ensuring general inclusion within the limitations of research resources. It should be noted that the Inlay Lake Region is fortunate (within the context of Myanmar) as not having inter-ethnic conflict (Konstanzer, 2016).

In some ways the issues are related to the complexities of 'community', and the often assumption in international development that communities are somehow 'homogenous', with members all having the same opinion, which of course is rarely the case (Robins *et al.*, 2008). The issue of community is explored in Chapter 2 page 29.

Some exclusions can happen for more mundane reasons, such as distance to travel, poor communications, and lack of resources and infrastructure. It may not be fair to ask for community representatives to travel for two days walking to attend a half-day meeting: it would be good practice for the researcher to travel to their community, however the reality is that resources may not allow for this.

Thus, this thesis recognises that the following groups have been under-represented, or may have not had the full opportunity to express their full opinions, despite concerted efforts to the contrary:

- The least well-off in society, due to feeling 'it was not their place' to join public consultation events;
- Less well-off women who were unable to join such events due to child/parental care requirements, or in some cases not being permitted by other family members;
- Children did not participate in the above-mentioned events, and were not interviewed as I did not feel I am qualified to do so, and this would have required additional safeguards beyond the resources available;
- People from remote communities who I could not reach due to resource limitations;
- Religious leaders from all denominations did not actively participate, however representatives from all religions in the Inlay lake Region were represented;
- People from non-binary genders: there are no published statistics on non-binary gender in Myanmar, and whilst there is no active persecution of such genders, the issue remains culturally taboo.

Most important in the context of this thesis is to realise that issues of exclusion are very possible, which leads to highlighting the need of understanding the local context, and focused efforts to ensue all members of the community are represented and have their say in the development of their region.

When conducting interviews, workshops and focus groups for the VCS and the DMPILR, the intention was as much as possible to choose participants who would represent the 'wider' community (see chapter 2 regarding the complexities of community and stakeholders). In reality it is never possible to gain an exact understanding of everyone's opinion from within a given area, especially in the context of the Inlay region which is home to an estimated 1 million people over 7,000 square miles of often poor infrastructure and communications, and often the more educated or socially mobile would attend workshops and focus groups. This limitation is known as "elite bias" (Chambers, 2002).

This thesis relies upon professional experience and knowledge of the researcher as a 'development professional', and thus subjective. Indeed, the process of critical reflection itself is thus subjective and leaves many questions open for debate as to why actions were taken, interpreted in one way or another, avenues explored or not. Ultimately a researcher is responsible for the "quality of [their] action research in relation to [their] values of honesty, openness, democracy, inclusion and relationship, respect, and capacity for critical reflection" (McNiff and Whitehead, 2010, p. 210).

Such biases and issues were noted and considered where possible, but the constraints and realities of conducting research in remote areas in developing countries with poor infrastructure, limited budgets, timing and deadlines must be emphasised and acknowledged.

Ethical Considerations

At an early stage of the research the question of ethical approval was considered in detail. The main ethical obligations of the researcher are to "respect the persons involved and affected, and to do no harm" (Kemmis *et al.*, 2014, p. 159).

Typically, a research project would require recording of data from interviews and discussion

groups. It would be expected that in Myanmar, as a country emerging from military rule, participants would be unwilling to present useful discussions in a traditional interview format, even recording discussions on paper may create concern or unease for some participants. Indeed it is argued that a formal interview process may provide different results than informal situations (Kvale, 1996; Neuman, 2007). At the start of this research, although Myanmar had been embarking on a reform process, there was no guarantee that changes would stay and anything that may be perceived as negative statements against government might in some way affect individuals: the researcher has a responsibility to ensure as much as possible that physical and psychological harm to participants is avoided (Kemmis *et al.*, 2014), even though the simple act of asking questions has the potential to cause harm.

The VCS and DMPILR *research process* aimed at all costs to protect participants and their opinions and thus interviews were recorded afterwards from memory, suitably anonymised.

At an early stage the research candidate and supervisors decided the formal 'PhD apparatus' would not be effective in Myanmar. From the researcher's own experience of working in Cambodia and Vietnam where participants, be they 'elites' at the government/decision making level through to village level participants with low levels of literacy, it would be unlikely (or at best not useful) to request completion of consent forms (or to read consent forms through translators to those lacking literacy). This would clearly create a situation that would be uncomfortable to participants that would either result in refusal to participate, or the giving of politer 'expected' answers. The majority of participants (if any) would likely not have engaged with western style research projects before and would be deeply suspicious of such paperwork. The discourse between researchers in Myanmar suggested that participants, especially from the non-Bamar ethnic majority would be deeply suspicious of forms and more so of adding signatures (Häusler, 2014a; Valentin, 2014a). Rallis and Rossman (2009, p. 277) state, "in some cultures having to sign one's name or put one's mark on a piece of paper is highly suspect".

As the thesis is a reflection on the DMPILR *project, research process, and document*, ethical issues in Phases 1 and 2 conducted as consultancy assignments were covered by IID/MIID and ICIMOD as research institutes, all having their own procedures in place. Interestingly, in

the normal research-gathering context, Development Partners do not normally require participants to complete participation/consent forms. This raises wider questions of the appropriateness of western-based research organisations of insisting on ethical procedures in similar contexts. In all cases the researcher in no way wanted any participant to feel fear, or be at risk should the political situation deteriorate.

The issue of intellectual property rights regarding usage of VCS and the DMPILR regarding usage of the VCS and the DMPILR *document* was discussed at an early stage between the research candidate and supervisors. Typically, in the case of consultancy work, contracts contain specific clauses granting considerable freedom for consultants to use their work for academic and career advancement. At all stages clients have been fully aware of the researcher's studies, indeed in the case of IID/MIID and ICIMOD, this has been a key factor in gaining the research-based consultancies. For clients less interested in research, the nature of the research project has been stated both verbally and through email communication.

Again, it must be stressed that research was gathered within a specific context that reflects the reality of conducting research in remote areas of developing countries in transitional periods, and that the researcher may be considered as an experienced development professional.

Data Protection

Great care has been made to ensure the security of data and protection of participants. A data management plan for the Thesis was completed at commencement of study. However, the reality of limited internet access in Myanmar, meant data was not stored online. All reflective notes taken in paper form have been kept in a locked box at the researcher's residence in Myanmar and will be disposed of on completion of the thesis. Larger paper items, such as workshop flipchart papers have been photographed and destroyed, including all data collected for the VCS DMPILR *research process*, which has been used to reflect upon within this thesis with the permission of consultancy clients. All electronic files have been held on password-protected computer, backed up on an additional password protected computer. Summaries of data have been provided to relevant research partner agencies as required under contract. Only the researcher has access to the full data set.

4.6 Summary

This chapter has discussed the academic framework; research design and data collection methods used; research timeline, and limitations, bias, ethics, and data protection issues. The following chapter presents and discusses the first research phase, conducting the VCS study in the hilly regions around Inlay Lake that led to the identification of the need for a DMP for the wider Inlay Lake Region, and as such, starting the Action Research process.

Chapter 5. Phase 1 - Identifying the Need for a Destination Management Plan: Kalaw Value Chain Study

This chapter discusses the results from research phase 1, and is my reflection from the Value Chain Study (VCS) of the trekking industry in the hilly areas to the west of Inlay Lake; and how this study led to the identification of a need and opportunity to develop the DMPILR.

Full results of the VCS are available in (Haynes, 2013c) and (Haynes, 2013b); in this chapter I present key results related to answering the research question and describing the Action Research process, and how the VCS identified the need for the DMPILR.

Background

As introduced in Chapter 1 Section 1, I was contacted by IID in October 2013 to conduct two tourism related VCAs of the hill areas surrounding Inlay Lake (see Chapter 4 Section 4.1). After discussion with both my academic supervisor team and the Executive Director of IID, we saw considerable synergies between my proposed thesis and the needs of the VCAs. The need to conduct these studies had been identified from the workshop conducted by IID in July 2013, as it was clear that there was an uncoordinated approach to the existing tourism in the hill areas, and as a target area for ICIMOD, that the area could potentially receive further development project support to improve livelihoods in the area (IID, 2013; Kristensen, 2013).

IID and ICIMOD selected the Kalaw area as an area for study as there had been an established trekking industry since the mid 1990s, and considered supporting tourism as the most obvious means of improving livelihoods and 'resilience' (see Chapter 4 page 108), due to the recent growth in tourism and its links with the Inlay hill communities (IID, 2013; Kristensen, 2013), and see Chapter 2 pages 34-36 for a discussion of why Development Partners support tourism.

IID asked me to conduct two tourism VCAs as requested by ICIMOD: I had some familiarity with the area, having visited the previous year as a tourist, and considered focusing on the trekking industry as a whole as the subject of this thesis. As two separate studies were required I decided to write two separate documents as a result of the same research, one looking at trekking overall (Haynes, 2013c), the other at accommodation specifically

(Haynes, 2013b), with the understanding that ICIMOD would choose the more viable of the two to focus future tourism projects in the area.

5.1 Reflection on Results of the Value Chain Study

Industry Summary

In total 50 people were interviewed: 3 Tourist Police officers interviewed; 5 trekking operators; 6 trekking guides; 4 trekking porters; 22 host community families; 5 tourists (who were trekking in group), and 5 business owners in Nyaungshwe. I could not find any existing figures for the size of the trekking industry from Kalaw, so using the interviews I estimated annual trekking departures between 10,000 (low estimate) and 18,000 (high estimate), based on the 2012 season to time of research (Haynes, 2013c, p. 8). See pages 165-170 for pictures to help illustrate the region of study and research visit.

The trekking landscape was heavily agricultural, with families operating a variety of smallholdings. The primary income of all villages was agriculture, with the majority of products being sold to wholesalers, with little processing or preparation of crops locally. There was a limited amount of produce sold within communities, as families mostly grew their own food and sold cash crops for income. Some fresh produce was sold to trekking groups directly. Engagement with tourism for host communities was clearly an additional income activity, with no families evidently relying 100% on one or a combination of tourism through accommodation, food supply, or handicraft sales.

Host Communities

Trekking host communities are from all main ethnic minority groups present in the region, including Pa-O, Palaung, Danu, Taungyoe, as well as Shan (to a lesser extent) and Bamar.

Communities had experienced trekking tourists for approximately 15 years, though their interactions remained few and passive. Trekking companies, specifically guides, controlled both homestay and rest stop access, with host communities often having little access or role to play in the trekking experience: communities were reliant on guides to bring trade to them. Most community hosts did not have upgraded or developed facilities specifically for tourism: toilets are basic squat soak-away sheds with communal washing areas as part of either the house or village.

Pa-O, Palaung and Danu had their own languages, with Danu considered as a dialect of Burmese. Many members of Palaung and Pa-O had limited Burmese language abilities, even younger members, and communication can be an issue with the majority Pa-O and trekking guides. Often trekking group cooks/porters are from the Pa-O ethnic group and act as translators between Burmese speaking guides and communities.

Host communities appear to be experiencing a period of social and economic change since the opening of the Myanmar economy in 2010. Fewer families live in traditional longhouses, with concrete houses being constructed in many villages. Family relationships are changing, arranged marriages are declining and there is more inter-marrying between ethnic groups. More families now tend to build their own houses after marriage. Population growth had evidently expanded villages: many now have two or three distinct areas, and recently cleared (deforested) land was evident in numerous places.

Access to cheap products (from China) appeared to have created the foundations of a consumer society. Motorbikes were becoming affordable (starting from around US\$300), which has changed the nature of how communities interact with one another. Weaving, for example, was in the past found in every community, now only one village in the study area is engaged in the practice.

Some villages appeared better off than others by my observation of construction materials, personal, and communal assets. More developed villages had concrete and wood houses, steel roofs, compacted roads, tended gardens, motorbikes, some machinery etc. Poorer villages were constructed of bamboo-framed buildings, covered with bamboo matting for walls and straw roofing, concrete houses being an indicator of wealth.

It was clear that few community members benefited or interacted with tourism. Host communities were 'landscape managers' that provided a pleasant environment for tourists, but received few direct benefits, something that has been discussed extensively in the wider literature (Goodwin, 2011; Hall *et al.*, 2015a; Mowforth and Munt, 2016).

Trekking Operators

There were 5 trekking companies in Kalaw, and I estimated there were around 100 individual guides. There was no formal recognition of a *trekking guide*: from interviews some were registered *Regional Tour Guides* while others were working informally. There appeared to be considerable rivalry between operators, resulting in competition that kept prices low. In general the product offered by each was undifferentiated, the same between all operators. Cooks and porters also accompanied trekking groups, resulting in host communities losing an opportunity to offer a meal service to tourists. The vast majority of tourists used a trekking company, it was rare for anyone interviewed to see foreign tourists trekking without a guide.

The basic package was a mostly downhill 60km, 2-night trek from Kalaw to Inlay Lake. The package included meals, accommodation and boat transfer from the western shores of Inlay Lake to Nyaungshwe town. Accommodation was in a village home ('homestays' are technically illegal but tolerated in Myanmar) or monastery. The average package cost was 40,000 MMK (approximately £26 in October 2013), I estimated approximately 33% of the tourist spend reached host communities, based on an analysis of typical spending by a trekking group leader (Haynes, 2013c, p. 24).

Trekking operators interviewed estimated about 90% of tourists and that arrived in Kalaw did so specifically to trek. The trekking season was considered to begin early to mid-October and end in May, with the highest season being the winter months of November to February (likely as these were the coolest, dry, and sunny months).

The Legal and Policy Framework

Trekking routes and homestay accommodation were permitted by a verbal agreement by the 'Commanding Officer' of southern Shan State. Trekking was neither specifically permitted nor illegal. There was no official organisation of trekking in Kalaw or Nywangshwe. Tourists would find out about trekking through traveller's forums and especially guidebooks such as the *Lonely Planet*, arriving in the town without pre-booking.

The Environment

It was evident the region was showing signs of increasing environmental impacts, mostly related to deforestation and intensification of agricultural practices. This included agricultural erosion (and subsequent downstream sedimentation), overuse of agro-chemicals, access to water, and watercourse pollution, related to population growth and not specifically to tourism. It was evident through interviews that tourists increased demands on local water supplies in communities.

Cultural Negative Impacts of Tourism?

As a *responsible tourism* professional, I am always interested in how host communities perceive tourists. Rural areas are often quite culturally conservative, and the Inlay Region is no exception. In Myanmar society public displays of affection (kissing etc) are frowned upon (MoHT, 2012, p. 11), so I asked host community members from different villages if they had seen such behaviour and what they thought about it. The responses were surprising:

They can do what they want.

It doesn't affect us.

They are higher people, what they do is up to them.

Why should I care?

They look funny.

Look at the clothes they are wearing, they look silly!

I had assumed responses would be more condemning, so I asked my interpreter why he thought we were receiving such responses. He replied, "*these are country people and they don't think deeply about such things as they think it doesn't affect them, these people are not philosophers. Look: tourists pass through these fields and villages every day, they do their things and tourists do theirs. They [host communities] don't go in for kissing in any case, all the men chew betel, no one's kissing after that!*". He also said later "*you know, many villagers are happy to have high people [white westerners] in their villages, they are kind of a status symbol*".

I was also interested in other general opinions of tourists from host community members; some responses included:

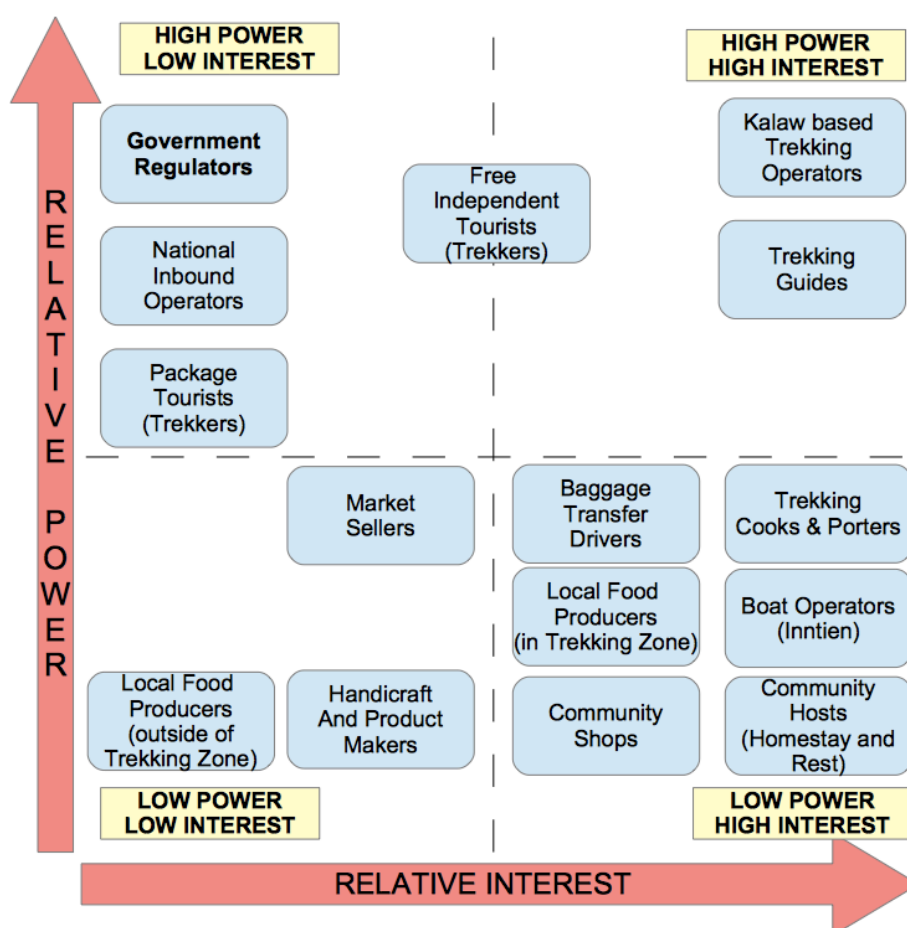
I don't mind the tourists, but the cooks come along and steal our crops!
Why do they always want to photograph me in my work clothes when I'm dirty?
Tourists sell their pictures they take of us and make a lot of money from them, that's why I charge them to take a photo.
They don't know how to wash properly.
Why should I spend money to upgrade my toilet? You spend, what 5 minutes in there every day, I think people can cope with that!

Stakeholder Mapping

I chose the power/attention matrix stakeholder mapping tool (Johnson *et al.*, 2017, pp. 136-8) to analyse power and interest of different stakeholder groups in Figure 5.1. This is a common tool used for stakeholder analysis in the international development context, and something I have used frequently. The tool involves analysing different groups of stakeholders and placing them with the framework to visually identify where power lies. For example, *Kalaw based Trekking Operators* have a high level of interest as trekking is central to their business, they also have a high level of power, as effectively all tourists must use an operator, and they (the operator) chooses where they spend their money. Free Independent Travellers (FITs) retained a strong level of power through the choice of alternative options elsewhere in the region. *Government Regulators* had a high power as they could, should they wish, close down the industry without notice, and had relatively little interest due to the perceived low-budget nature of trekking. *Local Food Producers (outside of trekking zone)* would include rice farmers, noodle manufacturers etc, who would be too distant from the region to see power or interest, but nonetheless need to be included as part of the supply chain.

Community Hosts on the other hand have a high level of interest as service providers, but they have a low level of power as they rely on *Kalaw based Trekking Operators* for all of their business. Indeed, all host community service providers were located in the high interest, low power box. In the VCS, I identified this was the key issue that needed to be addressed: host communities do not have the power to control the tourism industry that develops in their area. My observation for this thesis was whilst tourism was clearly bringing economic benefits, communities lacked decision making control, and in some way, this challenged the rationale for using tourism as a development tool as discussed in Chapter 2 pages 34-36.

Figure 5.1: Power/interest matrix of trekking industry around Kalaw

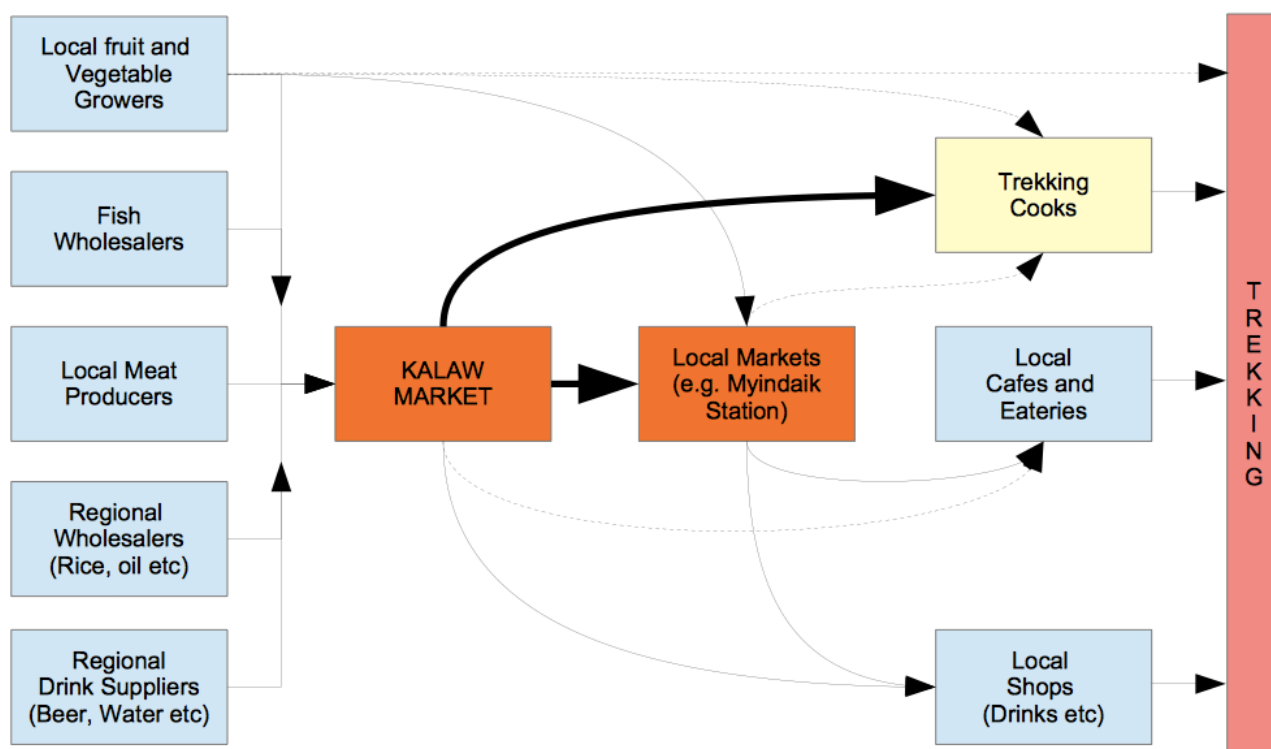


I included this diagram in Haynes (2013c, p. 11).

Food Value Chain Map

From the interviews, I compiled a Value Chain Map in Figure 5.2, based on ICIMOD's 'Mountain Specific Approach' (Choudhary *et al.*, 2014), looking at both linkages and tourism spend in host communities themselves. I chose food as I saw this as the main way trekking would provide support to the wider economy. Solid lines represent the most common flows, heavy lines the most significant in terms of trekking, and dotted lines occasional flows:

Figure 5.2: Value Chain Map of the Kalaw to Inlay Lake trekking industry



I included this diagram in Haynes (2013c, p. 22).

Most food for overnight treks was purchased from the Kalaw market. Trekking host communities provided most of the fresh produce for trekking, though this was sold at wholesale price in the Kalaw market. This can be interpreted as trekking indirectly supporting the local agricultural sector through market distribution channels at wholesale prices: value could be added to farmers by selling directly to accommodation providers and trekking companies.

5.1.1 Summary SWOT Analysis of the Trekking Industry

A SWOT analysis (Strengths, Weaknesses, Opportunities, and Threats) is a useful tool to summarise the key issues arising from an investigation of the business environment of an industry (Johnson et al., 2017, p. 115). Based on my interviews and observations, I developed a SWOT analysis for the Kalaw to Inlay Lake trekking industry in Table 5.1:

Table 5.1: SWOT analysis for the Kalaw to Inlay Lake trekking industry

<p>Strengths</p> <ul style="list-style-type: none"> • Trekking product has retained much perceived 'authenticity' (meaning communities maintain traditional dress and farming practices) despite over 15 years of exposure to tourism (albeit small scale); • Relatively accessible from regional tourism hubs, and on the main bus routes from Yangon and Mandalay, and close to well-served domestic airport; • Physically easy trekking. • Favourable climate for trekking; • Relatively long season. 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Currently undeveloped product; • Poor community involvement; • Product based on low price resulting from industry mistrust and competition; • Low development of tourism infrastructure at hubs (such as independent trekking information); • Poor facilities in communities; • Poor guide training and bad behaviour from ill-informed tourists have had negative cultural impacts.
<p>Opportunities</p> <ul style="list-style-type: none"> • Improved communication technology could introduce mobile phone based booking systems in villages and help develop a more locally controlled trekking industry; • Improvements in village accommodation standards may lead to a higher price paid for better accommodation from trekking operators, and improve housing standards of community members involved; • More funding likely to become available from donors to support sustainable development and tourism activities; • Tourism and trekking arrivals will undoubtedly increase along with arrivals to Myanmar; • Significant potential to develop niche trekking: there are many potential aspects; • Awareness raising with communities and training on food hygiene, cooking, waste management, sanitary facilities etc? 	<p>Threats</p> <ul style="list-style-type: none"> • Myanmar policy has the potential to exclude host communities from tourism; • Environmental threats such as deforestation, water pollution, agricultural erosion etc. could have detrimental effect on communities and thus trekking; • Social impacts and loss of culture as the Myanmar experiences rapid development; • Waste management will become an increasing issue as the area develops and uses more consumer products (particularly plastics), and increase pressure on sanitation.

Summarised from (Haynes, 2013c, pp. 25-6)

5.1.2 Key Issues

The VCS showed how host communities were not fully engaged in, or receiving benefits from tourism. It also highlighted environmental and cultural issues that were affecting the long-term sustainability of the overall tourism development. Significantly, it showed how there

was an almost total lack of planning and management for the trekking 'product' that I estimated was feeding a considerable amount of international arrivals into the Inlay Lake Region (the estimate of 18,000 trekkers suggested that 22.5% of the 80,000 international arrivals in 2013 went trekking (Haynes *et al.*, 2014)).

5.1.3 Recommendations of the VCS

In the recommendations of the VCS, I identified the following 16 key needs for the Kalaw to Inlay trekking industry:

1. *Improve the local industry framework: establish a trekking information centre in Kalaw and trekking fee system;*
2. *Hold a trekking operator forum to discuss improving host communities' involvement in and benefit from trekking;*
3. *Improve community involvement: develop a Community Tourism Association;*
4. *Improve trekking operator standards and guidelines, and codes of practice for low impact tourism;*
5. *Investigate the introduction of fuel-efficient stoves and improved firewood management to tackle issues of deforestation and soil erosion;*
6. *Develop differentiated trekking products dependent upon route and activity;*
7. *Introduce food preparation training programme in communities;*
8. *Design trekking maps;*
9. *Conduct tourism awareness training in host communities and with trekking operators;*
10. *Develop practical standards for accommodation providers and support basic infrastructure improvements (such as toilets, shower areas, etc.);*
11. *Conduct trekking and tourism training for existing guides and local communities.*
12. *Implement a language improvement programme in host communities;*
13. *Investigate how to maximise the local value chain and seek to develop value added products into the region;*
14. *Develop an interpretation plan for the trekking areas;*
15. *Develop a visitor data recording system for trekking;*
16. *Consider how to sustainably manage future visitor growth.*

(Haynes, 2013c, pp. 28-34)

I had considered these recommendations from two perspectives; first from the needs of the host communities and the trekking industry in the area in general; second from how the area may receive support from ICIMOD or other Development Partners, based upon my knowledge of Myanmar at the time and my personal experiences.

Pictures of Research Visit to the Kalaw trekking areas October 2013

The following pictures are included to better illustrate the area studied. They are presented in chronological order with a short narrative for each.



Picture 5.1: Kalaw Heritage Hotel. This was once the residence of the regional governor during the Colonial period, and now a hotel where I spent my first night in Kalaw.



Picture 5.2: Sellers at the Kalaw Market. Prior to beginning the study in the hill areas, I visited the market with Harry to see the regional products on offer and discuss perceptions of tourism with sellers.



Picture 5.3: The hill areas around Kalaw are productive vegetable production areas, this would be a good opportunity to link food production into the tourism value chain.



Picture 5.4: Meeting with the Kalaw Tourism Police. The role of the police is to support tourists in times of distress and to gather tourism data. I thought it courteous to visit them and discuss my research plan as well as discussing their opinions on tourism.



Picture 5.5: One of the 5 trekking operators in Kalaw during 2013.



Picture 5.6: Basic trekking map at one of the trekking operator's shops. By the materials on display the trekking product appeared to be standard between the different companies.



Picture 5.7: Some operators seemed a bit more advanced than others. This operator was the only one that offered treks in the wider Inlay Lake Region.



Picture 5.8: The Rural Development Society shop Kalaw. I interviewed the founder, who also had a trekking business.



Picture 5.9: I am with my guide and interpreter for the study. We are starting the trek, leaving late afternoon from Kalaw.



Picture 5.10: Our first evening meal, typical during the study. We took a cook with us from Kalaw who purchased food at the local market and used the kitchen at each homestay.



Picture 5.11: Our cook/porter preparing dinner. He was from the Pa-O ethnic group and wanted to become a tour guide.



Picture 5.12: A farmer preparing garlic for market on the trekking route. I interviewed him regarding his perceptions of tourism and passing tourists.



Picture 5.13: Toilet at Hin Kakone Village. Most toilet facilities were like this in the area.



Picture 5.14: There was very little mechanisation of agriculture visible, adding to the tourism 'authenticity'.



Picture 5.15: The Thazi to Shwenyaung railway line passes through the region. The line was built in the early 1900s with Nepalese labour brought to the area by the British. There remains a significant Nepali community in the region.



Picture 5.16: Mindyke Railway Station. The stations along route are built in the British colonial style, and maintain many original features. The line is an important link for communities not served by roads.



Picture 5.17: Train arriving at Mindyke Station, with the local market taking shape as it arrived. It is an important market in the area.



Picture 5.18: Interviewing community members in Panlone Village, a common overnight spot for trekkers.



Picture 5.19: Preparing lunch at Panlone Village, where I interviewed the family.



Picture 5.20: There was a celebration in Panlone Monastery, where we were invited. I took the opportunity to discuss perceptions of tourism with community members attending the ceremony.



Picture 5.21: A monk I interviewed from Taungkwai village Monastery.



Picture 5.22: A homestay owner I interviewed in Taungkwai village.



Picture 5.23: A blacksmith I interviewed in Dome village: he makes knives from recycled leaf-springs from trucks.



Picture 5.24: Kone Hla Village, taken from Pinnwe village, both villages belonging to the Pa-O ethnic group.



Picture 5.25: Scenery approaching Pinnwe Village: the study took place at the end of the rainy season, so the vegetation was still lush.



Picture 5.26: A typical village shop. Helping such small businesses engage better with the tourism industry is one method of supporting rural economic development used by Development Partners.



Picture 5. 27: A Pa-O woman still practicing traditional methods of weaving, I interviewed her in Pinnwe Village.



Picture 5.28: Interviewing homestay owners in Pattauk Village, one of the busiest for overnight stays in the area.



Picture 5.29: A community member from Pattauk Village makes a knife holder for me. He couldn't understand why I would want a cheap and simple product.



Picture 5.30: After arriving at Innsein, we took a boat across Inlay Lake and the stilt-house villages.



Picture 5.31: A shop in Nyaungshwe selling tourist souvenirs. I interviewed the owner.



Picture 5.32: Nyaungshwe town, like the surrounding countryside was mostly not mechanised, again the tourism perception of 'authenticity' of the region.

5.2 Feedback Workshops

Presentation & Feedback from VCS of Kalaw

After submitting the VCA reports in late October 2013, IID felt a feedback workshop would be useful to be held both in Kalaw and in Yangon to present results to interested parties from the private sector, government, and the development community. I summarised key results and recommendations from the studies into a series of immediate, simplified actions to be discussed as follow-up activities. The first was held in Kalaw on 18 December with 26 participants, the second in Yangon on 19 December 2013 with 38 participants.

The Kalaw workshop was aimed specifically at trekking operators and community leaders, both to inform them of the research and issues raised, as well as prioritising immediate

actions to help improve host community involvement in tourism, as well as initiate sustainability discussions for the trekking industry. 26 people attended.

The Yangon workshop was targeted at national level tour operators, the Myanmar Tourism Federation (an association representing private sector businesses in the Myanmar tourism industry) and Myanmar based Development Partners. The latter was to seek potential funding for recommended actions. IID would be responsible for invitations, based upon my recommendations, as at the time I did not have a network in Myanmar. IID also invited Ministry of Hotels and Tourism representatives from the Union Ministry, who sent Deputy Union Ministers.

The overall objectives of both workshops were:

- Summarise (very briefly) who IID and ICIMOD were and the analysis that took place;
- Highlight the SWOT analysis, and Key Issues identified during the study;
- Present some of the key recommendations discussed in the report;
- Hold working groups from participants to discuss feasibility of implementing recommendations.

5.2.1 Kalaw Workshop

I summarised the VCS recommendations into the 10 topics in Figure 5.3, presented using PowerPoint, and asked participants to rank them by priority and provide comments.

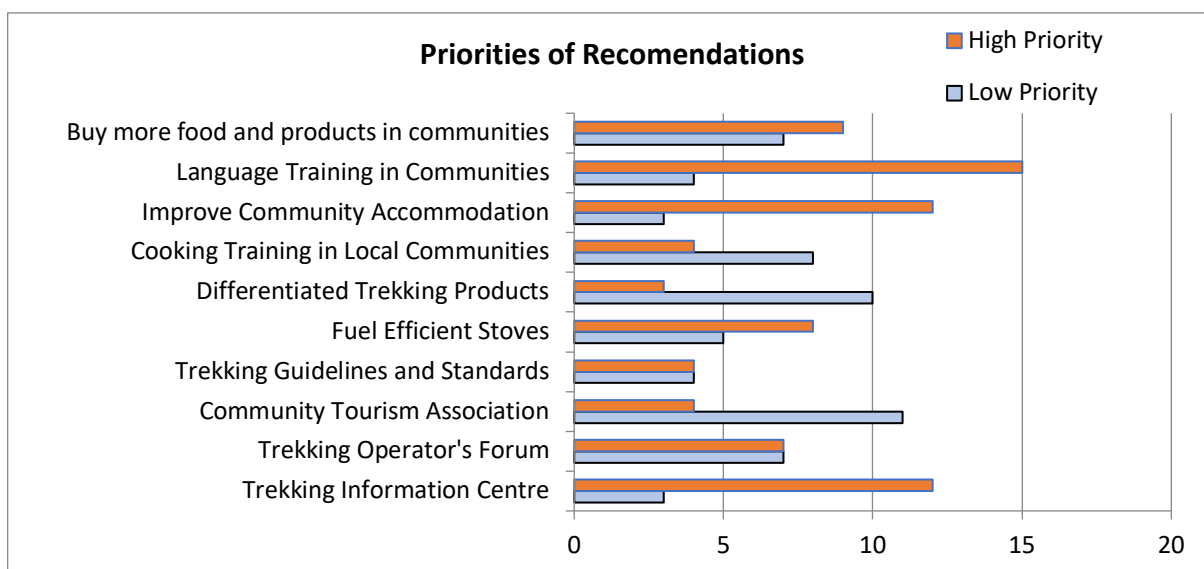


Figure 5.3: Priorities for the Trekking Industry. Taken from Haynes (2013a).

To simplify Figure 5.3, the frequency of 1st, 2nd and 3rd was combined and classified as 'high priority', with 8th, 9th and 10th combined as 'low priority'.

The five priorities were (in order)

1. Language training in communities;
2. Trekking information centre (and a more formal organization of the trekking industry);
3. Improve Community Accommodation standards;
4. Trekking operators to buy (source) more products from local communities;
5. Introduce Fuel Efficient Stoves and improved firewood management.

As might be expected, observations during the workshop showed that different stakeholders had different priorities: community members present were keen on cookery courses in their communities, however trekking operators were not supportive of this, I assumed due to the logistical difficulties in arranging meals for trekking groups in advance.

I recorded what I considered interesting quotes from the comment sheets:

Guides and tourists benefit from tourism but local communities, specifically the ethnic minority groups, do not benefit at all. Where does the money go? Not to locals.

Education is a problem and tourism makes this worse. Children are encouraged not to go to school so they can work in tourism. Some Alternative Education projects exist in some areas and could be expanded.

Tour guides need cultural sensitivity training for all minority groups, otherwise they [the ethnic minority groups] will lose their cultural identity.

The government should enforce a policy where trekkers must travel with a guide.

We could set up a community fund to get deeper community involvement and profit sharing.

Us trekking operators shouldn't tout for business at the bus stop and railway station.

There is a lot of focus on trekking, but what about increasing the profile of Kalaw, it has a rich heritage. Many visitors pass through straight on to trekking without stopping.

5.2.2 Yangon Workshop

I ran the Yangon workshop as a feedback session with an open discussion, did not use the ranking exercise, but used the same PowerPoint presentation as in Kalaw. I also recorded some of the key verbal feedback:

Private sector should be involved in developing tourism training curricula with training schools and foundations, they should also consider financially supporting such activities.

We have a problem with developing B&Bs [in the Kalaw area, under the Myanmar CIT Policy]: we originally started as a community operated initiative but we didn't have local ownership, so we ended up running it ourselves. It's like when something is supposed to be owned by everyone, but really its owned by no one.

How can tourism in Kalaw and the surrounding areas be developed to contribute to the Union Government's goals of poverty alleviation?

[National Level] Tour operators must be responsible and accountable for the work they do in communities and support local operators in achieving this we need trekking operator guidelines.

Only officially licensed guides should be able to lead tour groups, unlicensed guides are damaging the business.

We need a coordinated aid approach for all development [assistance] projects: every day many projects are being approved and there are overlaps. The people need to see where aid money goes and need to see results.

As a reaction to the last comment I asked if an encompassing DMP, that would link the hilly areas with Inlay Lake as well, would be something of interest to the participants: a simple hand-voting count showed a clear interest in this.

Pictures from Feedback Workshops



Picture 5.33: I present a PowerPoint presentation on my findings from the study at the Kalaw workshop.



Picture 5.34: Participants at the Kalaw feedback workshop.



Picture 5.33: The Deputy Union Minister for MoHT encouraged participants to openly discuss the findings, as there was a 'new era of openness' in Myanmar.



Picture 5.34: Presenting findings at the Yangon workshop, with the other Deputy Union Minister for MoHT attending.

5.3 Identifying the Need for a DMP

Immediately after the feedback workshop in Yangon, I discussed the next steps with the IID Executive Director. Aside from the specific recommendations related to the trekking industry, the VCS had identified that host communities were not benefitting from tourism as much as they could be, and they were not decision makers in how tourism developed. It was apparent that the natural environment in the hill areas was in a poor state, with issues such as deforestation and agricultural erosion likely affecting the environment of Inlay Lake

itself. There was a clear lack of overall management or coordination of tourism in the wider region, and at the same time significant growth in tourism arrivals seemed very likely.

It was becoming increasingly apparent there was a need for an Inlay regional DMP, with trekking areas integrated into a focused regional plan, with the long-term aim of setting up a regional Destination Management Organisation (DMO). In a discussion, we considered three key reasons for this: first the Inlay Lake Region, as one of Myanmar's flagship destinations, was environmentally and culturally vulnerable to rapid and uncoordinated tourism development; second, development experiences held both by the IID Executive Director and myself feared an uncoordinated approach to the region by Development Partners; and third, we both felt the VCS had strongly identified the need for a DMP, and there was likely an opportunity of funding support from ICIMOD to conduct a research process that would lead to a DMP for the wider Inlay Lake Region, with a focus on supporting sustainable development in the hill areas surrounding the lake.

At this early stage of Myanmar opening to international development support could, in our opinions, risk a large amount of aid pouring into Myanmar and the Inlay Lake Region in particular, without any coordination. This would lead to duplication of efforts; 'development fatigue' through duplicated stakeholder workshops and baseline studies conducted by different Development Partners; and a general low impact of international donor/development efforts.

We thought that a comprehensive DMP for the Inlay Lake Region (as yet to be defined) could provide the following:

- A baseline of stakeholder consultations;
- A clear strategic direction for tourism development in the Inlay Region, based on participatory stakeholder consultation;
- A broad development policy, with clearly defined project proposals that Development Partners could adopt.

We believed that a DMP would fit into ICIMOD's and the Himalica Initiative's framework. Additionally, during the regional workshop IID had conducted in July 2013 before my involvement, had suggested that the industry, region and community were unprepared for

the impact and needs that growth of tourism would present to the Inlay Region (Kristensen, 2014d).

This lack of preparedness included:

- (a) *Low level capacity for planning;*
- (b) *including planning for tourism and environmental protection;*
- (c) *Absence of reliable baselines for future forecasting and monitoring of visitor numbers and impacts (both positive and negative);*
- (d) *Lack of existing systematic environmental, cultural and social safeguards;*
- (e) *Little community and other stakeholder involvement in tourism sector planning;*
- (f) *Skills gap and lack of awareness among communities on tourism impacts.*

(Kristensen, 2014d, p. 1)

The DMPILR *project* and subsequent *document* would aim to address these issues. The IID Director agreed that he would contact ICIMOD official channels and request that I should lead an Action Research process that would result in a comprehensive DMP for the region, whilst at the same time linking closely with my thesis. This consultation process began in January 2014, leading to initial DMPILR research beginning in February 2014, as discussed in Chapter 6.

Starting the Destination Management Planning Process (DMPP)

In late January 2014 IID received the go-ahead and funding allocation of US\$120,000 from ICIMOD to start the process. (In late February 2014 IID approached the Luxembourg Embassy representative in Myanmar and received additional co-financing of \$20,000). The letter of agreement between IID and ICIMOD stated the following output was required by the DMPILR *project*, and did not provide a methodology, only that it must be conducted as an Action Research project, and as such we had considerable leeway in DMPILR *research process* design. I would assume responsibility for designing the research methodology, and managing the project budget.

Output: Sustainable tourism destination plan for Inlay region, setting out the action plan for the development and management of tourism at the Inlay Lake and

surrounding hills, through a participatory and multi-stakeholder process is developed. The plan will incorporate relevant aspects of ecosystem management, gender and social equity and address related challenges to ensure overall sustainability of the plan within the environment of the development of the Inlay region.

(ICIMOD and MIID, 2014, p. 3)

In early February I discussed with IID in detail about how we should go about designing the research process in detail. We intended the DMP should shape how Development Partners would engage with the region to maximise the effectiveness of donor funds by having in place a framework of development options. The DMPILR would include an annex document, providing a series of project proposals that were financially estimated, aimed at donors and Development Partners. IID also had a high level of confidence that they would receive extra funding to partially implement the DMPILR upon completion, through a project to establish an 'Inlay Regional DMO', and as such I should include a DMO funding proposal in my DMPILR project outputs.

The DMP would be positioned under the framework of Myanmar's Tourism Master Plan (MoHT, 2013) and Responsible Tourism Policy (Häusler *et al.*, 2012), both having identified the need for comprehensive DMPs for specific regions in Myanmar. As the first DMP in Myanmar, we hoped the DMPILR would also be used as a model for other destinations in the country.

It was of course also of fundamental importance that the DMPILR be a participatory planning process, resulting in a document that would reflect the needs of the local population, and a diverse group of wider stakeholders, as best as possible. We knew that public consultation in Myanmar was very new, and typically the country had been subject to a very hierarchical, top down development approach that lacked debate at all levels throughout, and any research team we might engage must be aware of, and sensitive to, the local context.

We also agreed a key role would be building capacity within MoHT at Union and State levels. However, there was a concern that actively integrating the MoHT in the process would create unease during stakeholder consultations, and that the capacity building process would need to be handled differently. Thus, ideally MoHT would be a partner but also a client of the DMP: as described above, we discussed and agreed that creating a "Project

Advisory Committee" (PAC), with the role of reviewing and discussing results of the Action Research would be the best way to consult with Union government and private sector at a higher level politically.

We recognised the selection of stakeholders would be of key importance to the process, and defining and identifying whom these may be would be challenging. The region was home to over one million people, and populations of at least seven major ethnic groups, with vastly different levels of education and socio-economic status. Considering that the overall landscape and regional culture was the 'Unique Selling Point' of the region (assumed but confirmed during later consultation exercises), it would be likely that host communities would be mostly not directly engaged with tourism, but 'landscape managers', acting as guardians of the region's cultural and natural heritage. However, these landscape managers would not normally be considered as primary tourism stakeholders, and would likely not participate in typical group-based stakeholder workshop environments, and we would need to consider ways of including such groups in the consultation process.

Thus, the DMP should aim to meet the 'triple bottom line' (social, economic, and environmental impacts) by investigating and raising awareness on positive and negative impacts of tourism, and providing guidance for infrastructure development, creation of new, and redesign of existing, tourism products and human capacity development.

5.4 Summary

This chapter has presented a summary of the key findings of my reflection on the VCS. This chapter demonstrates a clear Action Research process of planning for a study, taking action by collecting and analysing data, reflecting on the results, to lead to a new process of action. It also demonstrates that research is a process of opportunity: ICIMOD was happy to extend their involvement in Myanmar, perhaps as it was trying to increase its engagement in Myanmar as well as the DMPILR fitting into ICIMOD's needs of the Himalica initiative. Had there not been this funding potential, it would be unlikely that IID would have been able to source funds to conduct the DMPILR *project*. In terms of this thesis, this provides an important piece of reflection: matching the needs of a region and the needs of a Development Partner who is in the position to offer funding for follow-up research.

The chapter has shown how the relatively small VCS led to a much larger DMP process and its justification. Chapter 6 will discuss the second research phase of this thesis, the development of the DMPILR *research process*.

Chapter 6. Phase 2 - Development of the DMP for the Inlay Lake Region (DMPILR)

Chapter 5 described the process of conducting Phase 1 of the Action Research through the VCS in the trekking areas between Kalaw and Inlay Lake. This led to the identification of the need for a DMP for the Inlay Lake Region, *and* the identification of a willingness to fund a project that would achieve this by ICIMOD. This chapter follows on chronologically from Chapter 5, the work described following the evolution of the DMPILR *project* and *research process* from January to November 2014, leading to the final publication of the DMPILR *document* in November 2014.

This chapter follows, and reflects upon, the 6 phases of research to produce the DMPILR *document* as discussed in Chapter 4 Section 4.2:

1. Desk based secondary research and reflection;
2. Setting up the DMPILR *Project Advisory Committee* (PAC), conducting first field visits;
3. Reflection on the first field visits;
4. Second field visits;
5. Reflection on the research to date and designing the DMPILR *document*;
6. Launching the DMPILR *document* to stakeholders.

The Chapter is designed to highlight the process of developing the DMPILR *project*, *research process*, and design of the DMPILR *document*. I have highlighted what I believe to be the most relevant parts for this thesis from an enormous amount of data collected. The Chapter begins with my thoughts and reflections on how to begin such a process, and then continues to describe the Action Research that took place and key results that I used as guidance to develop the DMPILR *document*.

6.1 Defining the Region

The first step in the process was to define the region. Initially ICIMOD's focal areas were the hilly areas surrounding the lake, home to a significant population of 'mountain' communities. The VCS had established that these hilly areas were sub-destinations of Inlay Lake proper, with tourists visiting the Inlay Region using "hub and spoke" (Lew *et al.*, 2004,

pp. 38-39) type itineraries, with Inlay Lake at the centre. Previous studies conducted by IID in the region had also identified the Danu Self Administrative Zone (SAZ) as an emerging sub-destination, and some potential in the Pa-O SAZ (see Figure 1.1 on page 8).

Inlay Lake was a flagship destination of Myanmar as identified in the *Myanmar Tourism Master Plan*. I estimated the region could be capable of supporting a 4 to 5 day tourism visit, possibly longer for specialised markets. I saw the potential of increasing the geographical spread of tourism that would lead to an overall length of stay but also including more local people in the Visitor Economy.

In discussions with IID and ICIMOD, we agreed that a DMP using Inlay Lake as a focal point to develop a wider region, would bring economic benefits to less well-off hill communities directly (through involvement in tourism enterprises) and indirectly (through access to the tourism value chain).

The Inlay Lake Region Defined

I needed to decide on how to geographically define the region. In addition to the above, there was also potential to link with emerging visitor flows, linking Kayah State to the south and Mandalay to the north, via a new road construction through Ywangan Township in the Danu SAZ.

I based my decision on the following (please refer to Figure 1.1 on page 8):

1. Inlay Lake was the flagship destination and should be at the centre of the region;
2. Kalaw was Myanmar's leading trekking destination;
3. Pindaya and the Danu SAZ were slowly developing as a secondary destination; Ywangan Township linked to Mandalay, offering a potential tourism route, and IID had conducted the *Danu Strategic Development Plan* (Leake et al., 2014) of which I had been involved as a tourism consultant;
4. I included the Pa-O SAZ as IID had identified tourism potential in the *Pa-O Strategic Development Plan* (Brejnbjerg and Kristensen, 2012);
5. Pekon Township contained the large Pekon Lake (linked to Samkar and Inlay Lakes to the North) and was being visited by an estimated 2,000 tourists per year who were

making the boat trip to Loikaw in neighbouring Kayah State to the South. It also had the long-term potential of lakeside resort developments;

6. Loikaw in Kayah State was likely to receive a large international tourism and development project in 2014 (it subsequently received the US\$1.9 million *Inclusive Tourism in Myanmar* project supported by the International Trade Centre (ITC)), as well as having a little-used domestic airport that could improve visitor flows to the region.

Selected Pictures of the Inlay Lake Region



Picture 6.1: Tourist boats at the boat jetty in Nyaungshwe Town, the gateway to Inlay Lake.



Picture 6.2: Boats in the channel between Nyaungshwe town and Inlay Lake: the channel is 3 miles long before reaching Inlay Lake.



Picture 6.3: Looking due west over the southern part of Nyaungshwe town. Inlay Lake is a wetland ecosystem in the Shan Plateau of Myanmar.



Picture 6.4: Paung Oo Village to the west of Inlay Lake: The dark green area of trees is dry land, the light green areas are 'floating gardens' made from collecting weed from Inlay Lake and planting tomato, aubergine, and flowers on them (along with agro-chemicals).



Picture 6.5: A close up of the 'floating gardens', which are in fact intensive hydroponic agriculture. Loss of surface area of the lake has significant impacts on the lake ecosystem, caused by shading and subsequent reduction of oxygen levels.



Picture 6.6: The channel between Inlay Lake and Sakar Lake to the south. Originally a natural stream, the channel has been widened as a result of the Pekon and Loi Pyi Taw dams (built in the 1970s) to the south. Invasive water hyacinth (in the channel) sometimes makes boat passage difficult.



Picture 6.7: Kalaw Railway Station, built in 1910 by Nepalese brought in by the British. Such heritage buildings are an important feature in Kalaw town.



Picture 6.8: Fishermen with traditional net traps on Inlay Lake. Such practices are dying out as modern fishing methods are introduced.



Picture 6.9: Namhkok town in the Pa-O Self Administrative Zone (SAZ). The Pa-O SAZ is semi-autonomous and administered by the Pa-O National Organisation and maintains a standing army. The Pa-O SAZ receives very few tourist visits.



Picture 6.10: Pagodas in Sakar Lake, flooded by the Pekon Dam, built in the 1970s. Sakar Lake, south of Inlay Lake has few tourist arrivals, though the area was starting to receive a small number of visitors in 2014.



Picture 6.11: Boats waiting in Pekon jetty. Pekon is the major town at the south of the Inlay-Sakar-Pekon lake system. Around 2,000 visitors passed through in the 2013-4 season on the way to Loikaw in Kayah State to the south.



Picture 6.12: Kekku pagoda complex in Taunggyi Township. Kekku is the Pa-O ethnic group's most culturally important site, and an important tourism attraction.



Picture 6.13: Taunggyi Town from the Taung Chaung hill. Taunggyi is the capital of Shan State, and home to the State Parliament. It is a business hub, and receives few leisure tourists.



Picture 6.14: Taung Chaung Pagoda in Taunggyi, the most significant tourist attraction in the city, with views over the Shan Plateau (see picture 6.13).



Picture 6.15: The Red Mountain winery. The Inlay Lake Region is home to Myanmar's two wineries, both important tourist attractions.



Picture 6.16: A 1960s shop front in Nyaungshwe Town. Not all heritage buildings are from the colonial period, however they are also at the risk of demolition for new hotel construction.



Picture 6.17: Opium harvesting. Opium production is still prominent in remoter parts of the Inlay Lake Region, limiting growth of tourism in some hill areas.



Picture 6.18: The red hills of the Shan Plateau on approach to the region's airport at Heho. The open soil shows areas of soil erosion, one of the significant environmental impacts in the region.

6.2 Developing the DMPLR *Document* and *Document Series*

The next important step would be to consider what the completed DMPLR *document* would look like, and what it should include, and also where to draw the line as to the depth of the document and process. It was clear that the Inlay Lake Region was highly complex, and that the role of the DMPLR would involve aspects of landscape management going beyond what was considered the tourism industry, and venturing into the wider 'Visitor Economy' (see Chapter 2 pages 29-31). I had a limited budget and timeline, and needed to make tough decisions on what could and could not be included.

First thoughts on Design of the DMPLR Document

A DMP is different from a regional or sector specific development plan as they are intended to be multi-use documents in the sense of being useful to private, government and development sectors (Visit England, 2012). Typically, they are not designed to be read from cover to cover, but for different sections to be used as required by different sectors and stakeholders.

As discussed in Chapter 2, DMPs have been designed for use in 'developed' countries. A consultancy company may design them for a DMO as a client. A DMO may be local business associations or a government funded tourism or regional development department. A DMP should provide a strategic direction for (typically growth-based) development as well as targeting specific areas for activities, such as providing economic incentives for tourism

business. They may also be used to lobby government on specific issues (Stange and Brown, 2011; Visit England, 2012).

At this early stage I was certain the DMPILR *document* would need to be a hybrid document, being both a 'development plan' that would include environmental management and infrastructure components, as well as improving tourism and non-tourism value chains in the defined region. Quite simply I wanted the DMPILR *document* and subsequent *implementation* to enable tourism to bring as many benefits as possible to the Inlay Lake Region for long-term sustainability. This would result in a long document that would need to be divided into clear sections and be as user-friendly as possible. It was also clear that the DMPILR *document* would need to have the potential to be used as a training and learning resource, and thus would require clear definitions of key terms.

I reviewed the English Tourism Board's guide to Destination Management Planning (Visit England, 2012), DMPs for New South Wales (Rand, 2013) and Queensland (Queensland Government, 2014), as well as some of my previous work, including sustainable tourism plans for Con Dao (Tourism Resource Consultants, 2008), Ha Long Bay (Haynes, 2008), Nui Chua (Haynes and Audley, 2009), and Pu Luong (Haynes, 2009) in Vietnam. After this review and reflection, I made the decision to include the following components in the DMPILR *document*:

- A broad introduction that would include a vision, objectives and a brief summary of methodology;
- A discussion of 'destination management planning' as a concept;
- A description of the legal and institutional framework (the 'operating environment' for business and Development Partners);
- The tourism context of Myanmar (again, aimed at businesses and Development Partners to provide some guidelines on market size, growth, and composition);
- The tourism context of the region, looking at visitor perceptions (resulting from the DMPILR Tourism Survey), numbers and visitor flows;
- A description of the Inlay Lake Region and its potential, including a tourism inventory and tourism status by township, and an identification of the destination's unique selling points;

- An assessment of regional infrastructure;
- A summary of key issues related to the sustainable development of tourism in the destination;
- Strategic directions for growth in the destination;
- A series of prioritised strategies and actions with a general implementation plan and next steps for implementation.

I was aware this would be a significant undertaking with the resources and time available, needing some serious decision-making as to prioritisation of resources and processes. At this early stage it was apparent neither I or my research team could achieve 'everything' and as such there would be limitations to the depth of study we could undertake: for example, I could recommend the need to conduct a waste management plan, but it would be beyond the available resources to include such a plan in the DMPIRL.

It was at this stage I designed the DMPIRL *research process* methodology, selected and assembled the research team, and planned to officially launch the DMPIRL *research process* at the Ministry of Hotels and Tourism in Nay Pyi Taw (see Chapter 6 Section 3).

The implication for this Thesis was that resource management would be of fundamental importance to manage any DMP research process, and that there would always be a balance between what would be the 'perfect' DMP and the reality of what time, personnel, and financial resources would allow. I knew I was being ambitious with my resources for the DMPIRL, however I wanted to do the best job possible, and was willing to put in extra effort to achieve this as much as possible, and believed the team would as well. Also, the DMPIRL *document* would be multi-purpose, both partly a regional development plan and a tourism development plan, making the DMPIRL *research process* and *document* design more complicated. I had not found similar DMPs that had tackled this, and as such there was not an 'off the shelf' methodology I could use, suggesting the need to develop a Destination Management Planning Model.

6.3 11 March 2014: Launching of the DMPILR *Research Process* at the Ministry of Hotels and Tourism (MoHT) in Nay Pyi Taw

The DMPILR *research process* began formally on 11 March 2014 with the 'launch' at the Ministry of Hotels and Tourism (MoHT) Ministry building in Nay Pyi Taw with the MoHT Union Minister. During this meeting I led discussions with my research team.

The meeting officially launched the DMPILR *research process*, and presented our intended work plan, the proposed questionnaire for the tourism survey, as well as the environmental challenges facing Inlay Lake and a discussion of the PAC structure and role. Formal 'permission' was given and MoHT clearly took and accepted the role of client.

The DMPILR PAC structure was agreed as in Figure 6.1 below, MoHT would assume responsibility for appointing government members, we would ask private sector to join. The first progress meeting was scheduled for May 2014.

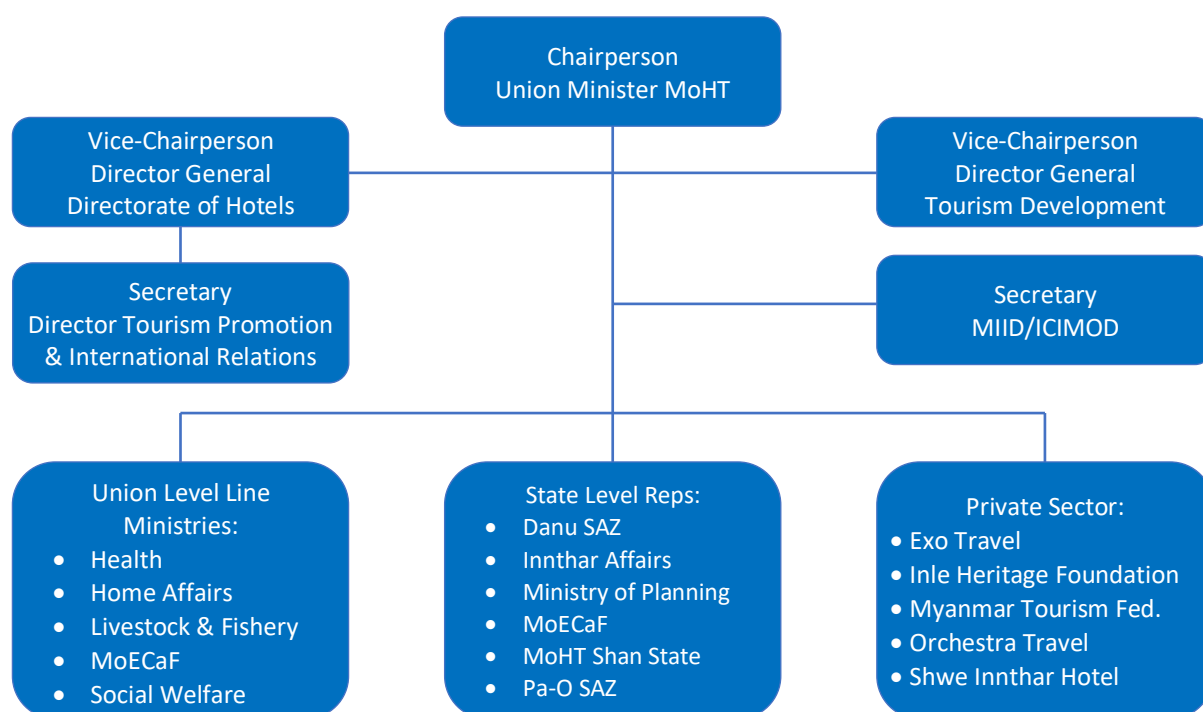


Figure 6.1: The DMPILR Project Advisory Committee Structure: See Chapter 4 pages 143-145 for a description of members.

During the meeting it became apparent to me that discussions in the setting of the Ministry would not create a fully open forum for discussion, with participants looking to the Minister for guidance. The Minister was aware of this and left the meeting so the group could talk

more openly. However, discussions were limited to broad statements guiding development, and describing what local needs may be.

On reflection after the meeting, I decided I would plan a different strategy for following meetings, where my research team could provide feedback as a tangible point of discussion, with the PAC providing either guidance or endorsement of activities and strategic direction. After the meeting the team travelled to Nyaungshwe to begin consultations at the destination level.



Picture 6.19: Presenting the DMPILR *project* at the launch meeting in the Ministry of Hotels and Tourism in Nay Pyi Taw.



Picture 6.20: From left to right, the Director General of Promotion, the Union Minister, The Deputy Union Minister, and the Director General of Hotels give opening remarks.

6.4 12 March - 6 April 2014: First team visit to the Inlay Lake Region

6.4.1 13 March 2014: Multi-Stakeholder Workshop

Using contacts from the workshop IID had conducted in July 2013 along with guidance of who I would like to attend (see Chapter 3 Section 4), the National Tourism Specialist invited what I planned to be representatives of the region to a large multi-stakeholder workshop held at the *Inle Lake Environmental Conservation Centre* on 13 March 2014. 79 people signed into the workshop, representing large and small scale private sector, tour guides, local CSOs, NGOs, State, District and Township Government Administrations and regional Government Departments.

I invited His Excellency the Minister for Innthar Ethnic Affairs to formally open the workshop and to give added attention to the DMPILR *research process* (the Innthar being the main ethnic group living on Inlay Lake itself). I divided the day into two main sections: first

introduction of the DMPILR *research process*, our planned activities, environmental issues and proposed surveys; and second, group discussions based upon the questions shown in Table 6.1.

Participants were divided into 5 groups and asked to spend 1.5 hours discussing the question, followed by group presentations and question & answer sessions. Groups were supported by facilitators and conducted in Myanmar and English Languages. These provided the basis for discussions for the remainder of the day. The groups presented results on flip-chart paper, I summarised the key issues raised:

Table 6.1: Questions and summary of answers by different groups in workshop

Group & Topic	Summary of Key Issues
Group 1: What are the current impacts of tourism in Inlay Lake?	<ul style="list-style-type: none"> • A growing gap between high and low income; • Changing construction styles affect built heritage; • A need to reduce plastic products in and around the lake; • Need to have transparency for Lake Fees; • Lack of transparency with Hotel Zone; • General issues with lack of waste management; • Over use of fertilisers on floating gardens.
Group 2: What are the current impacts of tourism in the Hill Areas?	<ul style="list-style-type: none"> • Deforestation and the use of wood as a fuel and burning plastic; • Loss of culture: conflicts between tourists and locals especially when no guides are used; • Local communities not benefiting from tourism; • Infrastructure of all types is poor; • Hotels need to sell more products from the hills and support improvements in quality; • Lack of tourism awareness in the hills.
Group 3: What is your future vision of tourism in Inlay Lake?	<ul style="list-style-type: none"> • A vision for (high) quality tourism; • Improved role for local communities, education and training; • “not so expensive, not so cheap”: the image of tourism is of long-term concern; • Improved infrastructure; • A lake shuttle bus linking hotels to Nyaungshwe; • A quieter lake – less noise from boats; • Preserve Cultural heritage and traditions; • Promote local foods; • New hotel construction should match local traditions and styles; • Brightly coloured signs spoil the lake and surrounds; • Zoning of tourism on the lake to protect local traditions and cultures.

<p>Group 4: What is your future vision of tourism in the Hill Areas?</p>	<ul style="list-style-type: none"> • “2.5 million arrivals are expected to Myanmar in 2014, less than 0.5% visit the hill areas”, we need to attract more tourists to the hill areas; • Need qualified hill based tour guides and improved training; • Big hotels are not needed, we should promote small scale with natural materials; • Food safety is an issue; • Health and safety of tourists in the hills is an issue, as it is “difficult in the case of emergencies”; • “there is a lot of talk about more trekking routes, but there is a limit to capacity”; • Government needs to be clear on defining areas that are restricted for tourism (such as areas with armed conflicts); • Improve handicraft quality and distribution; • Improved basic facilities like toilets and shower area; • Tourists need to be “informed”; • Control slash and burn agriculture in the hills.
<p>Group 5: What are the current barriers to sustainable tourism and how can we overcome them in the future?</p>	<ul style="list-style-type: none"> • Population growth needs to be limited on the lake; • Need to move away from floating gardens; • Deforestation; • Out-of-date banking system and unstable exchange rates; • System of guide commissions is not transparent; • Low wages outside a small minority; • Ministries pass issues and concerns to one another, no one body is in charge: the government needs to be more responsible to community. • Legislation is very old and needs updating; • MoHT guide training needs updating; • Some local agencies cut corners and spoil the tourism experience; • Possibility of introducing fixed price trekking in the hills.



Picture 6.21: Participants at the opening multi-stakeholder workshop.



Picture 6.22: A Shan State Private Sector PAC member presents a summary of her working group's discussions.

6.4.2 1 April 2014: Hotel Focus Group Meeting

As the largest direct tourism stakeholder in financial terms, I considered the hotel sector as a potential leader in the sustainable development of the region. I believed if we presented the need for sustainable management of the lake specifically, hoteliers might see that environmental degradation may negatively affect their businesses.

All of the major hotels located on the lake itself were invited (typically larger, higher-end properties) with a select group of Nyaungshwe based hotels, again representing the higher end of the market. (The team had deemed smaller hoteliers and guesthouse operators would have more likely attended the 'multi-stakeholder workshop' in Chapter 6 Section 4.1). I knew this was perhaps not the most inclusive, but with time and resource constraints, I believed was the best option.

I designed the focus group meeting to be a maximum of two hours, with a short introduction to the DMPILR *project*, the issues and potential outcomes, followed by a facilitated discussion. Representatives from 12 hotels and resorts attended, all from senior management: discussions were a little less candid than the workshop on 13 March, with more diplomatic responses given. The implications for this, I believe, was that not every group was willing to openly share opinions in such a focus group. In retrospect, a different consultation approach might have produced more informative results. I assumed this was the case as no-one wanted to 'go on the record' to say something that might offend an official, and thus have implications for themselves or their businesses. I summarised the discussion as follows:

- There was no overall coordinated approach to waste management: even if hotels organised their own collection of waste, there was no municipal land-fill site or reclamation/recycling facilities.
- Water pollution was affecting the beauty (and tourism value) of the lake.
- Noise from boat engines was disturbing guests.
- There was a general lack of cooperation between sectors, including government ministries and township authorities; and no central office or system for communication: for example, planned developments would typically be heard only by rumours and not officially.

6.4.3 15 March - 5 April 2014: Professional Site Visits

After the workshop and focus group (as well as the training for the DMPILR *Tourism Survey*, see Chapter 4 page 128) finished on 15 March, I divided the team to conduct professional site visits to different areas geographically to ensure that we as a team had visited each township and all of the key attractions in the area at the time. I instructed the team to meet with representative tourism stakeholders (including hotels/guesthouses, restaurants, tour guides, local NGOs, community groups, and village representatives) to discuss their thoughts on tourism development in the region. At the same time, the volunteers for the tourism survey gathered their data (see Chapter 4 Section 4.2).

I wanted the team to rapidly assess existing, emerging and potential tourism sites; discuss development options with community members, leaders and other stakeholders; assess transport options; and gather data on prices and tourism-caused inflation. I also wanted to explore as much of the region myself to familiarise myself as much as possible. The region is very rural, and at the time there was no mobile telephone network we could use. Also, my team varied in experiences and needed to focus on their areas of expertise. I planned for a de-briefing with each member separately and as a group upon their return.

I travelled by motorbike to the remote Eastern hills in the Pa O Self Administrative Zone, Sasnar Cave, Samkar/Sakar Lake, Pekon and the main towns in the western Pa O SAZ. I also assessed handicraft producers on Inlay Lake looking at money flows and product quality; held meetings with government departments in Taunggyi; met with Pa O leaders and the Pa-O Development NGO (the Parami Development Network); and met with Township Leaders in the Danu SAZ. I also held one to one discussions with hoteliers on Inlay Lake and in Nyaungshwe.

The International Tourism Specialist supervised data collection for the tourism survey, and assessed Kalaw town and Loikaw in Kayah State. In Kalaw she met with local CSOs and trekking operators, followed by visiting start-up tour operators in Loikaw. The Project Tourism Intern conducted a Value Chain Study of trekking routes in the Pa-O areas to the west of Inlay Lake, trekking to Kekku with a team from the Parami Development Network. The Environmental Specialist conducted a visual environmental assessment of Inlay Lake, Kalaw, Pindaya and Taunggyi to record obvious issues.



Picture 6.23: The Inlay Lake Zone Fee collection booth on the main access road to Nyaungshwe. All international visitors must pay US\$10 to access Inlay Lake.



Picture 6.24: The organic farm at the Inle initiative of the Inle Heritage Foundation, the founder being a PAC member.



Picture 6.25: Pagodas on Inlay Lake: The lake is home to many religious sites, important for both international and domestic tourism.



Picture 6.26: Tomato farms on Inlay Lake. These are referred to as 'floating gardens', but are important and productive agriculture systems, central to the region's economy, but also may negatively affect the lake environment.



Picture 6.27: Research students who supported data gathering for the DMPIIR *research process*.



Picture 6.28: The 'Haw' or Nyaungshwe *Saopha's* (Chieftain) palace in Nyaungshwe. Until 2013 this was the 'Buddha museum' as references to the country's past kingdoms was forbidden by the military government. Now the Nyaungshwe Museum, but in poor repair.



Picture 6.29: Souvenirs for sale in the Nyaungshwe market.



Picture 6.30: There was a hotel construction boom in 2014 that continues until 2018.

6.4.4 20 - 30 March 2014: Visitor Arrivals & Tourism Survey

In February 2014, when I was discussing the design of the research process with the research team, we decided it would be beneficial to conduct a tourism survey in the region. At the time, there had been no sizable comprehensive tourism survey conducted in Myanmar, and none at the destination level: in my opinion effectively the entire industry was being run from a business point of view without any market research or strategic analysis. My research team and I considered tourism stakeholders thought tourism was booming and all visitors were happy. I introduced the need the need for a tourism survey at the launching meeting in Nay Pyi Taw with MoHT on 11 March 2014.

To conduct a quantitative survey we would need to know approximate arrival figures to the region to make the survey statistically valid. Exact tourism arrival figures or length of stay in the region were estimates in 2014. Figures for international arrivals were kept (to an extent), but there were no domestic tourism figures. At the time domestic visitors would either stay in monasteries or 'local' guesthouses not registered to receive international guests and thus figures were not recorded. This originates from the perception within MoHT at the time that all tourists were foreigners, and that tourists could not be Myanmar citizens. For example, one guesthouse owner in Nyaungshwe told me "we are a guesthouse, so we are not allowed to take tourists".

Every international arrival to Inlay Lake must pay an entrance or 'Zone Fee' when visiting the region, collected at tollbooths at the main entry points. The fee is described as a "Payment for Environmental Services" system for international visitors (MoECaF, 2014, pp. A1-5). This should present the opportunity to accurately measure international arrivals. MoHT

recorded arrivals through overnight stay registrations, as did the Tourism Police. (MoHT collect data for tax purposes, the Tourism Police collect data for 'security' for the Ministry of Home Affairs). I obtained arrival figures from the three sources for the period 1 April 2013 to February 28 2014 in Table 6.2:

Table 6.2: Numbers of international arrivals to the Inlay Lake Region from different sources April 2013 to February 2014 inclusive

MoHT	Zone fee collection counter	Tourist police
96,374	86,588	150,489

There was of course, a significant difference between sources. This was explained to me by a local hotelier:

"OK, zone fees, they need to declare profits to the [Shan State] government, so they need to keep the figures low so they can keep more for themselves; we hoteliers don't always declare all of our guests and how long they stay as we have to pay tax per night, and I have no idea where the Tourism Police get their numbers from, we never see them".

To conduct the tourism survey I had two options: either hire a professional research company, or conduct the survey with the project team as a training exercise for local students. I hoped the survey would be a pilot, which would be continued as an annual exercise. After discussing with the International Tourism Specialist before starting the research mission in March, we decided to train a team of local volunteer questionnaire surveyors from either a local university or community organisation.

Upon reflection, the result was a rather unwieldy questionnaire that was 'designed by committee' (as we had sought feedback from MoHT who gave lengthy feedback), being too long and not the easiest to analyse. In our quest to be participatory, the implications for the DMPILR was that the tourism survey did not produce straight forward data and analysis, the implications for the Thesis being that in any future work, I would design a simpler process, likely using a market research company if possible. See Valentin (2014b) for full survey results.



Picture 6.31: The International Tourism Specialist conducts a training session on questionnaire surveying techniques to volunteers.



Picture 6.32: A group of Pa-O ethnic group questionnaire survey volunteers in national dress at Kakku/Kekku.

6.4.5 Key Issues Identified

A large amount of data was gathered from the first site visit. To consolidate as much as possible into the key issues facing tourism development in the region, I led a workshop to de-brief the team on 2 April. At the meeting we summarised the findings as follows:

- Tourism was clearly growing in the destination, with prices increasing noticeably within the accommodation and transport sectors. Significant construction developments were taking place in the main hub of Nyaungshwe that was causing congestion and a change in the 'traditional' look of the town;
- The Shan State Government's 622 acre "Hotel Zone" under construction on the eastern shores on Inlay Lake was severely criticised by all groups: hotelier, restaurant, and community groups. No-one seemed to know any concrete details about it, no hotels had been constructed at time of writing, though basic road and electricity supply infrastructure was under construction. 87 hotels were planned for the hotel zone, in comparison with the existing 50 or so (at the time) in Nyaungshwe Town and on Inlay Lake itself;
- There appeared to be a two-speed operating environment in place, with private sector developing at a faster pace than public sector: by the time decisions were made and discussed by all levels of public sector, associations etc., the private sector

has continued to develop unchecked, often disregarding official rules and regulations;

- Hard data on tourism arrivals and flows was not easily available or gathered in a transparent way. Indeed, systems in place would hide arrival numbers, and the practice of hoteliers declaring fewer nights' stay appeared to be common. Domestic tourism was widely misunderstood by non-hotel-based stakeholders, with little or no recording of activities or data recording taking place;
- Issues were raised concerning entrance fee collection transparency (i.e. where the money went), and the suitability of a new auction system to award fee collection responsibilities;
- Hoteliers based on Inlay Lake stated noise from boat engines was a problem, and that boat operators had resisted any change to their equipment to address the problem;
- Increased traffic congestion in Nyaungshwe town was making life less convenient for the local population, with tourism buses and increased size of the tomato industry (one of the main agricultural products in the region) trucks in the town centre;
- The visual appearance of Nyaungshwe was changing as new hotels were being built in the 'Chinese' or 'non-traditional' style, as there were no building style regulations in place. Land and property prices were rising and there had been significant land speculation;
- Kalaw operators had noticed an increase in backpacker tourists trekking without guides, with guesthouses being built by outside investors in some of the trekking route villages;
- Most of the stakeholders did not use or have access to email/computers, with few having a mobile phone, with landlines limited outside main population centres;

- The target area of the project was diverse and not united, and there were some issues evident between different ethnic groups. Opium production had been increasing, increasing the risk of armed conflict between some ethnic militaries;
- Small group/individual discussions appeared to be more effective in encouraging stakeholders to talk and discuss issues. Multi-stakeholder meetings were useful in bringing different groups of stakeholders together, and for presentations, but tended to be attended by 'lower ranking' (non-decision making) participants;
- Many stakeholders wanted to see visible action, especially related to environmental issues: comments were made about previous development projects gathering data but not sharing or implementing anything, with many participants tired of going to "NATO - No Action Talk Only" meetings in the words of one ethnic group leader.

As noted above, IID/MIID had hoped that one outcome of the DMPILR *project* would be to receive funding from ICIMOD to set up an Inlay Lake Destination Management Organisation (DMO), (see Chapter 5 Section 3), and during the de-briefing workshop we discussed how a DMO for the Inlay Lake Region might be designed.

We considered whether European models of coordinating agencies, funded by combination of membership fees, corporate sponsorship, lake admission fees and commercial activities might be appropriate. The DMO would have a marketing function as well as acting as a go-between and facilitator between the complex number of government agencies, ethnicities and private sector operators involved, using a 'lighter' structure, feeding into a proposed 'Lake Authority'. We decided a unitary authority (based on the UK National Park system) would be too complicated and too expensive for a donor funded development project.

6.4.6 *Reflection on the First Phase of Research*

After the first research visit to the Inlay Lake Region, my first step was to evaluate the huge amount of data gathered, analyse field reports from the team, then to identify gaps and next directions, which I started immediately after the research visit in April 2014. Whilst I felt that a good range of issues had been raised at a relatively grassroots level in the Inlay region and at Union level in Nay Pyi Taw, there was a gap at the 'meso' level within Shan State, with

State Government and business community leaders. In some ways I had expected this, as I had thought it better to meet such stakeholders after discussions at a more operational level.

Also, no monks attended any of the workshops despite being invited, and as such did not provide any significant input into the process. I had personally invited head monks from the Paung Daw Oo Monastery (Inlay Lake's most famous and influential) and from Nyaungshwe town. Perhaps they did not wish to participate as they thought the research should be a secular process or for other reasons. I felt this was a loss of an opportunity, as monks remain very respected in Myanmar culture.

It was also clear to me that Inlay stakeholders wanted action: they had seen other Development Partners (typically mentioned was the UNDP) conducting surveys and consultations, but without any actions resulting. Therefore, if possible I realised I should consider how to use our resources to attempt some easy-to-implement actions, although any such actions would be limited to training due to limited financial resources.

It was evident that the defined Inlay Lake Region was perhaps too large, diverse and managed (in effect) by too many different groups. Kalaw stakeholders seemed to see their clear link to Inlay Lake, but Danu stakeholders did not. Likewise, those from Pekon Township and Loikaw city in Kayah State to the south did not make a clear tourism link at the time due to the small number of international tourists (less than 2,000) visiting those areas. This would have implications to how detailed the DMPILR *document* could be. I had to accept that I would not be able to fully understand the ethnic complexities within the timescale of the project. The overlap between tourism, environmental and social issues was significant and the DMPILR *document* would need to address many issues whilst at the same time not becoming a regional development plan.

I summarised my thoughts and prepared my next research visit from 8 to 20 May 2014. For this next visit I would hold small meetings, going only with the MIID Interpreter (an ethnic minority from Chin State, who I had worked with previously). There were three reasons for this: first I felt we had gathered enough data from group discussions that I could incorporate into a planned feedback workshop in June; second, I felt that I needed to conduct one-to-

one meetings with more senior stakeholders who would not participate in workshops; and third, I needed to manage the remaining limited resources from the research team, whom I wanted to focus their remaining time on reporting.

The implications of the research visit were considerable for the reflection process. We had the outline research plan, but needed to 'think on our feet' as we reacted to different opinions in workshops and interviews, as well as having a large area to cover. I was concerned that we were not reaching all stakeholders, and felt it would have been useful to conduct a scoping mission first to the region to identify potential research partners based in the Inlay Lake Region, and to better reflect upon stakeholder selection. Management of resources was also fundamentally important, as was keeping the research team on track, for example if a member found an interesting topic to follow up, I would need to consider if it would be a useful use of resources: I needed to make sometimes tough decisions of what we could and could not do.

This further led to my identification of the need for a Destination Management Planning Model to guide future DMPs for destinations in Myanmar (and in other destinations in a similar context). The DMPILR *project* budget was US\$120,000 (approximately £74,000 in April 2014, and £85,000 in January 2018 (xe.com, 2018b)), it would be difficult for many destinations to afford such expenditure (and use expensive international consultants), so a more affordable model would be needed.

6.5 8 - 20 May 2014: Second Research Visit

During the second research visit I had the following meetings at a more senior level:

- At the Shan State Parliament in Taunggyi, I met The Prime-Minister of Shan State, and the Shan State Ministers from the Ministry of Investment and Planning; Environmental Conservation and Forestry; Ministry Agriculture and Livestock; Ministry of Roads and Communications; Ministry of Social Affairs; and the Ministry of Electricity, Energy and Technology. We discussed the provisional results of the first research visit in March, details of the controversial Inlay Lake Hotel Zone, as well as our stakeholder consultation methods. The MIID Interpreter accompanied me to interpret;

- The Minister for Innthar Affairs (the main ethnic group on Inlay Lake), where we discussed the needs of the Innthar ethnic group. The interpreter from IID/MIID accompanied me, who interpreted the meeting between English and Myanmar;
- Danu Self-Administrative Zone representatives from the Ywangan Tourism Working Group, the Danu Literature, Culture and Development Society, Shwe Danu and other Civil Society organisations, including the Pindaya General Administration Department. The interpreter from IID/MIID accompanied me, who interpreted the meeting between English and Myanmar;
- Kalaw trekking operators (owners of the Golden Lily Guesthouse and Jungle Tours, Eagle Trekking, Mr Sam Trekking, and Thiri Trekking), the Kalaw representative of Myanmar Tour Guides Association, the founder of the Kalaw-based Rural Development Association, and three representatives from Kalaw Tourist Police;
- Shan State-Level private sector PAC members, the owner of the Shwe Innthar Hotel and the founder of the Inle Heritage Foundation;
- Yangon-based PAC members from the Private Sector, the directors of Orchestra Travel and Exotissimo Travel.

During these meetings from 8 to 20 May, we discussed issues concerning the strategic development of the Inlay region, along with topics including ethnic minority inclusion, the need for a better trained local population and environmental impacts. I also brought up the topic of DMOs and what might best fit the region: at this time Shan State government were preparing an application for UNESCO Biosphere Reserve status for Inlay Lake, as well as planning for a Lake Management Authority, both of which would benefit from a well-managed DMO.



Picture 6.33: Meeting a PAC member at her hotel on Inlay Lake.



Picture 6.34: The Inlay Lake Hotel Zone landscaping, seen from Inlay Lake.

Inlay Lake Hotel Zone

The most significant issue I discussed at the meeting in the Shan State Parliament concerned the development of the Inlay Hotel Zone. Whilst many local stakeholders had said they 'knew nothing about it' the Shan State Minister for Investment and Planning presented me with the project investment brochure, progress reports and construction plans. According to the Minister, the idea of the hotel zone came about after the huge growth in tourism arrivals in Nyaungshwe in the 2012 season where "tourists were sleeping in monasteries and police stations, so we [the Shan State Government] needed to find a solution". Thus a 622 acre site was chosen overlooking the lake, that was of "little economic value, poorly farmed" and existing land users "would be compensated for three years' worth of agricultural production and found new land to farm". 87 plots of land were made available, divided into a local, national and international investment zones.

Clearly there had been a significant issue regarding communication and stakeholder consultation, and it was unclear to me if any environmental planning (either resource use or disposal) had taken place, and the hotel zone was unpopular both with destination based stakeholders, as well as within the Myanmar tourism Development Partner discourse (I had been questioned by international members of the Tourism Sector Working Group about what we as the DMPIIR *project* would be doing to tackle the Hotel Zone). At the same time I strongly suspected that powerful regional investors were involved, (I had been advised "not to look too closely" at the hotel zone by one Nyaungshwe Hotelier). I felt that the Shan

State Government was aware that the international community did not see the hotel zone as positive, but was comfortable to discuss it openly.

I took the decision to discuss the hotel zone in a non-confrontational and diplomatic way possible: not to blame, but also not to ignore. In the DMPILR *document* I would recognise the zone's existence and advise environmental/social impact assessments of hotel construction, and to see it as a potential employment opportunity for the local population. At full capacity the zone would increase rooms available from 2,000 to 7,500 over a relatively short period of time, creating unknown impacts on resource usage, infrastructure and waste management.

6.5.1 *Reflections and Directions*

I was beginning to form an idea of the key issues facing the region, and how to turn this into the DMPILR *document*. My key concern was providing feedback to all stakeholders in a way they could provide me with guidance on strategic directions, or 'vision' for the future of the Inlay region. It was at this stage (mid-May 2014) that the Institute for International Development (IID) became the Myanmar Institute for Integrated Development (MIID), see Chapter 4 pages 108-109. I saw no significant implications of this with respect to the DMPILR *project or research process*, as I felt IID/MIID and the research team was well enough known by stakeholders.

I decided to write a short, two-page 'factsheet' about the key findings of research to date; some initial outline concerning strategic directions; and to define some basic terms. I would ask MIID to translate this document into Myanmar, and to widely distribute it to stakeholders before the next 'mid-term' feedback workshop to be held in Nyaungshwe in June. The document included a feedback telephone number and email address that I would monitor, although a significant limitation of this would be both language and access to computers for stakeholders. I would use this document as a basis for discussion in the workshop, as well as with PAC members. I also decided it would be useful to incorporate my strategic direction 'picture tool' into the workshop, as I felt this would help both guide discussion and give a clear perspective of the stakeholder group.

In order to show some results I had contacted the project Environmental Specialist to write a series of environmental management factsheets that could also be presented at the feedback workshop planned for June 2014 (see Chapter 6 Section 6.2). We would use facilities in Nyaungshwe provided by the local NGO *Inle Speaks*.

Ethnic Perspectives

I knew ethnicity was a significant issue in Myanmar, and especially so in Shan State. I could see ethnic divisions between different groups within the Inlay destination, some of whom maintained their own armies. Long-standing ethnic conflicts had created a mistrust of the Bamar majority in many ethnic groups as discussed in Chapter 3 Section 2.3. Within my research team I had noticed differences in behaviour between national researchers. It was difficult for me to understand fully, however it appeared on occasion as if some stakeholders did not fully open up to Bamar staff, as if they were treating them more cautiously. During the second field visit, the Minister for Innthar Ethnic Affairs made a comment to my interpreter, an ethnic Chin: "you're one of us, you know what it's like to be a minority in this country, you're always welcome here".

6.6 13 June 2014: First Stakeholder Feedback & Strategic Direction Workshop

During the DMPILR *research process* design phase I had planned to conduct a feedback session with Inlay Lake Region based stakeholders. This would be where we would present a summary of our research findings, including the two-page factsheet as a consultation Document, where I had summarised the research team's perceptions of the key issues facing the development of tourism in the region, and a 'roadmap' to develop the DMPILR *document*. MIID translated the factsheet and distributed it in advance to *Inle Speaks* at my request on 1 June. When reflecting upon data collected to-date after the May consultations, I identified 20 'core' representative regional stakeholders who I would invite to the June feedback workshop. These included representatives from the wider Inlay region, including Kalaw, Taunggyi, Pa-O SAZ, Nyaungshwe and Inlay Lake. Ethnic groups present included Innthar, Danu, Pa-O, Shan, Bamar and Myanmar-Sikh. Participants represented the private sector (including hotel operators, vineyard, transport, guides and tour/trekking operators); the Wildlife Protection Department (under the Ministry of Environmental Conservation and Forestry (MoECaF)); and regional tour guides. I led this workshop with the Project Environmental Specialist, (as she was conducting an environmental education

training in the Inlay Region at the time, and this would save project resources) and the National Tourism Specialist. I designed a straightforward agenda:

1. Discussion of the factsheet;
2. Strategic Directions Tool & Exercise;
3. Visioning Exercise.

I split the group into 4 focus panels, each tasked to discuss the following (the groups presented results on flip-chart paper):

4. Did the group agree with "most important issues identified"?
5. Were there any important issues that were not included, if so what were they?
6. What were the 3 most important issues that should be included in the DMP?

I summarised the issues in the following points:

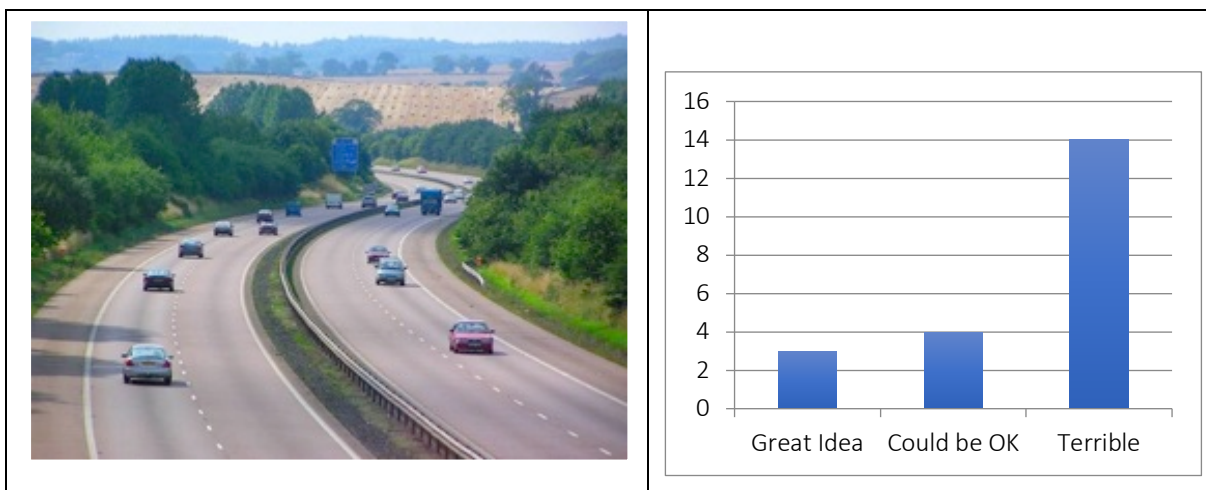
- Management and cooperation were vital;
- Homestays should be promoted to bring income to poorer communities;
- A local design for appropriate homestays should be developed to ensure more benefits go directly to local communities, these should include guidelines for trekking operators;
- All guides required environmental conservation awareness training;
- Young people needed more knowledge, skills and education across all sectors, not only guides but feeder-industries as well;
- Medical emergencies need better regional planning, as some local hospitals felt they were unable to treat foreigners in emergencies;
- For boats, noise was not the only problem, but also fuel, oil and bilge spillages too;
- As well as pesticides, dyes and other chemicals from cottage industries were a problem;
- Improved Human Resource Development was needed across all sectors;
- Vegetation burning in the hill areas was causing loss of soil and siltation in Inlay Lake.
- MoHT and MoECaF needed to take a strong lead;
- An ecotourism plan should be included for the bird sanctuary areas.

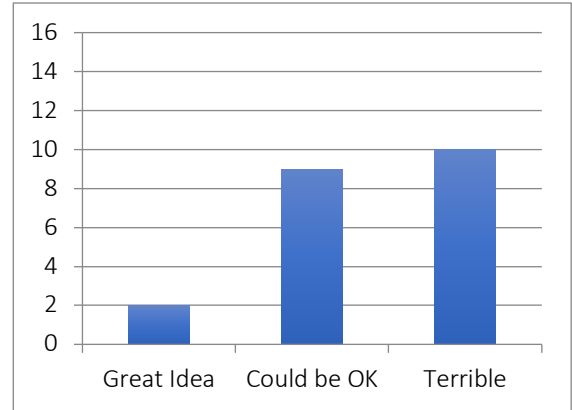
Essentially there was broad general agreement with the document, with few significant telephone or email responses. I had expected more, especially as internet access was becoming more available and smart phone usage was growing rapidly with deregulation of the telecommunications sector (Millward, 2014).

6.6.1 Strategic Directions Tool Results

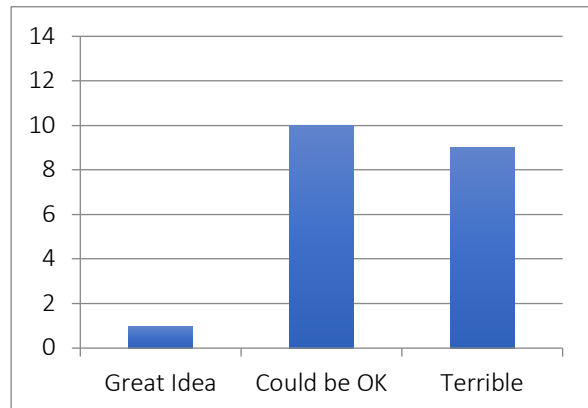
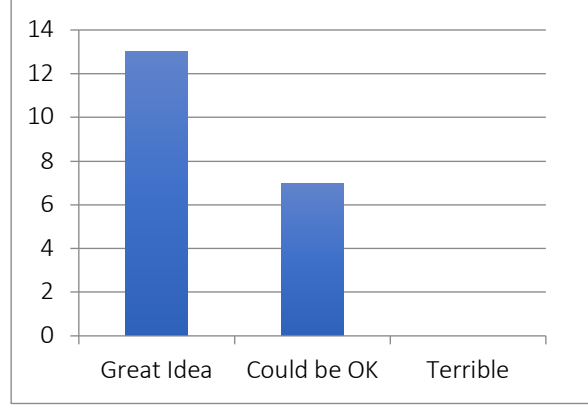
A main focus of the workshop was the '*Strategic Directions Picture Tool*'. Please refer to Chapter 4 pages 128-132 for design methodology of the tool.

Infrastructure

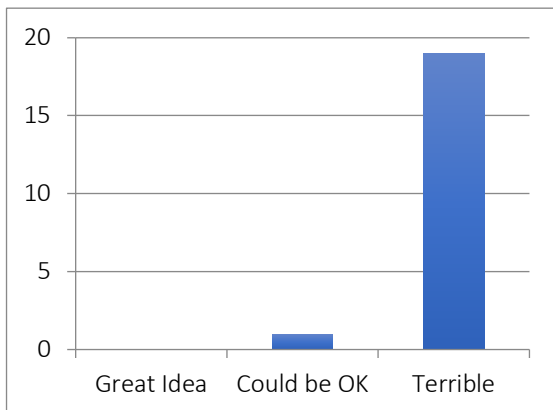
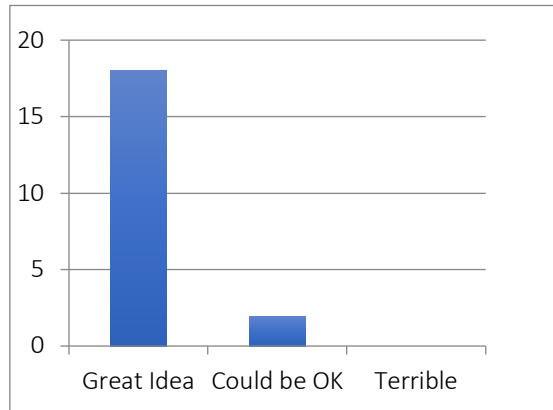




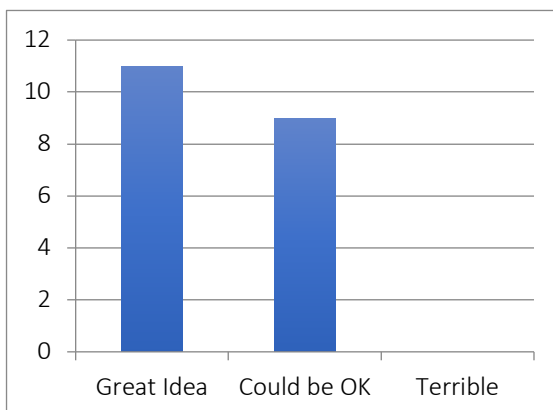
Employment

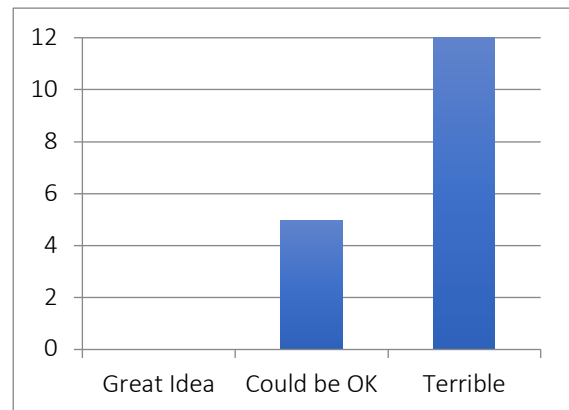
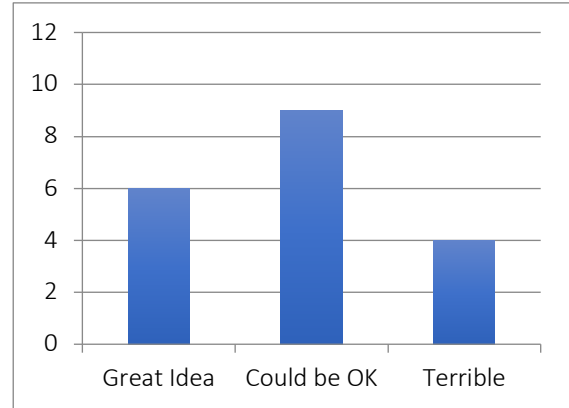


Cultural Heritage

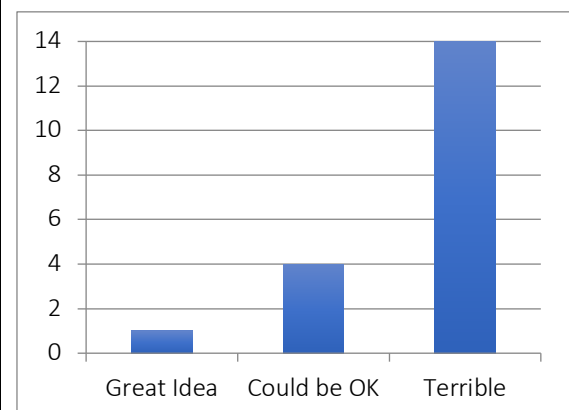


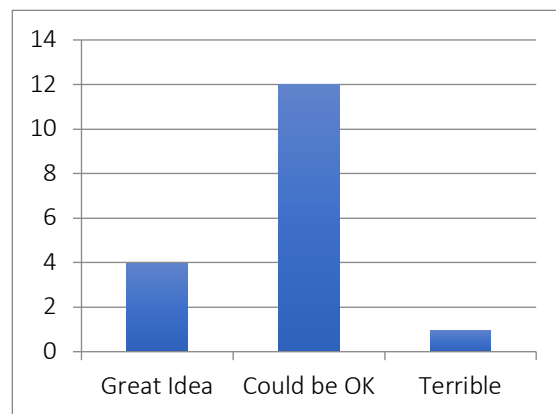
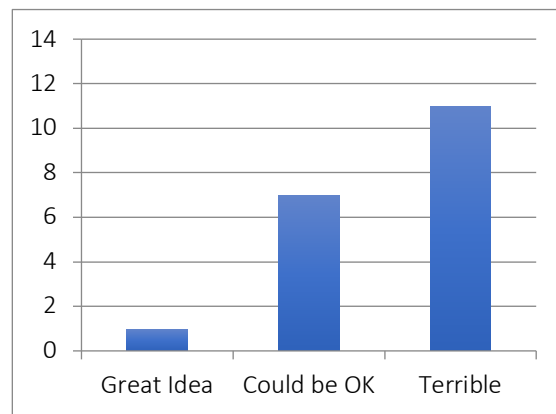
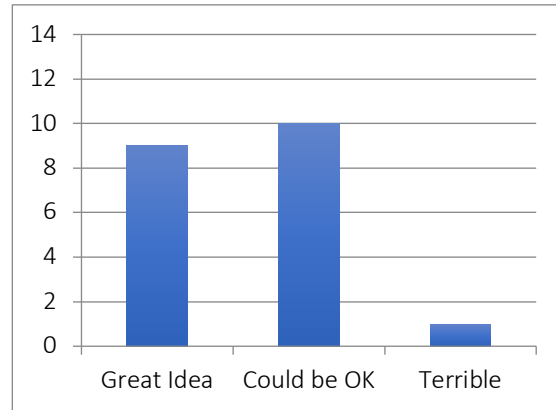
Landscape





New Hotel Types

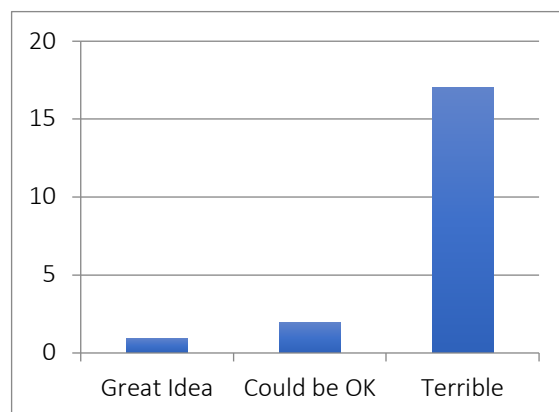
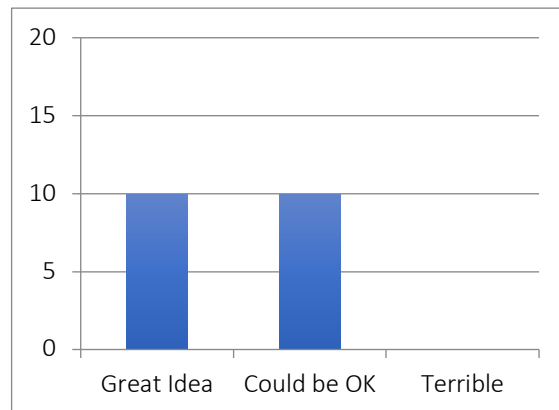
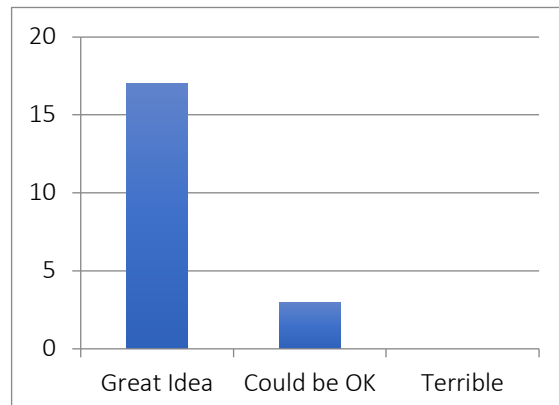


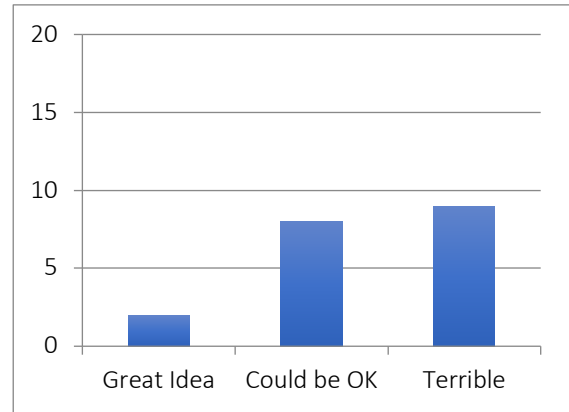


Existing Buildings

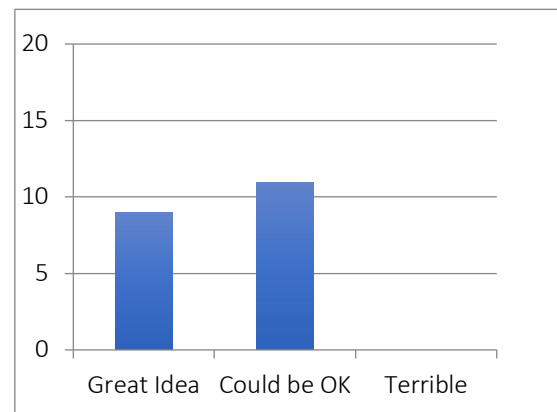
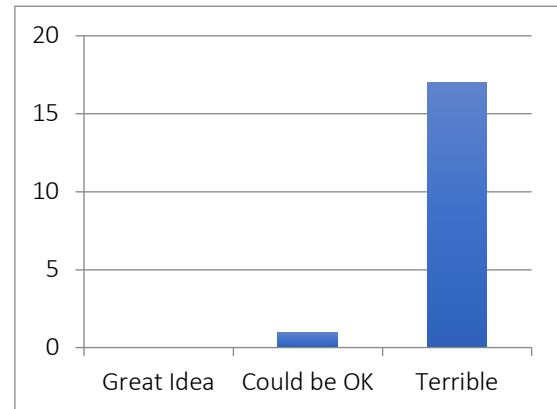


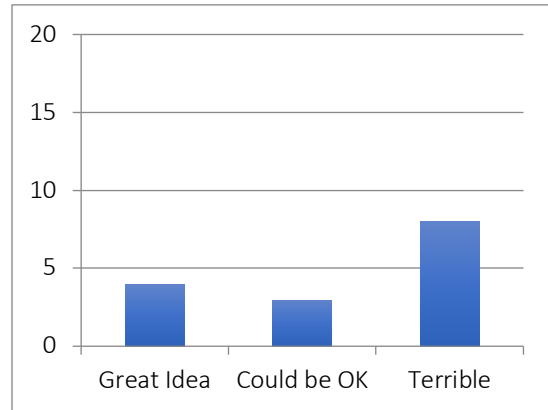
Activities



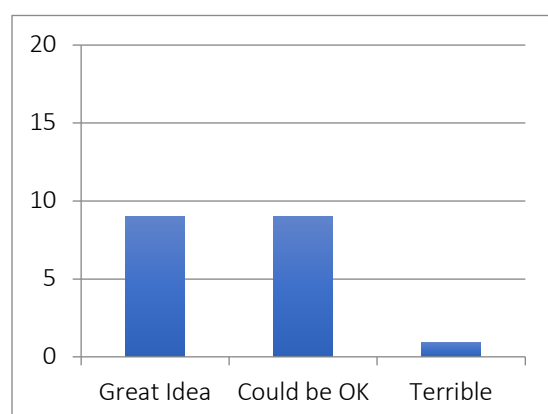
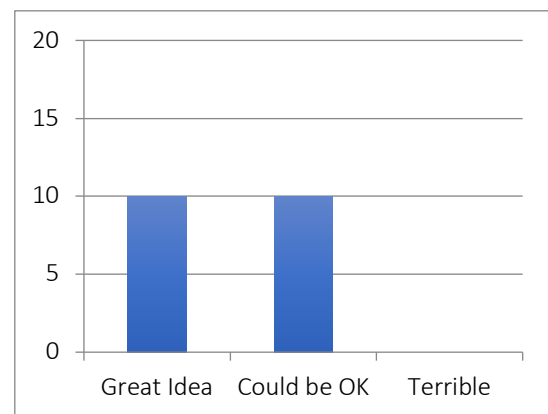


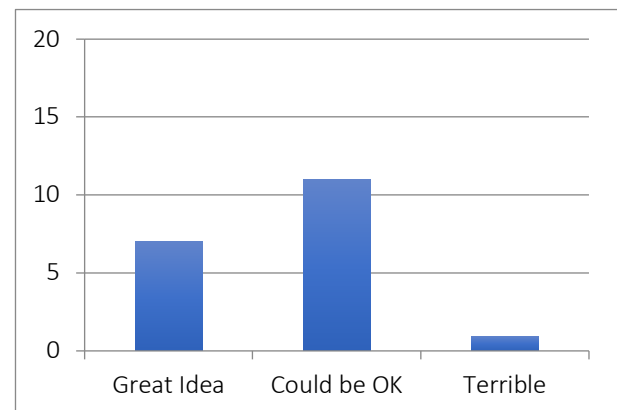
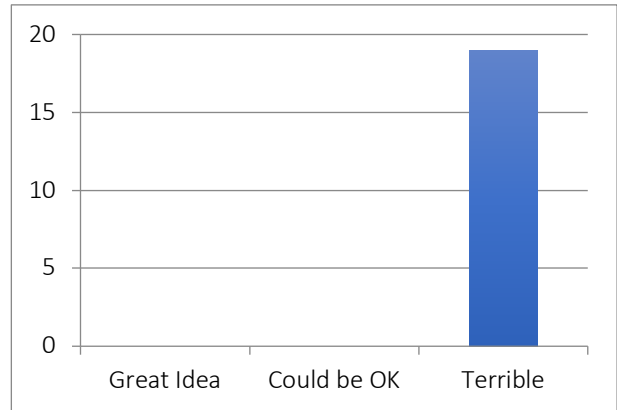
Visitor Numbers



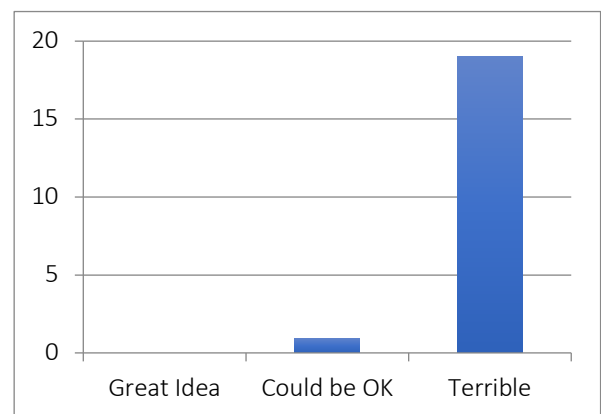


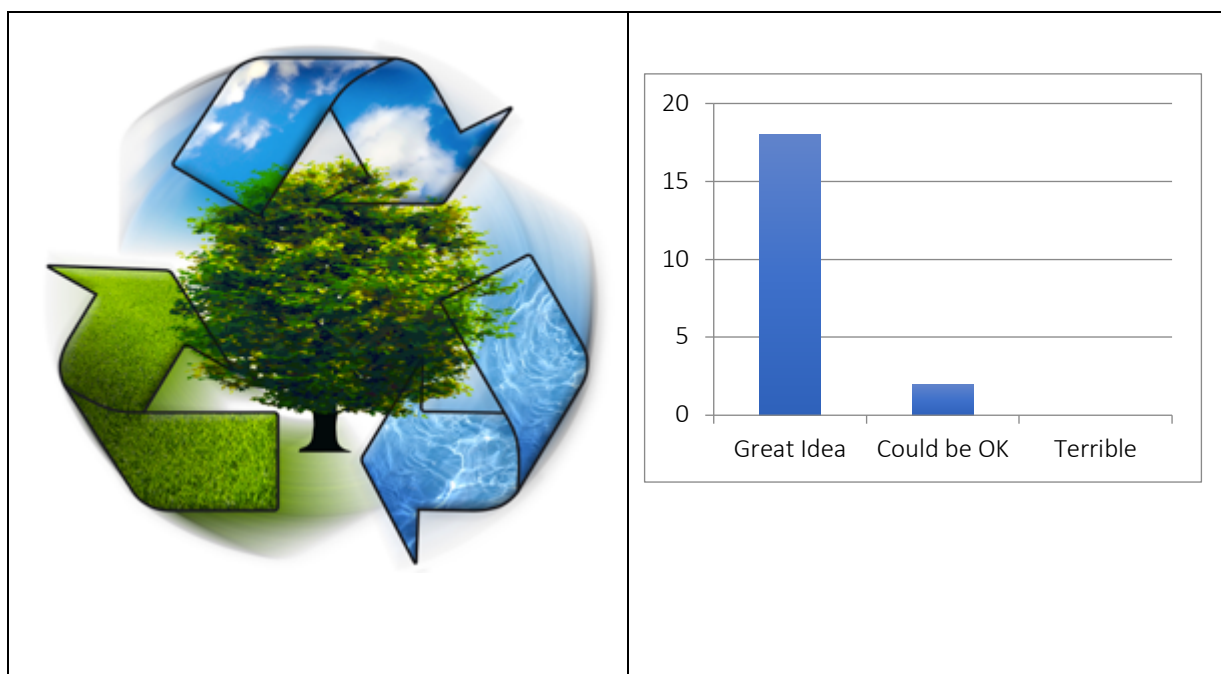
Visitor Type





Environment





Selected Key Comments

I interpreted the results in Table 6.3:

Table 6.3: Interpretation and summary of results from Strategic Directions Picture Tool

Infrastructure	Larger roads are not suitable for the lake itself, but may be good to get people to the lake from further afield. Picture 2 is very suitable for the road that surrounds the lake, Picture 3 could be OK for remoter and low-use areas.
Employment	Jobs for the local community is important but external expertise may be needed to compete regionally.
Cultural Heritage	One comment for Picture 2 was "not a problem, they are not from our culture and people are different".
Landscape	A need to develop was clearly recognised in the comments, but to do so in a way that was suitable for Inlay Lake.
New Hotel Types	Land was the main issue discussed: larger hotels take up less land per volume of guests, the bungalow style resort takes up a lot of land. Land rights are a hot topic in the Inlay area.
Buildings	Many people cited building safety as an issue with "heritage" buildings, one stating "heritage is nice but it is worthless". However if buildings are in a good condition many responses said they should be kept.
Activities	Casinos were clearly not supported and trekking was, however there was little understanding of mountain biking as this does not exist at present. Two participants thought jet boats were a good idea as they were bigger and faster than existing boats.
Visitor Numbers	Comments included if there were too many visitors this would interfere with the lives of local people too much and cause local prices to rise.
Visitor Type	No significant comments were made.
Environment	No significant comments were made.

Drawing Conclusions? A Caution

When drawing conclusions from this exercise one must be cautious as to the representativeness of the methodology and scope. In this case the participant group was limited to 20, and statistically it would have been better to complete the exercise over a much larger population size, perhaps dividing by industry or sector to compare results, however this was not possible due to time and resource constraints: As always with such exercises there are cost and resource limitations that prevent a larger sample from taking place. The tool is also simplistic, participants may not always understand or conceptualise the scenarios. It is also leading as it is designed to promote thought on specific areas and perhaps force people into voting for a 'sustainable' (in the eyes of the research team) result.

Nonetheless the tool does provide *support* to wider research and consultation and *contribute* to the process, and provides a simplified analysis that can be presented to higher-level decision makers.

A Summary of Results:

I interpreted the results by theme:

1. **Infrastructure** should be upgraded in a way that is not overwhelming with the landscape. Roads should be improved as to construction type and drainage to ensure all-weather capability;
2. **Employment** should be targeted for local people from Shan State and the Inlay area as a priority, though it was recognised that external expertise may be necessary for strong development;
3. Intangible **Cultural Heritage** was recognised as something important to be protected in the Inlay region, while minimising negative impact;
4. The region's **Landscape** was considered to be of value, however the need for development to provide services for tourists was recognised. A view for the future included low-rise buildings as opposed to tall buildings and heavy urban development;

5. Participants were not unanimous in the types of **New Hotel** design. It was clear that large hotels were not generally considered suitable and that bungalow style hotels would be more fitting. However, land ownership issues were important;
6. Tangible cultural heritage, specifically **Existing Buildings** were recognised as having some value, however only if such were in good condition and restorable, otherwise they should be replaced with new-builds;
7. Appropriate **Activities** for the area focused upon 'quiet enjoyment' such as trekking (and potentially mountain biking), with issues such as access to hospitals being raised. There was little support for activities such as casinos;
8. Managing **Visitor Numbers** sustainably was supported, no participant wished the area to be swamped with visitors, at the same time tourists were recognised to be an important contributor to the economy;
9. **Visitor Type** should be targeted at tourists that were both interested in and sensitive to the needs and wishes of local communities;
10. A healthy and clean natural **Environment** was seen as very important for the region.

These results were more or less as the team and myself had expected, ultimately we believed the most important overall issue was for local stakeholders to have a say in how tourism would develop in the region. Perhaps conducting the exercise is a form of 'due process' to validate what 'we' as consultants believe to be the wishes of a given community. Summarising in such a way can be seen as leading, however with time and resources I felt (as did my team members) that this would be the most efficient way of gathering clear perceptions on the perceptions of the stakeholder group. I discuss more on reflection of the whole process in Chapter 9, however I felt at the time both the need to move the DMPILR *project* along quickly, and was also starting to get pressure for results from both MIID and ICIMOD.

A "Vision for Inlay"

As a final exercise, I divided the workshop participants into four groups to prepare thoughts or statements as they saw the future 'vision' for the Inlay Lake Region. Within the team, we selected what we considered to be the best 'positive' statements (Vision Statements being 'positive') about the lake, so that I could later formulate a 'vision statement' for tourism development in the region. The statements we chose were:

Healthy local economy;

Local communities working together to protect culture;

Businesses and communities working together for sustainable development;

Education to protect the environment;

Tourism must improve the lives of local communities, not make worse;

Prosperous environment = prosperous people;

Safety to visitors is paramount;

Visitors must contribute to the cultural diversity of the area, target the right kind of visitors;

Improve local products;

Joint advertising/marketing for the area;

Protect land from purchase by outsiders;

Improve Entrance fee system;

Construct an Information/Heritage Centre to celebrate local communities and the lake.

6.6.2 14 June 2014: Environmental & Waste Management Workshop

A significant issue raised during the workshop on 13 March had been waste management. The Project Environmental Specialist investigated options for resolving some of the most pressing issues including the elimination of plastic bags, sewage management as well as actions that could be implemented easily and quickly. The Specialist presented these, as well as the key findings of the environmental assessment study on 14 June to the same participants who attended on 13 June. A significant issue regarding environmental issues was a lack of hard data, as stated in her report:

Data on the Inlay Lake region in this report should be taken as indicative of conditions, rather than verified measurements. Large variations in data from different sources are

apparent, such as the common use of a single figure to describe depth, width, length and area of a large lake with varying depths and an irregular shoreline. Much information is anecdotal, and has been included to fill gaps in measured data.

(Jensen, 2014a, p. 2)

The Environmental Specialist identified the key environmental issues during a previous environmental study of Inlay Lake in 2012 (Jensen *et al.*, 2012b), and reconfirmed these in her study for the DMPILR:

- *[The] surface area of open water [on the lake was] reducing due to floating gardens (32.4% surface area lost from 1936 to 2000);*
- *[The] over-harvesting of key water plants, leading to native water plant communities and fish stocks declining, and threatening the lake food chain;*
- *[B]acterial pollution due to poor sanitation (>60,000 people live over water around the lake);*
- *[The] shading of water column and lake bed by water hyacinth and floating gardens;*
- *[I]ncreased nutrient levels in water;*
- *[I]ncreased mobilisation of silt out of deltas into lake littoral zones;*
- *[L]and use changes and forest degradation in erosion ‘hotspots’ causing sediment flow onto deltas and marshes ([with] hills only 30% forested, [and] only 6% dense healthy canopies);*
- *[The] loss of fringing marshes, conversion to floating gardens;*
- *[O]ver-fishing of native fish species, including loss of native fish (Nga-Phein);*
- *[D]isturbance of fish nursery areas and bird feeding zones by fishermen beating the water, boat traffic and noise;*
- *[I]ncreasing fish biomass of introduced species, e.g. Tilapia, common carp, and danger of hybridisation of native fish species with introduced species;*
- *[I]mpacts of increasing boat traffic pollution, disturbance, oil and fuel spills).*

(Jensen, 2014a, p. 31)

The Environmental Specialist presented the following solutions:

- Re-meandering the Nyaungshwe to Inlay Lake channel, as this would reinstate marshes that would catch sediment before it entered the lake and improve bird habitat;
- Improving waste management systems, including the banning of plastic bags from the lake area, as well as improved sewage solutions on the lake and in residential and hotel areas surrounding the lake;
- Reducing the harvest of lake-water plants that are used as agricultural mulch.
- Reduce use of pesticides in the region;
- In the long term reduce the surface area of the lake used for tomato agriculture, finding alternative livelihoods for farmers.

It was clear that I would need to incorporate these issues into the DMPILR *document*, however it was also clear that the environmental issues facing Inlay Lake were substantial, and the DMPILR *document* would not be able to incorporate all of the environmental recommendations. This prompted me to reflect on what Goodwin (2011) considered as 'freeloading' in tourism, as introduced in Chapter 2 page 33, where tourists do not 'pay their way' when it comes to use of the natural environment that they (in part at least) come to visit. Also tackling the economically successful tomato farming issue would certainly be unpopular, and I felt if I made this a central issue in the DMPILR *document*, I would lose trust and confidence of local stakeholders, as this would affect local livelihoods in the short term.



Picture 6.35: Group work at the Feedback and Strategic Directions Workshop.



Picture 6.36: Group photo at the Environmental Management Workshop.

6.7 23 June 2014: Mid-term Project Advisory Committee (PAC) Meeting at MoHT in Nay Pyi Taw

I convened a mid-term PAC meeting on 23 June in Nay Pyi Taw, chaired by the MoHT Union Minister, with representatives from Union level Ministries, State level government representatives and private sector in attendance. I presented an update on research activities, including the consultation document used in the previous workshop.

I attended with the Project International Tourism Specialist, the ICIMOD Tourism Expert, and the MIID Interpreter. We discussed the 'outputs' of the DMPLIR *research process* and the documents that would comprise the DMPLIR *document series*, which we agreed as follows:

1. DMP (Printed Glossy) in English and Myanmar;
2. DMP 4-page summary (Printed Glossy) in English and Myanmar;
3. Options to develop a DMO for the region in English and Myanmar;
4. Tourism Survey in English only (due to budget constraints);
5. Environmental Assessment Report (due to budget constraints);
6. Accommodation Sector Analysis (due to budget constraints).

The meeting seemed straightforward with no significant discussions taking place. I knew at the time there were many increasing demands on MoHT and members of the PAC, with investors and Development Partners seeking new projects in Myanmar. The Director General of the Ministry of Hotels and Tourism mentioned to me on the side that the ministry was "overloaded with work".

6.8 Main Writing Phase for the DMPLIR & Agreement to Produce a MoHT Copyrighted Document

I felt after these feedback workshops and meetings in June, I was in a position to start writing the DMPLIR *document* and accompanying documents. I discussed the process with ICIMOD as to their requirements: it was their normal practice to internally typeset and produce any documents produced as part of their partnership. This included printing at no additional cost to the project budget, through their in-house publisher. Budget-wise this was appealing as project funds were running low and I wanted to produce a large-run of

printed documents, especially considering we could print up to 6 separate documents as discussed in the PAC meeting of 23 June.

I discussed this with the MIID Executive Director, who was keen on handling the publishing in Myanmar, and we concluded that having the document under MoHT copyright would likely increase its impact and be more likely integrated within government policy. If the document was published as an ICIMOD document, ownership may be lacking.

From a project Team Leader's perspective, I had to weigh budgetary concerns against the wishes of the immediate client (MIID) and the target client (MoHT), as well as consider the wishes of ICIMOD as the effective donor organisation. Internal typesetting and document design could take more time, and would reduce the document quality, essentially due to my own limited desktop publishing skills. After discussion I agreed, realising this would be more work, but the outcome could have a greater impact.

I considered two options to complete the DMPILR *document*:

Option 1:

I would create an outline document, with broad sub-headings, summarising contents, actions and vision; I would discuss this during a further round of stakeholder discussions in Inlay Lake and with the PAC. I hoped this approach would be participatory, and also give the opportunity for the document to be written in both English and Myanmar language at the same time. I would work in partnership with an expert translator. I believed that evolving the documents together would provide a more accurate Myanmar language version (as the working language) that could be better commented upon by stakeholders. I believed this would give greater ownership of the document to MoHT, PAC, and Inlay Lake stakeholders.

Option 2:

I would develop the DMPILR *document* to an almost finished state, based on what was a considerable amount of research, and seek 'endorsement' during a final series of workshops. This would provide a swifter conclusion, but also run the risk of stakeholders agreeing to content without actively reading the document in detail. Translation would take place after the DMPILR *document* was completed.

I needed to decide: ideally Option 1 would have offered a better participatory process, whereas the Option 2 would be more conventional and use fewer resources. In the end, budgetary and time restraints led me to select Option 2.

6.8.1 *Final Design of the DMPILR Document*

MIID had asked me to produce a 'package of proposals' document, where a series of fundable project concept notes would be outlined: I would identify key areas for Development Partner support, and it made sense to continue this into roughly calculated financial proposals for a series of future potential projects. This document would be presented to potential Development Partners/donors for funding. The approach was clearly for the DMPILR and any development strategies recommended to be implemented by Development Partners. MIID had hoped to receive further implementation funding from ICIMOD, especially with regard to creating a DMO.

I knew from my own experiences the main issue with this approach was there was no guarantee that any Development Partner would fund any of the projects for any of the reasons introduced in Chapter 1 page 12, and in Section 2.2. Also, I did not have the resources to research into donor and development policy/strategy in Myanmar. This would increase the risk of not implementing any strategies, however a potential budget source for the Shan State government to implement activities was the Inlay Lake Zone Fees.

There were two main implications for this Thesis: first, that despite the fact I was in charge of managing the DMPILR *project* and *research process*, as well as the design of the DMPILR *document*, I would of course have to follow my employer's wishes in how I designed the document series. Second was the issue of decision-making and resource management: the research was limited by financial and resource constraints, and this is a fundamental consideration when developing Destination Management Planning Processes, and where a detailed understanding of the local context is vital.

6.9 *29 August - 9 September 2014: Second Stakeholder Feedback*

I had completed the first draft of the DMPILR *document*, *Project Proposals*, and *Options for a Destination Management Organisation*, by 25 August 2014. At the same time the *Tourism Survey Report* had been completed by 15 August 2014. During discussions with MIID in early

August, we agreed the next step would be to conduct two 'endorsement' workshops, one with the PAC at the MoHT Ministry building in Nay Pyi Taw, the other in the Inlay Lake Region with local stakeholders

In these workshops I would present a summary presentation of the DMPILR *document* and DMPILR *Project Proposals*, and a consultation document, again providing a consultation email and phone number (at the MIID office). By now the DMPILR *document* had become a large (110 page A4) document. I made the decision to focus stakeholder feedback around the vision statement, aims and objectives of tourism in the region, principles of tourism development, and to seek consensus on the proposed development strategies (See Chapter 7).

This was an important final stage in the DMPILR *document* drafting process, as I wanted to create local ownership and approval of the *document*, but also time and budget pressures required a relatively swift conclusion.

6.10 29 August 2014: PAC Endorsement Workshop

I organised the third and final PAC meeting on 29 August in the MoHT Ministry building in Nay Pyi Taw. I led the workshop with the DMPILR International Tourism Specialist (as she would present the findings of the Tourism Survey) and the MIID interpreter. I informed the PAC that the DMPILR *document*:

- Assessed the current status and performance of the Visitor Economy of the region;
- Identified opportunities to sustainably develop tourism within the Region and set the directions and priorities for growth;
- Identified and assessed the products, services, environmental factors, facilities and infrastructure needed to meet visitor needs and expectations and to support and facilitate sustainable growth;
- Set the vision, directions and priorities for the development, management and marketing of the Inlay Lake Region for the period 2014-2019;
- Provided the framework for the coordination of key stakeholders and resources needed to deliver the Plan;
- Provided a framework to create a DMO for the region;

- Presented the key issues raised by destination-based stakeholders as to their concerns related to the current tourism industry and future development;
- Defined future potential tourism target markets;
- Outlined 9 development strategies.

(Haynes *et al.*, 2014)

Again, due to time constraints, I focused consultation on a small number of DMPILR *document* sections that I considered most important as in the consultation document. The topics were:

- Vision and Objectives (sub-areas: 'A Vision of Tourism in the Inlay Lake Region'; 'Goals and Objectives of Tourism'; and 'Principles of Tourism Development');
- A Development Goal of Extending the tourism season into the rainy season;
- Agreement on each strategy and sub-strategy with a prioritisation exercise.

I presented each section, and asked participants to record responses on the consultation document if participants wished. The vision statement was agreed upon by consensus voting, with the exception of replacing "minority cultures" with "regional cultures"; Goals and Objectives and Principles of Tourism Development were agreed with no changes. All strategies were agreed upon again by consensus voting, however order of prioritisation changed as in Table 6.4:

Table 6.4: Re-prioritisation of DMILR Strategies as a result from PAC workshop on 29 August 2014

Original Prioritisation of Strategies	Subsequent Prioritisation of Strategies
Strategy 1: Planning, Management, Sustainable Development & Heritage Conservation.	Strategy 1: Planning, Management, Sustainable Development & Heritage Conservation.
Strategy 2: Improving the Trekking Industry.	Strategy 2: Infrastructure Development.
Strategy 3: Product Development - Improving the Visitor Experience.	Strategy 3: Human Resource Development.
Strategy 4: Marketing and Promotion.	Strategy 4: Marketing and Promotion.
Strategy 5: Infrastructure Development.	Strategy 5: Business Development & Support.
Strategy 6: Human Resource Development.	Strategy 6: Community Empowerment.

Strategy 7: Community Empowerment.	Strategy 7: Environmental Management.
Strategy 8: Environmental Management.	Strategy 8: Product Development - Improving the Visitor Experience.
Strategy 9: Business Development & Support.	Strategy 9: Improving the Trekking Industry.

The changes themselves were not fundamental, and I considered the PAC's discussion of them, and re-prioritisation as a way of the PAC increasing ownership of the DMPILR *document*, as well as individual members wanting to show that they had participated in the DMPILR *research process*. I would conduct the same exercise during the following workshop in the Inlay Lake Region, note if there were any significant changes, and then make the decision on how to re-order the strategies in the DMPILR *document*.



Picture 6.37: Feedback from the PAC at the 'endorsement' workshop at the Ministry of Hotels and Tourism in Nay Pyi Taw.



Picture 6.38: Presenting the DMPILR *document* at MoHT in Nay Pyi Taw.

6.11 2 September 2014: Shan State (Taunggyi) Stakeholder Endorsement Workshop

We repeated the Nay Pyi Taw workshop in Taunggyi (the capital of Shan State) on 2 September at the Cherry Queen Hotel. At this stage a clear group of active stakeholders in the DMPILR *research process* had emerged, as shown in Table 6.5 (by organisation in alphabetical order):

Table 6.5: Final DMPILR Stakeholder Group from the Inlay Lake Region

Organisation	Representing:
Aureum Palace Hotel	Large local hotel group owned by Htoo Group, linked to Tay Zar, one of Myanmar's so-called "Crony Capitalists".
Danu Literature, Culture and Development Association	Representing Danu language (dialect and writings), as well as village-level interests of Danu people, focused mostly in the Danu Self Administered Zone (SAZ).
General Administration Departments of Pindaya and Nyaungshwe	Government department responsible for administration at township level.
Golden Island Cottages Hotel Group	Pa-O ethnic group owned hotel and travel organisation.
Inlay Lake Rehabilitation Project, Department of Irrigation	Water-way management and maintaining navigational channels between villages situated on Inlay Lake itself, as well as wider watershed and river management.
Inlay Lake Wildlife Sanctuary	Conservation interests in and around Inlay Lake.
Inle Heritage Hospitality Vocational Training Centre (IHHVTC)	Linked closely with the Innthar Heritage Foundation, IHHVTC is Myanmar's first comprehensive hospitality focused training centre supporting young people from the region.
<i>Inle Speaks</i>	A Nyaungshwe based conservation and training focused local NGO supported by Norwegian based development organisation Partnership for Change
Innthar Heritage Foundation	A local foundation that promotes conservation of the Innthar culture, traditions and way of life, run by another leading Innthar woman entrepreneur.
Innthar Literature, Culture and Development Association	Representing Innthar language (dialect and writings), as well as village-level interests of Innthar people.
Kalaw Trekking Guide Association	Trekking guides based in Kalaw.
MoHT Shan State	Government line department in Shan State of MoHT, responsible for overseeing Tourism Development and final client of DMPILR.
Myanmar Tour Guides Association (Southern Shan State branch)	Tour guides from the region.
Nyaungshwe Department of Forestry	Parent department of Inlay Lake Wildlife Sanctuary, and responsible for environmental and forestry conservation in the wider region.
Pa-O Women's Education Foundation	Pa-O ethnic group women's foundation.
Parami Development Network	Pa-O ethnic group development NGO.
Rural Development Society	Kalaw based local NGO supporting village level development.
Shwe Innthar Hotel	A leading hotel based on Inlay Lake ran by a well known Innthar female entrepreneur with close links to the Myanmar Tourism Federation.

The Minister for Innthar Affairs	The main ethnic group from Inlay Lake itself: Major ethnic groups have elected ministers representing their interests at Union level. These ministers are elected in areas of concentration of one type of ethnic group.
Tourism Police Force, Nyaungshwe and Kalaw	Tourist safety within the Inlay region.
U Ohn Win, Environmental Specialist	Shan State based Environmental Specialist from MIID, formally senior Forestry Officer with the Shan State Forestry Department (later to be appointed as Union Minister for Environment).
Ywangan Tourism Working Group	Small working group aiming to develop tourism in Ywangan Township of the Danu SAZ.

Members of this group had participated in the previous consultations, however not always at the same time. I believed the group, as much as possible, represented a broad range of ethnic groups, focus areas and different sides of the political spectrum: it was only really at this stage I felt we had formed the most representative group of regional stakeholders. This had a significant implication for this Thesis: it had taken over seven months to establish this clear group of stakeholders, and the DMPILR *research process* may have been different if this group had been identified and involved from the start. It highlighted the need for both detailed pre-research scoping and engagement of a knowledgeable (and sufficiently well-connected) local research partner. Both of these issues would need to be addressed in the development of a Destination Management Planning Model. The DMPILR *research process* did not allow for this due to time and resource limitations, and the need to start the DMPILR *project* as soon as possible after the agreement between IID/MIID and ICIMOD was signed.

In addition to the main stakeholder group, the German Development organisation GIZ, had opened an office in Shan State in August, and the regional representative was invited: I had heard through my network that they were considering developing a tourism support programme in Shan State and could potentially support DMPILR *implementation*.

The workshop format was similar to the PAC meeting, results from the prioritisation exercise were almost identical, however *Improving the Trekking Industry* was considered more important and put into third position after infrastructure development. The results are shown in Table 6.6:

Table 6.6: Re-prioritisation of DMILR Strategies as a result from stakeholder workshop on 2 September 2014

Original Prioritisation of Strategies	Subsequent Prioritisation of Strategies
Strategy 1: Planning, Management, Sustainable Development & Heritage Conservation.	Strategy 1: Planning, Management, Sustainable Development & Heritage Conservation.
Strategy 2: Improving the Trekking Industry.	Strategy 2: Infrastructure Development.
Strategy 3: Product Development - Improving the Visitor Experience.	Strategy 3: Improving the Trekking Industry.
Strategy 4: Marketing and Promotion.	Strategy 4: Human Resource Development.
Strategy 5: Infrastructure Development.	Strategy 5: Marketing and Promotion.
Strategy 6: Human Resource Development.	Strategy 6: Business Development & Support.
Strategy 7: Community Empowerment.	Strategy 7: Community Empowerment.
Strategy 8: Environmental Management.	Strategy 8: Environmental Management.
Strategy 9: Business Development & Support.	Strategy 9: Product Development - Improving the Visitor Experience.

I recorded some interesting comments during the discussion:

Why do we always talk about preserving ethnic minority culture? They should be allowed to develop and change, look in the streets of Taunggyi, young people are changing already!

There is only so much we [GIZ] can support, we have our programme for the following years already defined.

Everything is a priority!

Who is going to lead with this and when do we start?

During the workshop a member of the opposition party (the NLD) accused a member of a government department of corruption and incompetence, with a fight almost starting. I had seen a visible change in the atmosphere of consultation workshops since October the previous year when I had begun the research process: Participants were more direct, more focused on the problems, and less likely to politely agree in public. Perhaps this was due to an increased familiarity and trust with my team and myself or perhaps related to the

changing political climate and feeling of openness in Myanmar at the time. Regarding final prioritisation, I made the decision to follow the PAC's recommendations: ultimately MoHT was the final client of the DMPILR *document*, creating strong client ownership, but perhaps lessening ownership of local stakeholders.



Picture 6.39: Presenting the DMPILR *document* at the Taunggyi final consultation workshop.



Picture 6.40: Discussing the DMPILR *document* during the Taunggyi workshop.

6.12 6 September 2014: Agreement on Launching Process with Union Minister

After consolidating results from the second stakeholder feedback into the DMPILR *document*, I discussed next steps with MIID. We organised a meeting with the Union Minister for MoHT to discuss the procedure for launching the DMPILR *document* in Yangon. I had updated the Minister regularly throughout the research process, and knew he was supportive of the Development Partner support approach adopted. He also clearly stated he wanted the DMPILR *document* as a MoHT copyrighted document, viewing MIID as a "favourable supporter of MoHT". The Minister was especially interested in the creation of an Inlay Lake DMO, and hoped MIID would be able to find funding for this.

During the meeting we agreed the format of the launch workshop: first we would present the DMPILR *document*, and its layout, highlighting the strategies and project proposals to potential donors and Development Partners who would be invited to the meeting. Second, we would facilitate a discussion on how potential donors could implement parts of the DMPILR *document*, and seek pledges for support either for direct implementation, or through funding to MIID. MoHT would be responsible for logistical arrangements, room organisation and invitation of ministries; with MoHT and MIID jointly inviting regional leaders from Shan State and SAZ representatives; MIID would take responsibility for inviting

Development Partners/donors, as well as selected ambassadors who MIID felt were influential in their country's development assistance programmes.

At the meeting the Union Minister also requested the DMPILR *document* be translated into Myanmar Language at the soonest opportunity.

6.13 9 September 2014: Hand Over DMPILR *Document* to PAC and Key Stakeholders for Comment

At this stage I felt there had been sufficient consultations and consensus reached to distribute the final draft of the DMPILR *document* to PAC members for final comment. I circulated the document on 9 September, and requested feedback by the first week of October, allowing four weeks for comment, longer than the typical one to two weeks as in my experience was the norm.

6.14 Printing, Translation and Final Document Production

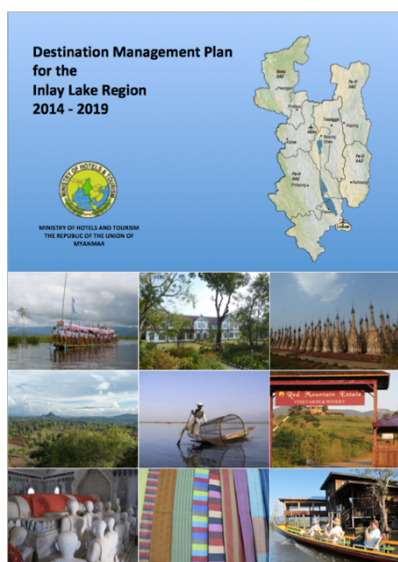
As my contract with MIID had come to an end in August, MIID assumed responsibility for translation and printing of the document, as well as organisation of the final 'endorsement' workshops, and I needed to return to the UK at the time. After discussion we agreed we would print 500 documents in both English and Myanmar. Due to unplanned budget constraints, only 75 sets of the DMPILR *document*, *Project Proposals*, and *Tourism Survey* (in English) could be printed, with translation into Myanmar agreed to be supported by ICIMOD directly (see Section 6.15 below). Although this was a setback, MIID was not overly concerned as they felt the DMPILR would be used primarily by Development Partners, of which I agreed, but still felt there was a necessity to translate into Myanmar as the working language of the country, and (at the time of publishing) internet access was poor for downloading a PDF version.

To address the low print run, we found a compromise and burnt the document series onto CD which could be done quite cheaply in Yangon at the time: this did have the benefit of allowing the full document set to be included (see Project Outputs). 150 CDs were produced for the launch, which was below the intended 500, but at least in theory, could be easily shared.

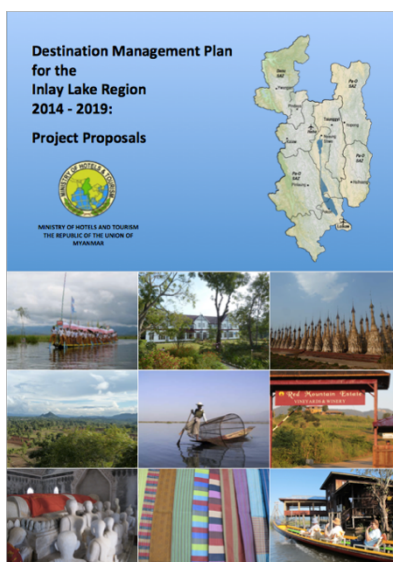
Translation: Delayed until August 2015

It was always my and MIID's intent to produce two versions of the DMPILR *document*, one in English, one in Myanmar. As a result of the above unplanned budget problem, I discussed options for translation of the document with the ICIMOD Tourism Expert, as they may have been able to support translation under a separate contract under the Himalica project. (To re-cap, MIID received funds for the DMPILR from ICIMOD under the Himalica project as discussed in Chapter 4 Section 2.3). Extra funds were available, however translation would not be able to begin until the following financial year in April 2015: translation of the DMPILR *document* began on 9 April 2015.

Printing of the Myanmar version was completed on 28 August 2015, with 500 copies produced; I distributed 300 copies to MoHT Shan State, 150 to MoHT in Nay Pyi Taw, and 50 to Development Partners in Myanmar (and a further 300 Myanmar versions re-printed in mid 2018 with funding from the IFC/World Bank).



Picture 6.41: The DMPILR *document* front cover.



Picture 6.42: The DMPILR *project* proposals document front cover.



Picture 6.43: The DMPILR *options for a Destination Management Organisation* front cover.

This represented a delay of almost one year since completion of the DMPILR *document* in English and it being used as an implementable document within the Inlay Lake Region. I had, however, maintained a constant working relationship with MoHT at Union Level and in Shan State, enabling on-going advocacy for the DMPILR on the ground. Also, in the meantime the DMPILR *document* had started to be used in part by other Development Partners, as discussed in Chapter 8.

6.15 Launch of the DMPILR Document

On 22 October the Union Minister for MoHT stated in the local press:

A draft destination management plan aimed at ensuring inclusive and sustainable development at one of the country's top tourist destinations has been released. Inle Lake is our natural heritage ... We should make a collective push to maintain our landmarks.

(Zaw Win Than, 2014).

There were four 'official' launches of the DMPILR *document*, the first in Yangon; second in Taunggyi; third at the Myanmar Tourism Sector Working Group (in Yangon) during October, and finally at the international ICIMOD 'Mountain People Adapting to Climate Change' conference in Kathmandu in November.

13 October 2014: Yangon Launch: DMPILR "Donor Conference" Yangon

MoHT organised the launch at the Myanmar Tourism Federation building in Yangon. Attendees included officials from MoHT; the Myanmar Tourism Federation; Shan State Government, and development organisations UNICEF, UKAid, Danida, Swisscontact, Lux-Development, GIZ, the EU, and Norwegian People's Aid. Local NGOs Tourism Transparency and the Myanmar Centre for Responsible Business also attended.

MIID and I considered the launch event as a 'Donor Conference' where prospective Development Partners would pledge support or commitment to implementing parts of the DMPILR strategies. A PDF version of the DMPILR *document* and *project proposals* would be circulated a week before the conference. The DMPILR *document* and *Project Proposals* were handed out to Development Partners who could potentially fund activities, with the CD available for all. The launch event was planned as a half-day as follows:

1. Opening Remarks by Union Minister for MoHT;
2. Introduction by MIID Executive Director;
3. Coffee break;
4. Presentation of the plan (methodology and consultations) and the key strategies to implement/seek funding from Development Partners;

5. Discussions/comments: implementation & potential donors;
6. Buffet style networking lunch.

A significant comment was raised by the UKAid representative concerning the controversial Inlay Lake Hotel Zone, and issues relating to land rights and lack of compensation provided to farmers. I knew this to be a delicate issue and had dealt with it as diplomatically as possible (see Chapter 7 pages 259-60).

It was apparent to me that no donor or Development Partner would take over the DMPILR and provide funding for *implementation*: GIZ stated they would be interested in supporting Private Sector Development and sustainability 'awareness raising' as part of its newly launched (at the time) long-term assistance programme in Shan State. I felt that the launch concluded with goodwill, but no concrete financial support.



Picture 6.44: The Union Minister for MoHT gives the opening speech at the DMPILR *document* launch event in Yangon.



Picture 6.45: I present the DMPILR *document* at the launch event in Yangon.

29 October 2014: Shan State Launch in Taunggyi

MIID organised a morning launch event in Taunggyi on 29 October with the key stakeholder group and the Shan State members of the PAC. MIID had prepared a short summary in Myanmar Language, however the main request from MoHT Shan State was to have a Myanmar Language version as soon as possible: the Director of MoHT Shan State told me he would like to use the DMPILR *document* as their main strategy document.



Picture 6.46: The Shan State Minister for Ministry of Environmental Conservation and Forestry gives opening remarks at the Taunggyi Launch Event.



Picture 6.47: I present the DMPILR *document* in the Taunggyi launch event. Like all presentations, I spoke in English, using PowerPoint slides in Myanmar, with consecutive translation from an interpreter.

31 October 2014: Launch at Tourism Sector Working Group

As a member of the Myanmar Tourism Sector Working Group (TSWG) (see Chapter 3 page 94), I took the opportunity to introduce the DMPILR *document* at the TSWG meeting on 31 October 2014, with a short presentation and review of the DMPILR *research process*. I believed the launch of the DMPILR *document* was significant for MoHT as it was the first step in completing one of the priorities of the *Myanmar Tourism Master Plan*, "the development of integrated destination management plans for all flagship destinations" (MoHT, 2013, p. 11).

9-12 November 2014: Post-Launch Showcase in Kathmandu

As the DMPILR *project* was commissioned under ICIMOD's Himalica Programme, I was invited to showcase the Action research process at the ICIMOD 'Mountain People Adapting to Climate Change' from 9 to 12 November 2014 in Kathmandu, Nepal. This was a major event for ICIMOD member countries to share their research and findings.

I met with ICIMOD representatives from Bangladesh, Afghanistan, and Pakistan who stated they were interested in the process I had developed in Myanmar, and whether I would be interested to develop a model, and I informed them this was my intention through my PhD. I also discussed the need for longer-term monitoring with the ICIMOD Director General and agreed to follow up discussions over email.



Picture 6.48: Attending the ICIMOD 'Mountain People Adapting to Change' conference in Kathmandu. The event was an opportunity for all ICIMOD member countries to present projects under the Himalica Initiative.



Picture 6.49: Presenting the DMPILR *project*, *research process*, and *document* at the conference showcase.

6.15.1 30-31 January 2015: Destination Management Planning Training with MoHT Shan State

After discussing next steps with the ICIMOD Tourism Expert we decided it would be useful to conduct a 'hand-over' training event to MoHT Shan State. ICIMOD sourced training funds for this, and we organised a two-day training course that included facilitation and communication skills from the ICIMOD regional programme. We focused the training internally to MoHT staff, re-visiting the DMPILR *document* in detail.



Picture 6.50: Staff of MoHT Shan State joining a team building session at the training. One of ICIMOD's goals is to promote regional sharing: the man in the picture is from a project in Bhutan.



Picture 6.51: Staff from MoHT re-cap on the DMPILR *document*.

6.16 Research Outputs

The DMPILR *project* produced a number of support documents in addition to what I had planned at the start of the process in the DMPILR *document series*. Table 6.7 below summarises the 'outputs' and notes if they were planned or not, important to highlight as this impacted upon resource planning.

Table 6.7: Document outputs of the DMPILR *project*

	Document	Publishing details	Print-run & availability	Originally Planned?
1	DMPILR <i>document</i> This is the lead document summarising the research facilitation process, based upon the needs and wishes of the people from the Inlay Lake Region.	MoHT Document, general release. <i>October 2014.</i>	75 draft in print 50 final in print 150 CD PDF (Widely distributed & available via MIID, ICIMOD & Researcher/Team Leader Website).	Yes
1a	DMPILR <i>document</i> (Myanmar Version)	MoHT Document, general release. <i>September 2015.</i>	500 in print PDF (Widely distributed & available via Researcher/Team Leader Website).	Yes
2	DMPILR: <i>Project Proposals</i> This is a supporting document that provides simple project concepts and potential budgets for strategies developed under the project.	MoHT Document, general release. <i>October 2014.</i>	125 in print 150 CD PDF (distributed to Development Partners).	No
3	DMPILR: <i>Options for a DMO</i> This short documents provides two potential options for designing and funding a DMO, a key action from the DMPILR.	MoHT Document, by request/targeted to specific donors. <i>October 2014.</i>	150 CD PDF (distributed to Development Partners).	Yes
4	DMPILR: <i>Tourism Survey Report</i> Provides a comprehensive analysis of a detailed tourism (visitor) survey that was conducted under the auspices of the project.	Supporting Document, general release. <i>October 2014.</i>	75 in print 150 CD PDF	Yes

5	Regional Environmental Assessment Provides consolidated and updated environmental data and analysis of the Inlay Lake Region.	Supporting Document, upon request. <i>October 2014.</i>	PDF (not publicly shared as MIID considered the document too sensitive).	No
6	Regional Hotel Industry Economic Assessment Provides an analysis of the regional Hotel Industry, with a focus on hotel typology and the benefits hotels bring to regional communities.	Supporting Document, upon request. <i>June 2014.</i>	PDF (not publicly shared as there was a lack of resources to finalise the document in desktop publishing).	No
7	Dissertation: The Pa O in Myanmar; a Value Chain Analysis in an Area New to Tourism An Intern from the University of Lausanne supported the project under the research phase.	BSc Dissertation, Supporting Document, upon request. <i>August 2014.</i>	PDF (not publicly shared - won award for "Outstanding Paper" from University).	No
8	Inlay Lake Factsheet Series A series of factsheets in English and Myanmar Languages focusing on simple actions to reduce environmental impacts specifically on Inlay Lake.	Additional output, general release. <i>July 2014.</i>	PDF	No
9	Strategic Directions Tool and Consultation Exercise A summary of a consultation exercise that used pictures to determine participant's opinions on tourism related developments.	Additional output, upon request <i>June 2014.</i>	PDF (not publicly shared as the tool needs refining, however it was adapted and used by ICIMOD).	No
10	Update Reports April & May to June Internal update reports.	Update reports, internal only.	PDF (internal documents).	Yes

6.17 Summary

This chapter has described the Action Research process of designing the DMPILR *research process* that led to the publication of the DMPILR *document*. From my own reflection it was a long and challenging year that led me and my research team in directions that I had not predicted: certainly we conducted far more research and work than I had envisioned at the start: this chapter can only highlight what I subjectively believe to be the most important.

Perhaps the three most important points of reflection are: first, management of resources; second, managing a project that must meet the needs of a large and complex area, whilst at the same time conforming to the wishes of the client organisation; and third defining boundaries of destination management, considering the Inlay Lake Region's environmental issues. Perhaps most importantly would be the huge challenge of implementation: designing the perfect research process and document is one issue, creating destination-based ownership, seeking funding for implementation, and turning the DMPILR *document* into a working management plan would be another significant challenge.

The following chapter looks at how I designed the DMPILR *document*, justifying why I included certain parts and what they were trying to address. This is followed in Chapter 8 by a review of how the DMPILR *document* was being used as of January 2018, where I introduce experimental tools for DMP monitoring and evaluation, then a reflection on the Action Research Process in Chapter 9. I then use this reflection to design a *Participatory Destination Management Planning Model* in Chapter 10.

Chapter 7. Justification of the Design of the DMPILR Document

This chapter focuses upon the design of the DMPILR *document*, essentially how I used the Action Research from Chapter 6 to write it. I quote extensively from what I consider to be key components of the DMPILR *document*, and then provide a justification of why I, through the research process, thought they should be included as they are. The key observation is that, in the current world of international development project planning, it is almost always an outsider with limited knowledge of an area that has the opportunity and responsibility to set what may be a long-term strategy, which may influence how external and internal funding is allocated, and to whom: designing the DMPILR *document* could have long-term impacts on the region, and I felt it was vital to draft the document to both reflect the wishes of local residents, and bring as much benefits as possible to the region.

The DMPILR *document* itself is divided into 11 chapters, all with a specific purpose:

Chapter 1: Introduction (to the *document*, how it should be used, and key definitions);

Chapter 2: Destination Management Planning: An Overview;

Chapter 3: Legal & Institutional Context for Destination Management;

Chapter 4: Tourism Context (of Myanmar);

Chapter 5: The Inlay Lake Regional Destination (an inventory and description of the region);

Chapter 6: Visitation (of the Inlay Lake Region);

Chapter 7: Environmental Assessment and Issues;

Chapter 8: Key Issues Facing Development of the Regional Tourist Economy;

Chapter 9: Shaping Management of the Destination: Inlay Lake Region Strategic Directions;

Chapter 10: Proposed Strategies and Actions;

Chapter 11: Implementation Plan (a rough timetable of activities).

Chapters 1 to 7 provided a detailed assessment of the then current situation in Inlay Lake, with Chapters 8 to 11 being focused on guiding the region's tourism development strategy. I intended the DMPILR *document* to be multi-purpose, to be used by Development Partners, Private Sector, CSOs/NGOs and government. I had designed it to be used as the overall development policy, setting strategic directions for tourism in the Inlay Lake Region; providing a development-focused design of project interventions; influencing the support of

Development Partners and donors; as well as be used as a training and educational document.

I have inserted text and diagrams directly from the DMPIRL *document*: in the following text these are clearly noted in boxes as 'Extract' 1, 2, and 3 etc., with reference to the appropriate page. The DMPIRL *document* is available on the Supporting Documents link as shown on page xii.

7.1 DMPIRL Document Chapter 1: Introduction, Vision, Goals & Objectives

Vision Statement

Extract 1: Vision

1.4 Vision

Tourism in the Inlay Lake Region must celebrate the diverse, vibrant and beautiful cultural heritage landscape and peoples that make this such a unique place to visit. Where possible tourism should be low-impact, targeting a market that appreciates regional cultures and the natural environment, and who wish to play a part in its sustainable development. Tourism should serve to strengthen religious, ethnic and racial cooperation.

The Inlay Lake Region will develop as a **competitive and sustainable destination** that is a **great place to live, work and visit**.

(Haynes *et al.*, 2014, p. 10)

Vision Statements are typical parts of regional planning, however they may be considered as 'western' concepts (for example there is no real translation of 'Vision Statement' in Myanmar) as well as business terminology that would not be universally understood by all. However Vision Statements are useful as they aim to set the scene of how a destination positions itself internationally, as well as stating the 'position of the document', and what the people living in the destination want to achieve (Queensland Government, 2014; Johnson *et al.*, 2017). I tried to design this statement in as much a participatory format as possible, through the Visioning exercise (see Chapter 6 Section 6).

In designing this statement, I wanted to open the DMPIRL *document* on a positive note, highlighting the region as a 'great potential tourism destination', and that the environment and the different ethnic groups needed to be specifically highlighted for their inclusion. "Low impact" tourism, along with targeted marketing is something I have felt that has always been lacking in South East OMAAsian countries that often have targeted very broad markets. In my experience marketing is very complicated and understanding markets has

always been a weakness for people who do not travel and only have exposure to the current types of tourists visiting an area.

Focusing on a target-market of people, who are genuinely interested in the cultural and natural landscape, should strengthen the destination's sustainable development (Goodwin, 2011). Through the statement "targeting a market that appreciates regional cultures and the natural environment, and who wish to play a part in its sustainable development", my intent was to advise implicitly against casinos and other types of large-scale tourism development.

"Religious, ethnic and racial cooperation" is included as ethnic and religious tensions can be high and unstable in Myanmar, for example tensions between Buddhist extremists and the Muslim community, as well as localised ethnic conflicts (Rieffel, 2010; Thawnghmung, 2011; Steinberg, 2013; BBC News, 2018; Stokke *et al.*, 2018).

The "competitive destination" and the catchphrase "a great place to live, work and visit" was inspired by Visit England (2012) (and used in many other destinations worldwide), which I felt worked very well in the Inlay Destination.

Goals and Objectives

Extract 2: Goals and Objectives

1.5 Goals and Objectives

Local communities must benefit from tourism, both directly and indirectly. Employment must be prioritised for local communities and entrepreneurship must be encouraged and actively supported for people developing Visitor Economy related enterprises within the region.

The natural environment must be maintained and repaired where necessary: a productive and sustainable environment is paramount to the sustainability of tourism and indeed the viability of the region. The distinct and diverse heritage of the region, the landscape, traditions, ways of life, buildings, religious practices, handicrafts, food, clothing and so on should be protected and actively celebrated. Tourism should be developed around these principles:

- **Activities** should be based around low-impact enjoyment, such as boat trips, trekking, heritage tourism and respect for the natural environment and the peoples that make it their home.

- **Accommodation** should be in-keeping with the natural beauty and culture of the area and remain in designated areas, being constructed and managed to the highest possible environmental standards.
- **Infrastructure**³ should be appropriately upgraded and managed with a key consideration of reducing climate change impacts: improvements in tourism related infrastructure must bring benefits to local communities.

The large and diverse range of stakeholders, the Union and Shan State Government Ministries and Departments, Civil Society Organisations, Labour Unions, Land Owners, Private Sector Operators, national and international Non-Government Organisations and the International Donor Community must work together to ensure the sustainable development of the region.

(Haynes *et al.*, 2014, p. 10)

I added "Goals and Objectives" as a statement to give a clear direction of how tourism should develop, and specifically, 'who' tourism, should be developed for: it was clear to me during consultations that local stakeholders thought the local population should benefit most and have priority with respect to job creation. In my experience the local population is always at a disadvantage due to lack of education and experience, thus hiring skilled 'outsiders' is always perceived to be easier for the business (and development) community.

I also used the term "Visitor Economy" to emphasise tourism is much more than hotels and restaurants, including a long supply chain, that provided wider opportunities for local businesses and employment, as discussed in Chapter 2 pages 29-31. Environmental issues were highlighted as one of the most significant issues affecting the sustainability of Inlay Lake in particular.

I included "The distinct and diverse heritage of the region..." as I felt the region's heritage was at risk of being lost rapidly, especially the wearing of traditional clothing, artisan skills, and heritage buildings. I had already seen over a very short period of time the decline in handmade clothes in the region, with cheaper imports from China, as well as changes in fashion. During the Value Chain Study (Chapter 5) I had been informed that all larger villages would have once had families dedicated to producing clothing, now very few do so and skills were clearly being lost from the region. Also the region's 'heritage buildings' are at considerable risk as they are seen as old fashioned. I chose the word "celebrated" as some

³ Infrastructure implies electricity supply, roads, rail, airports, water management systems and so on.

younger Innthar ethnic group members told me they thought their traditions made them look silly and backward to tourists.

I included principles of development of activities, accommodation and infrastructure to provide guidance, based on the visioning exercises and PAC meetings, in which I felt stakeholders showed a genuine interest in developing the region as a flagship "cultural and natural" tourism destination. I added the last paragraph about people working together again as a reminder that tourism is complex and covers many different areas that requires multi-sector cooperation.

I felt that the vision, goals and objectives were a very important part of the DMPILR *document* and as such used these for consultation as described in Chapter 6 Sections 10 and 11. I wanted to make sure it was clear where planning for the destination was heading and wanted to feel confident of stakeholder support in this.

Much of this 'goals and objective' setting requires a level of professional expertise, and a balance must be made between what a destination management planning researcher *thinks* is best for the destination, and what the local population *wants*. This will always require a level of subjectivity and leading, as the task of transferring ideas gained in a workshop into a planning document is not always easy, and care must be taken that such a document does not become paternalistic, or lose the support of the local population. The following photographs illustrate heritage in make-up, buildings, traditions, and farming practices.



Picture 7.1: a girl wearing Thanakha, a traditional paste worn in Myanmar made from bark of the Thanakha Tree.



Picture 7.2: The old 'Haw' or chieftain's palace in Pindaya, dating to the late 19th Century.



Picture 7.3: Pa-O villagers in traditional dress at a welcoming ceremony in their village.



Picture 7.4: Traditional non-mechanised farming methods are still widely used in the Inlay Lake Region.

7.2 DMPIRL Document Chapter 2: Destination Management Planning: an Overview

Definitions

Extract 3: Destination Management?

Destination Management?

Destination Management is a process of leading, influencing and coordinating the management of all the aspects of a destination that contribute to a visitor's experience, taking account of the needs of **visitors, local residents, businesses** and the **environment**.

A **Destination Management Plan (DMP)** is a shared statement of intent to manage a destination over a stated period of time, articulating the roles of different stakeholders and identifying clear actions that they will take and the apportionment of resources.

A **Destination Management Organisation (DMO)** should coordinate, lobby and engage the different agencies involved with tourism management, for example Hotels, Transport Infrastructure, Tourism Businesses and so on, to provide input into strategic management. It should also provide regional promotion and marketing, tourism guidelines, a focus for training and development and business support.

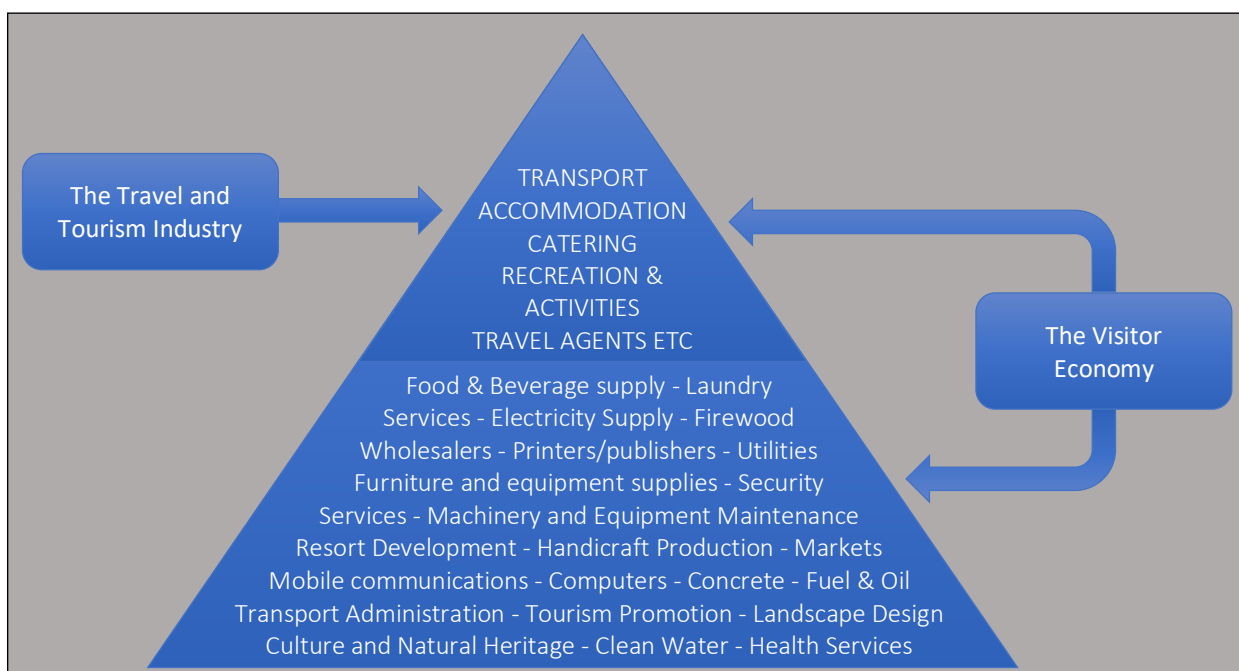
The **Destination Management Plan for the Wider Inlay Lake Region** may be considered as a "Sustainable Tourism Strategy and Action Plan" for the destination.

Definitions from "Visit England (2012): Principles for Developing Destination Management Plans"

(Haynes *et al.*, 2014, p. 12)

I decided to adopt *Visit England's* definitions of "Destination Management", "Destination Management Planning" (Visit England, 2012, p. 3) and "Destination Management Organisations" (Visit England, 2012, p. 7) as I felt them to be very clear. I included these terms, as I knew the DMPIRL would be introducing them as unfamiliar concepts.

Extract 4: The Visitor Economy



(Haynes *et al.*, 2014, p. 13)

I also thought it very important to include a diagram to explain the difference between the tourism industry and the Visitor Economy, and to show how diverse (and potentially benefitting to the local economy) tourism was and how wide its economic spread might be. I was aware that local stakeholders as well as Development Partners did not understand the complexity of tourism.

Defining Tourists

Extract 5: Who are the Tourists?

2.2 Who are the Tourists?

The words "tourism" and "tourists" mean different things to different people. The UNWTO provides the following statement:

Tourism is a social, cultural and economic phenomenon which entails the movement of people to countries or places outside their usual environment for personal or business/professional purposes. These people are called visitors (which may be either tourists or excursionists; residents or non-residents) and tourism has to do with their activities, some of which imply tourism expenditure.

This includes "leisure" travellers or holidaymakers as well as business travellers, those on religious pilgrimages and people visiting friends and family, as they all use parts of the tourism industry and Visitor Economy. For example, a significant part of the local economy in Taunggyi is comprised of business related tourism for trading.

(Haynes *et al.*, 2014, p. 13)

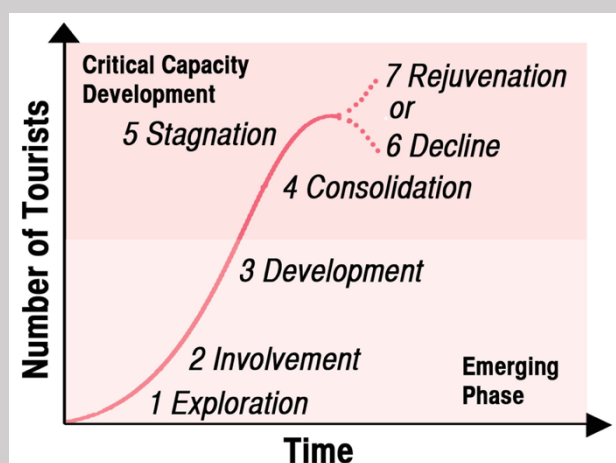
I included the UNWTO's definition of tourists again to explain tourism's complexity (as discussed in Chapter 2 page 28). One Nyaungshwe hotelier had told me that in Myanmar language, the word 'tourist' implies a foreigner visiting the country, and 'domestic tourist' sounds like a contradiction. Stakeholders often disregard business travellers as a market, however in 2016 Myanmar received over 200,000 business visas (see Chapter 3 page 95). Business visitors use many of the services provided for leisure visitors and should not be forgotten, as they may take some days of their visit as leisure tourists.

Destination Life Cycle Model

Extract 6: Destination Life Cycle

Destination Life Cycle

A well-known model developed by Butler in the 1980s is often used to describe the life cycle in the development of a destination. This is important in areas as complex as the Inlay Lake Region that has many sub-destinations and attractions: some are at different stages in this life-cycle.



1. Exploration - a small number of tourists visit the area. The area is unspoilt and few tourist facilities exist.

2. Involvement - local people start to provide some facilities for tourists. There starts to become a recognised tourist season.

3. Development - the host country starts to develop and advertise the area. The area becomes recognised as a tourist destination.

4. Consolidation - the area continues to attract tourists. The growth in tourist numbers may not be as fast as before. Some tensions develop between the host and the tourists.

5. Stagnation - the facilities for the tourists may decline as they become old and run down. The numbers of tourists may decline too.

6. Rejuvenation - investment and modernisation may occur which leads to improvements and visitor numbers may increase again.

7. Decline - if the resort is not rejuvenated (stage 6) then it will go into decline. People lose their jobs related to tourism. The image of the area suffers.

(Haynes *et al.*, 2014, p. 14)

I included the *Destination Life Cycle* (Butler, 1980) diagram as one of the more recognisable diagrams that shows how destinations develop rapidly; risk stagnation, and potential decline. It is a very basic model, developed in the early 1980s focusing on how beach destinations may develop. It is not the most reliable or accurate model, however I included it as I wanted to show there was a risk that regional tourism growth may not be permanent, and for the destination to be prepared for both stagnation and potential decline, why this may happen, and what can be done to mitigate decline. I also referred to the life cycle 'phases' in the Inlay Lake regional destination inventory of townships (see Extract 12 on page 256).

7.3 DMPILR Document Chapter 3: The Legal Framework

Extract 7: The DMPILR and the Myanmar Tourism Master Plan

The Destination Management Plan for the Inlay Lake Region and the Myanmar Tourism Master Plan:

This DMP is developed under the Myanmar Tourism Master Plan (as well as the other strategies, policies and laws within this chapter). Specifically, “Development of innovative and integrated Destination Management Plans for all flagship destinations is a priority...” (Page 9):

Key Objective 1.2 Myanmar Tourism Master Plan

“...establish DMOs in states and regions...”

Key Objective 3.1 Myanmar Tourism Master Plan

“Develop innovative and integrated approaches to Destination planning and management”

(Haynes *et al.*, 2014, p. 17)

I thought it very important within the Myanmar context of including a legal base for the DMPILR *document*, and that the DMPILR *project* was clearly developed 'under' a government ministry and thus could be trusted as a policy/strategy document.

7.4 DMPILR Document Chapter 4: The Tourism Context

Extract 8: Visitor Profiles

4.1 Visitor Profiles

In 2012 visitors from Asia comprised 64% of arrivals by air, followed by Western Europe (22%), North America (7.4%), and Oceania (3.4%). Of the visitors entering Myanmar on a border pass through land gateways, most were citizens of Thailand who stayed less than one day. MOHT estimates that the overall average length of stay in 2012 was 7 days.

A survey conducted during the compilation of the Myanmar Tourism Master Plan found that typical respondents were older than 35 years of age (70%) and university-educated (78%). Most were travelling independently (67%), either alone or in small groups, and average length of stay for this cohort was 13.8 nights, although the research was biased toward European travellers. Asian visitors stayed an average of 6.3 nights.

Average daily expenditure was around \$100 (excluding accommodation). Activities and tours accounted for the most spending (43%), followed by shopping (23%) and meals (7%). The average tourist spent \$129 per night for accommodation; 77% percent were on their first trip to Myanmar with 9.3% were on their second visit.

(Haynes *et al.*, 2014, p. 20)

I included the tourism context of Myanmar as a whole, as it helps to define the potential in-country market. I could not conduct national level research within the scope of the DMPILR *research process*, and had to rely on data provided in the *Myanmar Tourism Master Plan* (MoHT, 2013).

I based the daily expenditure on data from the DMPILR *Tourism Survey* (Valentin, 2014b). Many tourists were on their first visit to Myanmar, and there was a low number of return visitors: it would be interesting to monitor this figure as repeat visitors are typically sought after in marketing terms as they can become a regular base market.

7.5 DMPILR Document Chapter 5: The Inlay Lake Region Destination

Key Assets

Extract 9: Summary of Key Assets

5.1 Key Assets

- The cultural diversity of the region
- Inlay Lake
- 5 day markets
- Kalaw Town
- Pindaya Caves
- Nyaungshwe Town
- Trekking
- Nga Phe Chaung Kyaung Monastery
- Phaung Daw U Pagoda
- Indien Village and Pagoda
- Samkar Lake
- Kekku
- Handicrafts

Summarised from (Haynes *et al.*, 2014, pp. 22-23)

I considered it very important to clearly state the region's key assets, based on stakeholder consultation exercises.



Picture 7.5: The Phaung Daw U Pagoda Pagoda, an important tourism attraction and pilgrimage site on Inlay Lake.



Picture 7.6: Housed inside the Phaung Daw U Pagoda are important images of the Buddha that are now heavily encrusted in gold: over the centuries pilgrims have attached small pieces of gold-leaf to the images for the Buddhist practice of 'merit-making'.



Picture 7.7: Innsein/Innsein pagoda complex to the south west of Inlay Lake, a popular day trip destination.



Picture 7.8: The 5 day market in Phayartaung. The region works on a 5-day week, where the market rotates to different villages, returning every 5 days.



Picture 7.9: Nyaungshwe Town and the Taunggyi hill range, looking due east. The landscape is an important tourism asset.



Picture 7.10: A pagoda complex near Kekku: the region has many hundreds of such sites.

Extract 10: Organisations involved in Delivery, Management and Marketing of Tourism in the ILR

Attractions, Activities & Experiences	Accommodation	Access & Infrastructure
Government Agencies Ministry of Hotels and Tourism Ministry of Environment, Conservation and Forestry Ministry of Agriculture & Irrigation Ministry of Home Affairs Ministry of Culture Tourist Police Wildlife Conservation Department Department of Transport Ministry of Livestock & Fisheries Ministry of Social Welfare Relief and Resettlement Ministry of Health Tourism Operators Attractions Restaurants & Cafes Retail businesses Wineries / Agricultural Producers Other Groups Pa-O National Organisation Community groups Volunteer Groups Minority Culture, Literature and Development Societies Regionally engaged NGOs and Institutes	Government Agencies Ministry of Hotels and Tourism Ministry of Planning and Investment Department of Immigration Committee for Implementation of the Inlay Lake Hotel Zone Commercial Operators Hotels Guesthouses Religious Services: Monasteries Churches Mosques Individuals: Accommodation for friends and relatives	Access & Transport Department of Transport Myanmar Railways Air Traffic Control Transport Operators Airlines Bus companies Car hire enterprises Private drivers Boat Operating Companies Boat Drivers Tour Operators Tour companies Tour Guides Pa-O National Organisation
	Information Services Government Agencies Ministry of Hotels and Tourism Ministry of Environment, Conservation and Forestry Private Operators National Tour Agencies Local Tour Agencies Hotels & Guesthouses Others Guidebook writers and publishers Facebook, twitter, tripadvisor and other social media Regionally engaged NGOs and Institutes	Marketing Government Agencies Ministry of Hotels and Tourism Private Operators Individual private sector operators

(Haynes et al., 2014, p. 25)

I thought it useful to provide a list of all organisations that were in some way involved with management and marketing of the destination. I saw the need for all stakeholders, especially government and Development Partners, to understand both the complexities of the region, and of tourism. I also hoped it would help highlight the responsibilities of organisations who may have not understood they had a role in tourism.

Inlay Lake Wildlife Sanctuary

Extract 11: The Inlay Lake Wildlife Sanctuary and Other Conservation Zones

The Inlay Lake Wildlife Sanctuary and Other Conservation Zones

The Department of Forestry began conservation efforts in the Inlay Lake area in 1937. In 1985 247.45 square miles (640 square kilometres) of lakeshore and surrounding areas were designated as the "Inlay Lake Wildlife Sanctuary Area" for the conservation and protection of biodiversity.

The Administration Office of the Inlay Lake Sanctuary was set up in Nyaungshwe in 1990 and is responsible for conservation of the environment and biodiversity, the protection of migrating birds and educational activities in cooperation with the local population.

Beginning in 2000, five-year plans were implemented until 2010 for the conservation of forests, land and water resources, wildlife and birds.

The watershed area of the Inlay Lake covers 2,166.80 square miles (5,611 square kilometres), with the following designated for conservation:

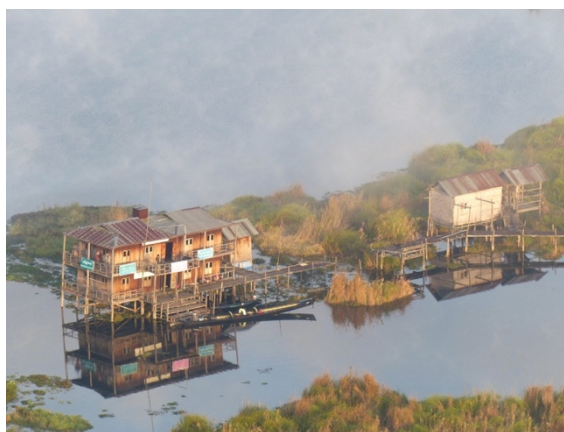
Reserves:	8 covering 203.693 square miles (528 km ²)
Protected forests outside reserves:	7 covering 99.057 square miles (256 km ²)
Nature conservation areas:	3 covering 238.524 square miles (616 km ²)
Nature area (Inlay Lake Sanctuary):	1 covering 247.450 square miles (640 km ²)
Total:	19 covering 815.724 square miles (2,110 km²)

(Haynes, 2014b, p. 27)

I included a specific section on the Inlay Wildlife Sanctuary, as I felt this was (and still is) an under-utilised tourism resource and asset for the destination. In practice the sanctuary is under-resourced and under-funded with limited impact for on-the-ground conservation efforts, despite a small and dedicated team. Legally the sanctuary has a high conservation status, and I felt highlighting this could leverage further conservation support especially from the private sector, with any new developments being aware of the region’s biodiversity importance, and mitigating environmentally impacting practices.



Picture 7.11: The core zone of the Inlay Lake Wildlife Sanctuary. It is an important wetland for endemic and migratory birds.



Picture 7.12: A close up of the Inlay Lake Wildlife Sanctuary bird-watching centre. The centre is run by the local government but is in poor repair.

Tourism 'Inventories' and Potential by Township

Extract 12: Tourism Inventory and Potential by Township

Population: 172,469: 6% Urban 94% rural	Area (Township): 1,449 km ² (550 square miles)
Current Sub-Destination Development: Development & Consolidation (Inlay Lake Region), some Exploration and Involvement to the south of the township.	
Main Ethnic Groups: Innthar, Shan, Pa-O, Danu & Bamar.	
Geography: Mostly flat plain between two mountain ranges with Inlay and Samkar lakes in between.	
Key Tourism Assets: <ul style="list-style-type: none">• Inlay Lake:• Indien Pagoda Complex• Floating Gardens• Rotating 5 day market• Nga Hpe Kyaung Monastery• Phaung Daw Oo Pagoda• Bird Sanctuary• Ywama, Nampan & other villages• Nyaungshwe facilities• Red Mountain Winery	Key Tourism Activities: <ul style="list-style-type: none">• Exploring Inlay and other lakes by boat.• Cycling around lakeshores and villages.• Shopping and interaction in ethnic markets.• On-lake accommodation.• Souvenir shopping in artisan shops on-lake.• Religious pilgrimages.

**The Inlay Lake Region
Nyaungshwe TSP**

Base map © OpenStreetMap contributors
Boundaries © Myanmar Information Management Unit

Nyaung Shwe

0 10 20 30 40
Kilometres

(Haynes *et al.*, 2014, p. 28)

After reviewing several destination management plans, an important part of many was the provision of sub-regional destination inventories. I thought a 'fact-box' based on regional townships and SAZs would be a straightforward way of presenting current assets; activities and tourism potential; the situation of the township's tourism development using the

Destination Life Cycle (as described above); and a brief summary of the township's geography, population, and ethnicity.

I thought a map would be useful for overall orientation of a complex region, and developed a base map using the open source OpenCycleMap (OpenCycleMap.org, 2015) with GIS data from the UN managed Myanmar Information Management Unit (MIMU, 2015b). I included 7 township/SAZ maps, the example for Nyaungshwe Township is shown in Extract 12.



Picture 7.13: The Kalaw hill range, looking due west from Inlay Lake.



Picture 7.14: Magayzin Village, to the north of Inlay Lake showing stilt houses and 'floating gardens'.



Picture 7.15: Fishing with nets on Skar/Samkar lake, the next lake south from Inlay. This was seasonal wetland until the Pekon dam was constructed in the 1970s, flooding the area.



Picture 7.16: Inside the Pindaya Caves. Here pilgrims can purchase images of the Buddha for 'merit-making'.

Extract 13: Craft Production on Inlay Lake and the Region

5.6 Craft Production on Inlay Lake and the Region

Craft production is central to the Inlay Lake Region experience. Many artisan products have been produced on and around the lake for centuries, products including highly regarded lotus thread textiles, silver jewellery, wood carvings, "cheroot" tobacco products, metalwork and the sale of minority products. On a typical lake tour, visitors are taken to workshops and souvenir stalls where production of such products can be viewed.

The reality is that craft production is leaving Inlay Lake. Salaries for craft producers are low, and complex skills are required by craftspeople. These skills are being lost as fewer young people enter the business: many souvenir shops and workshops admit that many products now come from elsewhere in Myanmar or China. Many Padaung people (renowned for the neck rings worn by women) have recently migrated to Inlay Lake and sell crafts and images of themselves in souvenir shops.

Taken from (Haynes *et al.*, 2014, p. 36)

I felt it important to highlight the decline in handicraft manufacture in the region, as handicrafts are heavily marketed as a regional asset, and a part of the majority of boat trips to Inlay Lake. It is also a large employer, however fewer people from the region were working as artisans and skills were clearly being lost in local communities.



Picture 7.17: A hand-weaving workshop in Ywama Village on Inlay Lake. A typical tourist boat trip would involve visiting such workshops.



Picture 7.18: A metalworking workshop on Inlay Lake, specialising in ironware and knives.



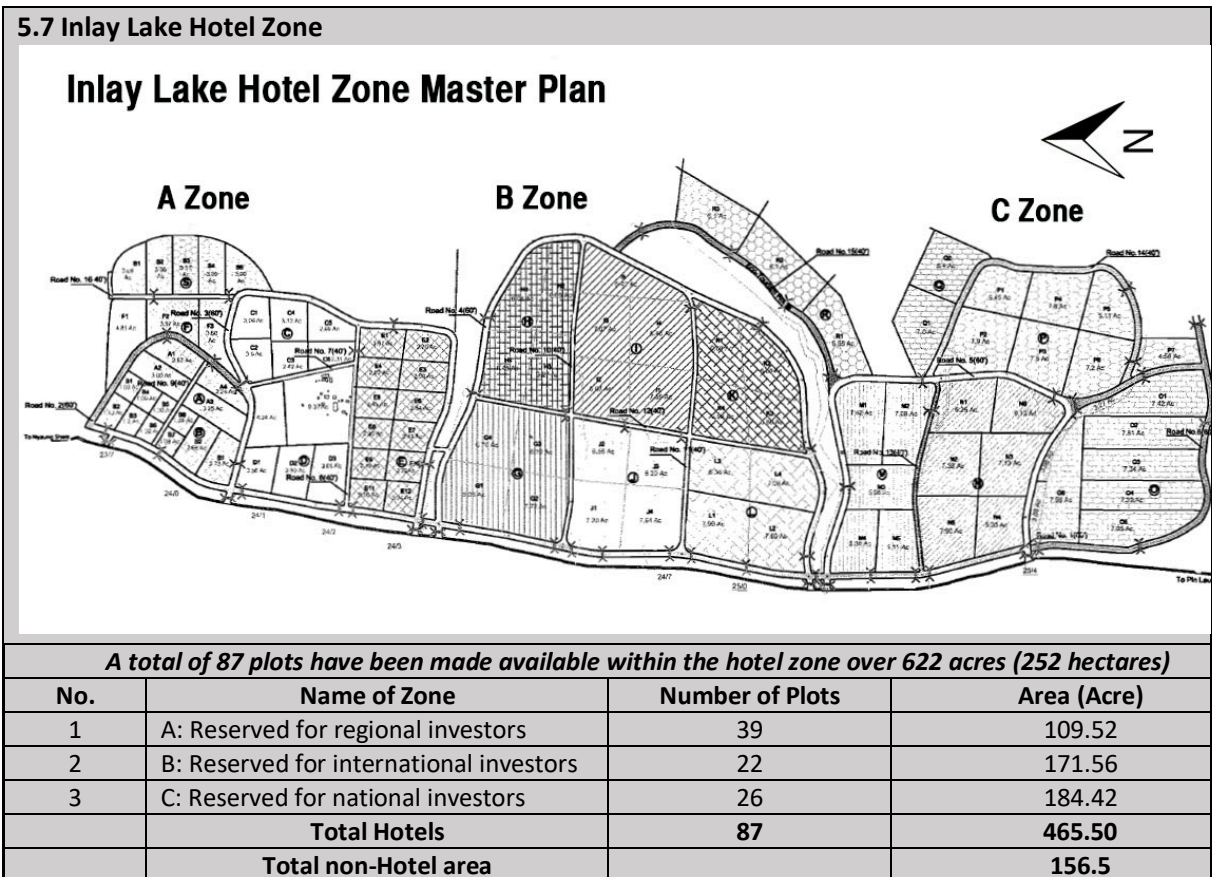
Picture 7.19: Knives for sale at a workshop. These are traditional bamboo cutting knives that have been adapted for the tourist market.



Picture 7.20: The local boat yard in Inn Phoe Khone village now makes small boats for the tourism market (the example is approximately 1.5 metres long).

Inlay Lake Hotel Zone

Extract 14: Inlay Lake Hotel Zone



(Haynes *et al.*, 2014, pp. 37-39)

One of the most contentious issues I had to include was the *Inlay Lake Hotel Zone*. The zone, as of January 2018, remains undeveloped apart from early-phase landscaping, and is considered by many local and national tourism stakeholders to be a 'scar on the landscape'.

Local stakeholders often discussed the hotel zone during consultations, and many accusations of land-grabbing and forced evictions had been made. Additionally, building 87 hotels at the particular location would have significant water usage and wastewater management issues that would likely further threaten the lake.

I did not want the DMPILR *document* to become a political document, or to take sides. I did not have resources to investigate accusations, and I did not feel it was our role as outsiders. I believed if we had confronted the issue, I would have not been able to complete the DMPILR *document* as a MoHT document. I took the perspective of being clear about raising the issue, as well as dedicating a DMPILR support ‘action’ to it, and to be as diplomatic as possible.

Some development partner representatives had brought up the hotel zone during the DMPILR *document* launch event in Yangon during October 2014 (see Chapter 6 Section 15) and tried to press the team hard to address the issue. Again, I felt that we were not aiming to take an activist stance and needed to be pragmatic, as I did not think creating a conflict with the government would be helpful, and was happy with the way I had tackled this in the *document*.



Picture 7.21: The Inlay Lake Hotel Zone under construction in 2014: At time of writing in 2018 there had been no hotel construction in the zone, which is semi-abandoned.



Picture 7.22: Construction of a road and box-culvert in the hotel zone.

Extract 16: Summary of Infrastructure

5.8 Infrastructure

- Transport
- Water
- Electricity
- Communications
- Solid Waste Management
- Health, Medical, Safety, Peace and Security

Summarised from (Haynes *et al.*, 2014, p. 40)

I included this section on the need for good infrastructure and that tourism growth would be limited without it, targeted to government and Development Partners. The transport infrastructure for example was improving rapidly, however the rail network was (and remains) in a poor condition, but also had significant tourism value and potential.

I included water, as there was a severe lack of freshwater available in the region, with stakeholder accounts of wells running dry in Nyaungshwe town earlier and earlier in the dry season, as well as an increase in wastewater pollution to Inlay Lake.

Electricity was an important factor as only 30% of Myanmar has access to a grid-based electricity supply (Song, 2013). The main towns in the region were connected but the majority of villages were not. The grid-based system was also generally poor, unable to support 24-hour electricity availability. This would not improve in the foreseeable future, but likely get worse as the region develops and the demand for electricity supply increases.

Communications were a huge issue at the time of research, however this improved greatly after November 2014 with the introduction of private sector mobile phone companies and the availability of mobile internet.

I considered Health, Medical, and Safety a huge issue as there were very limited local medical facilities able to treat tourists; no ambulance service; no incident planning, or rescue services in place in the region. Tourism could be used as a way to introduce such services regionally as discussed in Chapter 2. Peace and Security was mentioned due to Shan State's

continued ethnic conflicts; the Shan State Army (an ethnic army) that had increased military operations to the East of the region had the potential to expand geographically.



Picture 7.23: A Chinese-manufactured locomotive at Kalaw Railway Station. Note the water pipe for steam pumps: the manufacturer's stamp stated it was made in Darlington in the UK. The region is well served by ageing railway lines.



Picture 7.24: The Lignite-fired power station near Kalaw. At time of writing in 2018 the region still suffered from a lack of electricity supply, with approximately 18 hours per day of connection.

The Trekking Industry

Extract 17: The Trekking Industry

5.17 The Trekking Industry

The Inlay Lake Region is home to Myanmar's leading trekking industry, currently based mostly from Kalaw, but expanding into other areas. The region offers excellent potential to expand with diverse mountainous landscapes to fit all levels of fitness, combined with the diverse cultural heritage of minorities and the landscape. "Homestays" are an integral part of the trekking experience in the region, however their legality is not clear.



(Haynes *et al.*, 2014, pp. 47-50)

I included a specific section on the trekking industry, as I believed it to have a high potential of benefitting a large number of village communities, initially from the established areas shown above, developing new routes in the future. This section also incorporated results from the VCS (see Chapter 5). Also 'homestays' were tolerated however, they had an unclear legal status, placing uncertainty on operators.

In my experience I knew homestays could offer a low-capital access for village communities into the tourism market; they allow a family to sell a spare room in their house. Denying villagers homestays could lead to outside investors building and slowly excluding local communities due to their lack of investment capital. In the long term this runs the risks of community members being displaced as land is sold to outside investors.

I also saw that homestays needed support in how they were operating, few tour guides seemed to be able or willing to discuss cultural appropriateness with their clients, and there were opportunities for greater and more equitable distribution of financial benefits within the villages.

7.6 DMPILR Document Chapter 6: Visitation

Extract 18: Visitor Data

6.1 Visitor Data

International tourism in the Inlay Lake Region is growing, with some sources predicting a doubling of arrivals by 2016. However such optimism should be considered with caution: tourist arrivals **are**



growing, but at what rate is not clear due to lack of robust data. Myanmar is also opening up: this will see a shift from the "4 main" destinations to a much more spread out visitation countrywide: each destination within Myanmar to some extent will compete (as well as complement) each other.

Chart 6.1 shows the growth trend in arrivals to the Inlay Lake Region: significant growth can be seen from 2009/10 at 20,000 international arrivals to over 110,000 in 2013/14. It is important to recognise that tourism dynamics fundamentally changed in 2011 due to political change: it is not wise to use this data to predict growth accurately.

(Haynes *et al.*, 2014, p. 51)

I had intended to include detailed regional tourism data from the tourism survey in the DMPIRL *document*, unfortunately the results were not ready when I was writing the main document series, so I had to make do with the limited (and unclear) tourism data available, along with making assumptions as to the domestic market. I was able to find more accurate data in 2016 (see Chapter 3 Section 3).

I wanted to show that tourism was growing, but in a cautionary way: should the Inlay Lake Hotel Zone be completed, the number of rooms in the region would at least double, but increases in tourist numbers might not fill rooms and lead to lower occupancy rates in hotels.

From my experience, I was estimating cautious growth in the region, as well as encouraging development based around data as opposed to speculation. One of my concerns was a surge in construction of hotels by outside investors would damage the local environment and visual landscape, against the wishes of local stakeholders.

7.7 DMPIRL Document Chapter 7: Environmental Assessment and Issues

Extract 19: Key Environmental Threats

7.1 Key Environmental Threats

The key threats to the health of Inlay Lake include:

- surface area of open water reducing due to floating gardens. (32.4% surface area lost from 1936 to 2000).
- over-harvesting of key water plants, leading to native water plant communities and fish stocks declining, and threatening the lake food chain.
- bacterial pollution due to poor sanitation (more than 60,000 people live over water on and around the lake).
- shading of water column and lake bed by water hyacinth and floating gardens.
- increased nutrient levels in water due to human waste and the use of chemical fertiliser.
- increased mobilisation of silt out of deltas into lake littoral zones.
- land use changes and forest degradation in erosion 'hotspots' causing sediment flow onto deltas and marshes (hills only 30% forested, only 6% dense healthy canopies).
- loss of fringing marshes, conversion to floating gardens.
- over-fishing of native fish species, including loss of native fish (Nga-Phein).
- disturbance of fish nursery areas and bird feeding zones by fishermen beating the water, boat traffic and noise.
- increasing fish biomass of introduced species, e.g. *Tilape*, common carp, and danger of hybridisation of native fish species with introduced species.

(Haynes *et al.*, 2014, pp. 53-54)

During the Environmental Management workshop on 14 June it became apparent to me that the DMPILR would require a separate document to highlight the environmental issues facing the region and Inlay Lake in particular. The environmental issues were very considerable, and trying to summarise them in a useful way within the DMPILR *document* would be challenging.

I also did not want to devote large sections of the DMPILR *document* to environmental management, as I felt this would digress too much from its tourism purpose, even though landscape management was of key importance to the destination. I attempted to summarise the environmental threats to the lake (as the 'heart' of the destination) that would as best relate to tourism, and that could be realistically managed using local resources as much as possible.

I felt the environmental summary would help win support from Development Partners working in this field (as opposed only to tourism) and considered it very important.



Picture 7.25: During the dry season, communities burn off the dry undergrowth of forests and grasslands to prevent larger fires, however this can lead to soil erosion and atmospheric haze.



Picture 7.26: Invasive water-hyacinth with also invasive water snail eggs in Inlay Lake. The water-hyacinth is non-native and thrives on the nutrient-rich water of Inlay Lake.



Picture 7.27: Harvesting the native lake-weed from Inlay Lake to use as mulch on the 'floating gardens'. This disrupts breeding grounds for native fish species.



Picture 7.28: The main boat channel through the centre of Inlay Lake. This is monitored for depth and dredged by the Department of Irrigation.



Picture 7.29: The banks of the Nyaungshwe to Inlay Lake channel have been concreted over, reducing habitat and increasing sediment flow, which affects the lake ecosystem.



Picture 7.30: Waste management is a significant issue, with no efficient centralised waste management system. Burning plastic is also an environmental and human health risk.

7.8 DMPILR Document Chapter 8: Key Issues Facing Development of the Regional Tourist Economy

It was my intention to design the DMPILR *document* that readers could dip in and out of, reading whichever section was most relevant to them. I knew few people would read it in its entirety. I had considered combining chapters 8, 9, and 10 (as they focused on guiding the region's tourism development strategy, whereas previous chapters provided an assessment of the then current situation in Inlay Lake) into a separate "Executive Summary" document that would be targeted specifically to Development Partners, unfortunately time and resources ran out.

Most Important Tourism Issues

Extract 20: Summary of 'What are the most important issues?'

8.1 What are the most important issues?

- Lack of Integrated Planning
- Tourist arrivals are increasing
- Tourism is focused in only a few areas
- Local communities in the hill areas do not always benefit from tourism
- Rubbish management and pollution
- Engine noise from boats
- Medical and emergency provision
- Potential Oversupply of Hotel Rooms
- Lack of Tourism Technical Skills and Lack of Awareness on Sustainability

Summarised from (Haynes *et al.*, 2014, pp. 55-56)

I summarised what I felt were the main issues facing the region, based upon all of the reoccurring themes during consultations, and from professional analysis of the region.

Importance of Cultural and Natural Heritage

Extract 21: Cultural and Natural Heritage

8.3 Cultural and Natural Heritage:

The importance of all forms of heritage is often overlooked and underestimated, especially during times of rapid development and change. "Heritage" defines who we are and our "sense of place". Heritage that is lost now is difficult to recover in the long term with a potential for society to suffer.

Protection and celebration of tangible and intangible built, cultural and natural heritage throughout a period of change, economic development and rapid exposure to other cultures will be necessary to ensure the long term sustainability of a high-quality tourism product in Inlay Lake Region that competes on quality and cultural integrity. Stakeholders and developers typically do not fully understand such issues, looking simplistically at issues such as income growth more important than the intangibility of heritage.

(Haynes *et al.*, 2014, pp. 57-58)

I wanted to emphasise the importance of the region's heritage, which ultimately I felt was the biggest issue facing the region, as it is often both misunderstood and undervalued in times of rapid change. As a 'heritage professional' I knew the Inlay Lake Region was a 'heritage landscape' but also knew that few stakeholders would know or understand this.



Picture 7.31: The majority of people living in the Inlay Lake Region live very traditional lives. This is a typical household kitchen area, using an open fire indoors, likely to have health effects on families.



Picture 7.32: The annual Fire Balloon Festival in Taunggyi during November is a major local cultural event that has started to attract larger numbers of tourists since 2012.



Picture 7.33: Making toffee from sugar cane during the cane harvest season in February. Much of the agricultural processing methods are traditional.



Picture 7.34: A typical Innthar ethnic-group evening meal of vegetables, chicken curry, lentil soup, and bamboo shoots with a spicy chilli and peanut paste.



Picture 7.35: Modern heritage that has disappeared by January 2018: Two-passenger pedicabs in the region were common in 2014, however some side-cars have since been converted to use with motorbikes.



Picture 7.36: Loikhaw Village to the east of Inlay Lake, home to populations of Pa-O, Innthar, and Taungyoe ethnic groups. Like most villages in the region, there is no running water, no access to the electricity grid, and no surfaced roads.

Key Issues Facing the Region

Extract 22: Key Issues Facing the Inlay Lake Region

8.5 Key Issues Facing the Inlay Lake Region:

- Lack of coordination at the planning and management level of tourism and the Visitor Economy.
- Low levels of tourism and Visitor Economy related Education & Training: a significant competitive disadvantage.
- Environmental vulnerability.
- Poor infrastructure of all types.
- The challenge of ensuring all of the region's people, especially poorer and disadvantaged minorities have opportunities and life chances to benefit equitably from tourism.

(Haynes *et al.*, 2014, p. 59)

From a strategic analysis perspective, I tried to summarise the key issues facing the region into 5 simple points. I felt this was important to clearly lead into the following chapters to present the DMPIRL's strategic directions and development strategies.

7.9 DMPIRL Document Chapter 9: Shaping Management of the Destination: Inlay Lake Region Strategic Directions

Core Strategic Directions

Extract 23: Core Strategic Directions

9.1 Core Strategic Directions

Tourism in the Inlay Lake Region must celebrate the diverse, vibrant and beautiful cultural heritage landscape and peoples that make this such a unique place to visit. Where possible tourism should be low-impact, targeting a market that appreciates minority cultures and the natural environment, and who wish to play a part in its sustainable development. Tourism should serve to strengthen religious, ethnic and racial tolerance.

Activities should be based around low-impact enjoyment, such as boat trips, trekking, heritage tourism and respect for the natural environment and the peoples that make it their home.

Accommodation should be in-keeping with the natural beauty and culture of the area and remain in designated zones, being constructed and managed to the highest possible environmental standards.

Infrastructure should be appropriately upgraded and managed with a key consideration of reducing carbon impacts: improvements in tourism related infrastructure must bring benefits to local communities.

The region should be marketed as an all-year destination. The regional climate is conducive to tourism throughout the rainy season where the climate is cooler and the landscape greener. Rain is limited to less than two hours per day. Improvements in road infrastructure will need to be upgraded to facilitate this.

(Haynes *et al.*, 2014, pp. 60-61)

I designed DMPILR Chapter 9 as the overall development strategy and direction for the destination. I repeated the core strategic directions from DMPILR Chapter 1, assuming readers may not have read them. I added the statement to expand the destination into an all-year destination by marketing the rainy season.

Objectives of Tourism in the Inlay Lake Region

Extract 24:

9.2 Objectives of Tourism in the Inlay Lake Region

All tourism activities taking place within the Inlay Lake Region must:

- Focus on delivering a high quality, high value for money product that encourages great visitor reviews and repeat visits.
- Have minimal negative environmental and social impacts.
- Contribute to strengthening the Inlay Lake Region Brand.
- Generate greater economic benefits for people living within the region and enhance the well-being of communities, improving working conditions and access to the tourism industry.
- Involve all communities living within the Inlay Lake Region in decisions that affect their lives and life chances.
- Make positive contributions to the conservation of natural and cultural heritage.
- Provide more enjoyable experiences for tourists through more meaningful connections with local people, and create a greater understanding of local cultural, social and environmental issues.
- Be culturally sensitive, engender respect between tourists and hosts, and build local pride and confidence.

(Haynes *et al.*, 2014, p. 61)

It was clear to me that all stakeholder groups wanted to develop the destination based upon quality, with stable and sustained growth, and with heritage values as the unique selling point.

It had been the overwhelming consensus that the mass tourism market was to be avoided, as well as developments such as casinos and other perceived 'culturally negative' activities. I wanted to transform these wishes into a series of clear objectives (i.e. why tourism was being targeted for development) that could be integrated into development projects, government policy, as well as influence how private sector would develop.

I wanted to make decision makers think more deeply about how the region would develop whilst providing benefits for the local population. There was a significant implication for this thesis: as a 'responsible tourism' expert, having a background in international development and heritage management, I would think it fundamental to develop tourism to benefit the local population, but others may not. I would try to address this as much as possible when designing the *Participatory Destination Management Planning Model* in Chapter 10, with an emphasis on *participatory* aspects. Nonetheless, inevitably a practitioner leading a DMPP would be extremely influential on the entire research process and resulting document.

7.10 DMPILR Document Chapter 10: Proposed Strategies and Actions

In Chapter 10 of the DMPILR *document* I presented the development strategies, ranked in importance based upon the final consultation workshops in September 2014. I divided each into a number of sub-strategies or 'Actions', designed as much as possible to be implemented independently of one another, as it became clear to me mid-writing that ICIMOD (or other organisation) would not fund DMPILR Strategies and Actions in their entirety. As discussed in Chapter 5 Section 3, MIID had assumed that ICIMOD would provide funds under the Himalica Initiative to run a Destination Management Organisation as a pilot project, but ICIMOD had begun to focus on agriculture with tourism taking a second stage. However, it was apparent that a number of Development Partners were becoming active in the region, and that they may use at least some of the actions contained within the DMPILR in their project designs.

I duplicated each strategy and action in a separate *Project Proposals* document (Haynes, 2014b) where I provided consultancy style budgeting; I felt this approach would allow MoHT to present the DMPILR and strategies as an in-house document to Development Partners.

The strategies and actions were how I could best interpret all stakeholder wishes with on-the-ground observations and analysis, matched with my own (and the DMPILR research team's) technical experience. I had to try and be comprehensive and realistic, as I was aware that I did not understand the full picture or full complexities facing the region, and for many aspects I would need to suggest further studies (as in the case of conducting feasibility studies or management plans as below). I wrote each with a guiding objective, related to the overall objectives and vision of the plan.

This section continues with looking at summaries of each strategy.

DMPILR Strategy 1

Extract 25: Summary of Strategy 1

Strategy 1: Planning, Management, Sustainable Development & Heritage Conservation: To ensure the Inlay Lake Region is managed sustainably where tourism benefits the local population, heritage values are celebrated and is a model for Destination Management throughout Myanmar.

- 1.1 Set up a Destination Management Organisation
- 1.2 Manage tourism based upon tourism zones
- 1.3 Management Plan for Nyaungshwe
- 1.4 Management Plan for Kalaw
- 1.5 Set-up System to Forecast Tourism Growth & Overhaul of the Inlay Zone Entrance Fee
- 1.6 System to Review Tourism Investment and Proposals
- 1.7 Heritage Site-Specific Management Plans
- 1.8 Visitor Management support to Religious Sites and Buildings
- 1.9 Development of Sustainable Management Practice in Tourism Developments
- 1.10 Provide support to the Inlay Lake Hotel Zone
- 1.11 Boat Traffic Management Plan

Summarised from (Haynes *et al.*, 2014, pp. 66-75)

Strategy 1 included overall management planning for the region; outlined how to develop a DMO; re-evaluated zone fee usage, and addressed the Inlay Lake Hotel Zone. I designed it to be the most 'strategic' of the strategies, based upon the creation of a DMO that would assume overall responsibility for *implementation* of the DMPILR. All actions would be

conducted with the Shan State MoHT as an embedded partner (with scope for MoHT to create a DMO internally).

I recommended conducting a Tourism Zonation system, based on the *Recreation Opportunity Spectrum* model developed by the US National Park Service (Lockwood *et al.*, 2006). I felt management plans for both Kalaw and Nyaungshwe were needed as priorities to conserve heritage and maintain the character of the towns, as well as provide infrastructure upgrades.

At the time of research there was no system in place for measuring tourism arrivals from the domestic market, and there was contradictory data for international arrivals. Reliable tourism data is essential for both private sector and government planning, and I felt a priority. The Inlay Lake "Zone Entrance Fee" was felt by some stakeholders to be less than transparent. It was developed as a 'payments for ecosystems services' fee (MoECaF, 2014, pp. A1-5), used for direct management projects such as waterways clearance by the Irrigation Department and maintenance of lake-village infrastructure, however accurate figures were not published and open to rumours of corruption. Fees collection could be used as a means to gather tourism data, and I suggested recording domestic visitors through the system in addition to international.

I felt a system to review investments and tourism proposals was needed as a transparent way of evaluating new developments in the region, especially to avoid further 'land grabbing' issues that were alleged to have taken place with the development of the Inlay Hotel Zone.

Heritage sites (including some semi-ruinous pagodas) and monasteries were all key tourism attractions in the region, none of which had any type of visitor management plan. Anecdotes of antiquity theft were alleged at some sites. Active religious sites, including monasteries also had no visitor management plans and sometimes became crowded with non-religious tourists who interfered with religious practices.

Including support on sustainable development to new tourism developments would help ensure lower environmental impacts and make use of advancements in technology to make

the region into a 'low-impact' destination. This would encourage sustainable development from the outset with good practice resource and staff management.

I included support to the Inlay Lake Hotel Zone due to the contentious nature of the project, and the reality that it would not simply 'go away'. Whilst in my opinion being totally unsuited to the region and going against principles of sustainable development, I needed to take a supportive position as I believed ignoring it was not an option, and it would be better to positively engage with developers in order to mitigate the impact of the development. Relevant environmental and social protection laws existed in Myanmar (but were not universally followed), so I believed support should focus on facilitating understanding of relevant laws, encouraging better environmental practices, and an regionally appropriate architectural style.

Finally I included a boat traffic management plan to tackle issues of boat noise, as well as safety and pollution as tourism numbers increased.

DMPILR Strategy 2

Extract 26: Summary of Strategy 2

Strategy 2: Infrastructure Development: To sustainably develop and manage the Inlay Lake Region's infrastructure maximising the use of low-carbon technologies whilst providing excellent services to the region's businesses and communities.

2.1 Create a Detailed Inlay Regional Transport Plan

2.2 Electricity Supply Strategy

2.3 Water Supply Strategy

2.4 Communications Technology Strategy

2.5 Investigate Regional Bus Services

Summarised from (Haynes *et al.*, 2014, pp. 76-78)

I felt there was a real opportunity to showcase the region as a sustainable destination; this could be achieved through a requirement for all new developments to follow best environmental practices at what was an early stage in the region's development. We could not conduct these studies as part of the research, so I designed the strategy to conduct them. I knew certain Development Partners including the German Development Bank (KFW) and the Japanese International Cooperation Agency (JICA) were planning infrastructure support projects in the region and could be potential supporters of the strategy.

Extract 27: Summary of Strategy 3

Strategy 3: Human Resource Development: To provide a motivated and well trained Visitor Economy workforce that is competitive, knowledgeable and able to meet the demands of a world-class destination.

3.1 Risk Assessment and Incident Planning Training

3.2 Develop an Inlay Lake Region Technical and Vocational Education and Training (TVET) School

3.3 Develop a Mobile TVET Unit

3.4 Sponsorship for Inlay Lake Region residents to receive managerial level training

3.5 Training for Regional Departmental Managers on Destination Management

3.6 Communications Technology

Summarised from (Haynes *et al.*, 2014, pp. 79-81)

I felt the main purpose of developing tourism in the region was to develop local job opportunities, and as such training had to be delivered in a supportive way to the local population, the majority of whom were farmers. It was clear that regional stakeholders and the PAC thought this vital. This would mean developing a training centre in the region, and having outreach programmes to communities who were unable to travel, less represented ethnic groups, and women. Building human capacity would support the organic evolution of the destination and strengthen local ownership.

A TVET school should include indirect Visitor Economy trainings too, such as hotel, vehicle, and heritage site maintenance etc. At the time of research, I knew the Luxembourg Development Agency (Lux-Dev) was considering developing a large tourism training project in Myanmar (around €6 million), and from my experience (I had worked on a collaborative project with Lux-Development in Vietnam in the mid 2000s to support the development of regional hospitality training schools), they could have been a potential supporter of the strategy.

I included Risk Assessment and Incident Planning as these were both very much lacking in the region: there was no ambulance or rescue service, no plans for large incidents, and local hospitals were afraid to admit foreigners in times of emergencies. In early 2013 a Tourist Police force had been set up with good intentions, but they suffered from lack of training and resources.

Local hoteliers had identified sponsorship for residents from the region to receive managerial training, as top jobs were always perceived to go to outsiders. In my experience the local population would always be at a relative disadvantage, and the hospitality sector would find it easier to recruit skilled staff from outside the destination. Supporting managerial candidates would provide a career path for entry-level positions, strengthening local ownership of the tourism industry.

Training for Regional Departmental Managers on Destination Management would be a stopgap until a DMO was set up. Targets would be Shan State MoHT, Township General Administration Departments, and other relevant state ministries involved with landscape management of the region (see 'Management Organisations' in Section 7.5 above).

I included communications technology training as it would be likely that internet would arrive relatively quickly once deregulation of the telecommunications sector began in November 2014, and that businesses would lack training in how to use internet-based booking and marketing platforms.

DMPILR Strategy 4

Extract 28: Summary of Strategy 4

Strategy 4: Marketing and Promotion: To attract visitors that wish to celebrate the beauty and diversity of the Inlay Lake Region's cultural and natural heritage and contribute positively to the region's Visitor Economy.

- 4.1 Develop an Inlay Region Brand
- 4.2 Develop an Inlay Region Marketing Plan
- 4.3 Develop an Inlay Lake Region Website
- 4.4 Provide Marketing Support to Private Sector and Attractions
- 4.5 Tourism Map and Booklet
- 4.6 Upgrade Inlay Lake Zone Fee Ticket Design

Summarised from (Haynes *et al.*, 2014, pp. 82-84)

I intended to focus the marketing strategy around attracting the 'right type of visitor' to the destination, something I felt came across clearly in stakeholder consultations. This would avoid targeting mass tourism, focusing on those interested in the region's cultural and natural heritage, and who would be willing to support the development of the region, and not to compete on cost.

I believed developing a clear Inlay brand should lead the development of a marketing plan and a destination website. Ideally this would be a role of a DMO, however could be led by private sector associations or a marketing committee alongside development support.

A more straightforward action was to develop a tourism map and booklet. *Inle Speaks* had expressed an interest to lead this.

DMPILR Strategy 5

Extract 29: Summary of Strategy 5

Strategy 5: Business Development & Support: To support private sector businesses to be competitive, deliver a high quality service and facilitate access to high quality training, business development support and marketing.

5.1 Establish an Inlay Region Business Forum

5.2 Entrepreneurial Training

5.3 Supporting MSME Development Services

Summarised from (Haynes *et al.*, 2014, p. 85)

Ultimately tourism is driven by the private sector, and a thriving industry requires strong local business. Existing business associations (the Myanmar Tourism Federation umbrella associations) were weak regionally, and could not provide any services to members or the business communities. There was also some mistrust of the MTF as being seen as outsiders from Yangon.

I knew both GIZ and the UKAid (through their Business Innovation Facility) would be developing entrepreneurship training, and would be working with the Shan State SME Development Centre over the coming years, and thought this would be a good opportunity to align the strategy.

Extract 30: Summary of Strategy 6

Strategy 6: Community Empowerment: To ensure the equitable participation of host communities in the tourism development decision making process and to ensure benefits of tourism reach them.

- 6.1 Encourage Implementation of the Myanmar Responsible Tourism (RT) Policy and Community Involvement in Tourism (CIT) Policy
- 6.2 Establish Localised Community Tourism Associations
- 6.3 Mobile Tourism & Gender Awareness Team
- 6.4 Set up a Land Use Forum
- 6.5 Implement Language Improvement Programme in Communities

Summarised from (Haynes *et al.*, 2014, pp. 86-88)

I believed there was a great opportunity to use tourism as a tool for wider regional development. I could see the development of many of the hilly areas surrounding Inlay Lake developing 'organically' as the industry developed, with trekking, mountain biking, and motor biking routes evolving, all offering the potential for financial and cultural engagement between host communities and tourists. The region as a whole was at a very early stage of tourism development, and I felt there was great scope for widening the geographic scope of tourism to benefit more people.

Many of the issues faced between host communities and private sector businesses had been included in both the *Myanmar Responsible Tourism Policy* (Häusler *et al.*, 2012) and the *Myanmar Community Involvement in Tourism Policy* (Häusler *et al.*, 2013), however these documents had not been widely distributed. A first step would be to utilise these policies more thoroughly in the region.

Creating local tourism associations, likely as part of existing village committee structures, would provide a conduit for training, as well as a tool to discuss village/rural based tourism developments. This would support communities to establish a stronger bargaining position with private sector businesses, and potentially support community enterprises. Setting up a local tourism training team would also strengthen community opportunities.

A land-use forum would be a regional voice to tackle issues of 'land grabbing'. Many rural communities lacked any form of legal title to their lands, relying on traditional understandings for cropping and grazing. Without rights they were vulnerable: for example,

I was informed that farmers relocated from the Inlay Lake Hotel Zone were compensated with an estimated value of three years of the crop value from the land, and not for the land value for construction (or agriculture).

Improving language skills (especially English) was identified during consultations and would strengthen community access into the tourism sector.

DMPILR Strategy 7

Extract 31: Summary of Strategy 7

Strategy 7: Environmental Management: To ensure environmental management best practices within the Inlay Lake Region, providing a healthy and productive landscape that is able to support the needs of future generations.

- 7.1 Establish an Environmental Task Force to Tackle Immediate Issues
- 7.2 Inlay Lake Factsheets
- 7.3 Options for Green Technologies in Sustainable Management
- 7.4 School Environmental Education Programme
- 7.5 Environmental Education Boat on Inlay Lake
- 7.6 Establish Community Environmental Action Teams
- 7.7 Investigate the Introduction of Fuel-Efficient Stoves or Improved Firewood Management
- 7.8 Removal of Plastic Packaging from the Inlay Lake Region
- 7.9 Local Knowledge and Beliefs Study

Summarised from (Haynes *et al.*, 2014, pp. 89-92)

The DMPILR *Environmental Assessment* (Jensen, 2014a) had suggested some significant environmental management changes to the region (including re-engineering the boat channel that linked Nyaungshwe with Inlay Lake), which I felt were beyond the scope of the DMPILR *project* or DMO. There was an emerging system of local action and volunteer groups in the region, and *Inle Speaks* indicated they would be in a good position to focus on smaller scale environmental issues.

I decided to limit the scope of the strategies to what could be implemented on the ground, with the support of *Inle Speaks* as a way of quickly implementing visible action. Also I was aware that the UNDP would be working closely with MoECaF to develop a comprehensive lake management strategy, and did not want to anticipate or duplicate that more focused work. The Environmental Task Force would be something that could begin with immediate

tasks, such as rubbish collection in the markets and villages, and would be organised at township level.

The Inlay Lake Factsheets had already been produced in collaboration between MIID and *Inle Speaks* who were developing 'green technology' pilot projects using locally sourced materials, as well as a school outreach programme, which could be extended to an 'education boat' to reach communities without schools.

I based Community Environmental Action Teams upon up-scaling a local environmental volunteer group that was supported by the *Shwe Innthar* hotel, who were focusing on rubbish collection.

Development of 'Fuel-Efficient Stoves or Improved Firewood Management' would help reduce deforestation on hillsides, which contributed to lake siltation, agricultural pesticide runoff, and soil erosion.

I included the Knowledge and Beliefs Study to better understand cultural practices within the region that might help Development Partners engage more effectively with local populations.

DMPILR Strategy 8

Extract 31: Summary of Strategy 8

Strategy 8: Product Development: To provide the visitor to the Inlay Lake Region with a world-class experience, maximising the sustainable use of the region's outstanding beauty and resources in a responsible and culturally appropriate manner.

- 8.1 Tourism Information & Heritage Centre in Nyaungshwe
- 8.2 Interpretation Plan
- 8.3 Development of Fair Trade Handicrafts and Sustainable Development of Artisans
- 8.4 Maximise Local Value Chain and seek Value Added Products
- 8.5 Investigate development of mountain biking routes in the landscape
- 8.6 Upgrade Museum in Nyaungshwe
- 8.7 Heritage Rail & Museum

Summarised from (Haynes *et al.*, 2014, pp. 93-96)

One identified issue was a lack of good quality tourism 'products'. This included tourist related activities (i.e. 'things to do'); coordination and information; interpretation; mountain biking routes, museums etc.

Heritage Interpretation was something lacking throughout Myanmar; issues such as history, stories, even basic facts about some areas were 'forbidden' topics prior to 2010 (Shan Women's Action Network, 2009). In Nyaungshwe for example, the museum was in fact the last residence of the former *Saopha* or Chieftain of the Nyaungshwe kingdom, and of key historic significance to Myanmar, being where the country's soon to be leaders met in 1946 to discuss the content of the Panlaung Agreement, which would see the country develop into a unified state (Sai Kham Mong, 2007) (See Chapter 3 page 65). In stakeholder consultations I was told that before 2013 the museum was called the 'Buddha Museum' with no reference to its past. In 2013 it was renamed as the *Nyaungshwe Cultural Museum*, but provided scant details about the region's rich history. It offered great potential to be developed into a key attraction for the region and had the potential to incorporate a visitor's centre.

I included handicraft fair trades to mitigate the rapid loss of artisan handicraft production in the region. Maximisation of the local value chain was related to encouraging all hotels and restaurants to source food, supplies, and furniture locally.

I felt the destination was especially well suited to mountain biking, and that adding routes would provide new activities and encourage a longer length of stay.

I thought a Rail Museum would be a specialist attraction for Kalaw town as the railway line possessed historic value for enthusiasts: it was built in the early part of the 20th century, by Nepali labourers brought in by the British colonialists, maintaining many of the original fittings and contributing to the region's ethnic diversity.

Extract 32: Summary of Strategy 9

Strategy 9: Improving the Trekking Industry: To transform the Inlay Lake Region into a centre of cultural and natural heritage trekking excellence, with Kalaw becoming the leading trekking destination in Myanmar.

9.1 Trekking Operator Forum

9.2 Trekking Information Centre Kalaw

9.3 Improve Trekking Operator Standards and implement Guidelines and Codes of Practice

9.4 Development of Differentiated Trekking Products Dependent upon Route and Activity

9.5 Food Preparation Training Programme in Communities

9.6 Develop Practical Standards for Accommodation Providers and Basic Infrastructure Assistance

9.7 Trekking and Tourism Training for Existing Guides and Local Communities

9.8 Implement a Trekker's Charter

Summarised from (Haynes *et al.*, 2014, pp. 97-101)

As I described above, I considered trekking to offer a significant opportunity to support a deeper development of the hilly areas in the region, and worthy of a distinct strategy. The actions were designed to start focus on Kalaw first, continuing to the Danu and Pa-O SAZs as next steps.

The trekking operator forum would be necessary for trekking operators to sit together, resolve disputes, and agree an overall strategy to work together to compete on quality and not only on price. The trekking information centre would reduce operators touting for business at bus and train arrivals, as well as present an overall better quality service.

Codes of practice would help ensure host communities received a better financial benefit from trekkers, as well as placing the responsibility of client behaviours (as much as possible, to mitigate some of the perceived negative behaviour that was being reported: some trekking guides from Kalaw had alleged tourists were having sex openly in homestay accommodation). It would also encourage entrepreneurship in villages. Route differentiation would open up a wider geographical area for tourism and could encourage specialist tours such as wildlife watching, history, culture etc.

Food preparation and developing standards (and assistance) for accommodation providers would help host communities provide improved (and higher value) services to tourists, and

offer support that may lead to the legalisation of homestays. Providing tourism training to both guides and host communities would provide a better understanding of the needs of tourists, and especially contribute to market differentiation. A trekker's charter would be aimed at trekkers in a "dos and don'ts" (MoHT, 2012) style aimed at cultural appropriateness.

7.11 Some Thoughts on The DMPILR Document Design

In this chapter I have provided an explanation for how I designed the DMPILR *document*, and why I included key document components. I found there were two most significant challenges:

1. First, to transform all of the stakeholder discussions into a useful and usable document;
2. Second, to incorporate what I saw as the needs of all of the stakeholders into useful strategies and actions, whilst delivering a 'product' (the DMPILR *document*) that would satisfy the multiple clients of MIID, ICIMOD and MoHT.

I tried as much as possible to align strategies and actions with potential development partner projects. This is where my membership and participation in the Myanmar Tourism Sector Working Group (TSWG, see Chapter 3, page 95) had been beneficial. I was however, aware that not one Development Partner would use the DMPILR *document* in its entirety; the TSWG had shown me that Development Partners had already fixed project designs, though with some flexibility.

I felt that broadly the DMPILR *document* would be usable as a learning document, introducing some key concepts of tourism and destination management. Most importantly I believed it set a clear vision, goal and objectives for tourism in the region that was supported by both destination based stakeholders and at Union level through the PAC.

I did feel the tourism inventory section was on the large side, especially as many of the townships and the Pa-O SAZ having little tourism activities at the present, and while having great potential, would unlikely see significant growth in the projected lifespan of the DMPILR *document* (2014-9).

I had a final thought on timescales: a good management plan should be SMART (Specific, Measurable, Achievable, Relevant, and Time-bound) (McCool and Moisey, 2008; Hall *et al.*, 2015a), which was the reasoning for choosing a five-year implementation timescale (2014-9). However I doubted this would be realistic within the destination's context, and also questioned if measuring 'completion' of activities within such a timescale would be a fair measure of 'success' of the DMPIRL *document*, and by inference the DMPIRL *project*, and *research process*.

All plans evolve: perhaps a plan that did not have a timespan for completion, but rather started a process of change may have been more relevant for the DMPIRL *document*, as no definite actors for implementation had been identified (other than MoHT), and other, outside factors (such as non-tourism related development) were influencing regional development.

On reflection I saw the DMPIRL *document* as the latter: a multi-use educational document that set an overall vision for the Inlay Lake Region, promoting a process of change and sustainable development.

The reflection on the design of the DMPIRL *document*, itself a reflection of the *research process* plays an important role in the discussion in Chapter 9, where I combine reflection of the overall *project*, *research process*, *document*, and *implementation* as discussed in Chapter 8. Chapter 8 continues with an overview of how the DMPIRL *document* has been implemented until January 2018, and where I have developed experimental *DMP Monitoring* and *DMP Evaluation* Tools that I use the DMPIRL *project* as a test-case to guide my own reflection, but which can be developed for use for any DMP. As Blaxter *et al.* (2010, p. 70) states, Action Research itself may be viewed as "experimental". Both Chapters 8 and 9 then lead into Chapter 10 where I introduce the *Participatory Destination Management Planning Model*: as Riel (2016, p. 3) suggests, reflection "leads to new ideas".

Chapter 8. Phase 3: Implementation of the DMPILR as of January 2018 & Monitoring Models

This chapter continues with the DMPILR timeline, reviewing the DMPILR *implementation* over a period of over three years, from November 2014 to January 2018, and reflecting on the entire DMPILR effectiveness over that period. This is crucial in determining its success as a *project, research process, and document*. The chapter covers a broad timeline of reflection and my direct, embedded involvement in the on-going DMPILR process.

Since completing the DMPILR in late 2014 I had various opportunities to continue my work in the Inlay Lake Region, moving to the tourism hub town of Nyaungshwe in October 2015 to work on a tourism project run by GIZ, which I will discuss later in this chapter. This has enabled me to see first-hand the development of the destination, as well as influence the implementation of the DMPILR, providing formal (through work assignments) and informal (through non-work advice) support to MoHT Shan State.

In mid 2016 I began a formal process of looking critically at how the DMPILR had been used: which Development Partners had adopted parts of it; if and how it was being used by regional authorities; and if it had guided development and affected positive change. I continued this review until January 2018, and discuss how I perceive the DMPILR in its entirety has been used in this chapter.

There were two key dates regarding DMPILR completion; the first in October 2014 when the English Language version was completed; the second in September 2015 when the Myanmar Language version was finally published. This limited any real adoption by the Shan State MoHT until almost a year after the English Language version was completed. Nonetheless the English version was used by MoHT to present to Development Partners seeking to engage in the region as a strategic document.

The Chapter follows with Section 8.1 discussing how Development Partners working in the Inlay Lake Region have used the DMPILR to guide their work, followed by Section 8.2 discussing how the Shan State Department of Tourism (MoHT Shan State) has used the DMPILR *document*. It then follows to explore experimental *DMP Monitoring* and *DMP Evaluation Tools* introduced in Sections 8.3 and 8.4.

As I was researching this chapter it became apparent to me that a type of indicator tool and progress monitoring system would be useful for the DMPILR, looking at each Strategy, and measuring what had been completed to date systematically. As such I developed a *Strategy and Action Monitoring Tool* specific for the DMPILR, with the intention that it can be adapted for other DMPs in the future. I present this in Section 8.3.

One of the issues with international development projects is the short-term focus as discussed in Chapter 2 pages 47-51, meaning projects are evaluated upon completion. In the case of a planning project such as the DMPILR *project* that have a timeframe that exceeds that of the project that developed it, results will not be apparent when the planning document is completed. As discussed in Chapter 2 Section 2, academic discourse on international development supports the premise that local participation brings longer-term sustainability to projects and more extensive local ownership: this is also supported by Development Partners as a key part of modern international development. I felt it useful to explore how the DMPILR *project* could be evaluated by examining a set of participation-related indicators based on the research process through to its adoption by destination stakeholders. In Section 8.4 I present an experimental *DMP Evaluation Tool*, using the DMPILR as test case.

In Chapter 9 I reflect in detail on the DMPILR *project*, from the *research process* and *implementation* through to January 2018. I use this reflection to develop a *Participatory Destination Management Planning Model* in Chapter 10.

8.1 Usage by Development Partners

8.1.1 GIZ Private Sector Development (PSD) Project

German International Development Cooperation (GIZ) has been one of the main development partner organisations to use the DMPILR *document* as a guide (in part) for its support to the tourism sector in Shan State, specifically under the *Capacity Strengthening for Private Sector Development in Myanmar* (PSD) Project (see Chapter 2 page 40 for a description of GIZ and its role). The PSD Project began activities in Shan State in mid-2013, focused upon the tea and mango sector. Tourism activities began with a small (under €20,000) *Sustainable Management Practices in the Accommodation Sector in Shan State* project in mid 2014. The PSD project had also been the main financial supporter of the

MIID-led *Strategic Development Plan for the Danu SAZ*, which had identified tourism as a potential development sector in the Danu SAZ (Leake *et al.*, 2014).

The PSD Project aims to:

...strengthen capacities for sustainable private sector development with the focus on improved services for Small and Medium Enterprises (SME) in Myanmar. GIZ provides advisory services to Ministries, selected sector associations including Myanmar Tourism Federation and civil society associations and contributes to coherent planning and implementation of economic promotion measures at all levels.

(Kasüske, 2015, p. vi)

Additionally:

In Shan State GIZ works collaboratively with the Ministry of Hotels and Tourism to support the sustainable development of a vibrant and competitive tourism sector.

(GIZ GmbH, 2016b, p. 3)

I began to work with GIZ in December 2014 as a short-term consultant, having developed a working relationship with their tourism team when researching the DMPILR, and had become aware of their interest to develop a tourism sector support project in the Inlay Lake Region. I felt there was a good opportunity for the DMPILR to be used to influence and guide their work, and have developed a working relationship with the PSD project that has led to my involvement in the implementation and design of four projects/assignments using the DMPILR with them as of January 2018. These I discuss below in chronological order.

Promote Engagement at Management Level for Sustainable Management Practices in the Accommodation Sector in Shan State: December 2014 – April 2015

In May 2014 GIZ conducted an assessment of the sustainability needs of hotels and restaurants in Nyaungshwe and Inlay Lake that resulted in the development of the *Manual in Sustainable Management in the Hospitality Sector in Myanmar* (Kasüske, 2015). During the DMPILR research process I had discussed the DMPILR with the GIZ Integrated Consultant with the Myanmar Tourism Federation, and the need for improved suitability practices

within the hospitality sector, especially in the Inlay Region, using DMPILR Strategies 6 *Community Empowerment* and 7 *Environmental Management* as a guide. At the same time the expert informed me that GIZ was becoming more interested in supporting the tourism sector in Shan State and lacked ‘baseline data’, and that the DMPILR would be a useful tool for GIZ to shape their future projects.

The *Manual in Sustainable Management in the Hospitality Sector in Myanmar* was completed in January 2015, and I was asked by GIZ to lead a series of 5 training courses using the Manual in the Inlay Lake Region in March and April 2015. During planning for this assignment I was told by the GIZ Integrated Consultant that the PSD team had designed a tender for a €500,000 one-year tourism project in the Inlay Lake Region that had used parts of the DMPILR in its design (Häusler, 2014b), see *Shan State Tourism Sector Development Project* below.

Shan State Tourism Sector Development Project: May 2015 – September 2016

In December 2014 GIZ advertised a tender for the *Shan State Tourism Sector Development Project* as a component of the PSD project (GIZ GmbH, 2014). The project rationale was:

There is a pressing need for professional training on quality management and service quality in tourism. Currently neither the Ministry of Hotels and Tourism (MOHT) nor the Myanmar Tourism Federation (MTF) have sufficient resources to support professional training at the local and regional level. Furthermore Shan State has been promoted mainly as a trekking and nature destination around Inle [Inlay] Lake Area. Interventions are needed to diversify the product base and offer a wider range of options and activities within Shan State in order to secure an increase of tourism benefits not only for the local private sector but as well for local communities within this State.

(GIZ GmbH, 2014, p. 18)

The Project was designed over 5 modules:

Module A: *Train on Trainer (ToT) Program for local Tourism Consultants/Trainers*

Module B: *Product Development and Diversity*

Module C: *Strengthen Tourism-Related Supply Chains*

Module D: *Sustainable Tourism Management of the Hospitality Sector*

Module E: *Development of Collective Leadership Skills in Tourism.*

(GIZ GmbH, 2014, pp. 18-19)

Modules A and E were designed to support implementation of Destination Management Planning and to lead to the creation of a regional 'Tourism Council' or DMO as in DMPILR Strategies 1 *Planning, Management, Sustainable Development & Heritage Conservation*, and 3 *Human Resource Development*; Module B was designed in relation to DMPILR Strategy 8 *Product Development*; with Modules D and E related to Strategy 7 *Environmental Management*.

Over 30 development companies submitted Expression of Interest documents, with 10 being invited to submit a full proposal. The winner was a consortium led by *PEM Consult* of Germany, with *BuSoDev* (a Myanmar based business consultancy) and *Futour* (a German sustainable tourism consultancy) (Bungards, 2015c; Bungards, 2015a).

The PEM consortium referred to the DMPILR in its tendering document:

To our impression [the DMP] form a strong base for the project work in Shan State, we ensured that experiences made shall be taken into consideration within our project concept by integration.

(Bungards, 2015b, p. 9)

The project duration was planned at 12 months, beginning formally on 1 May 2015, receiving a 6-month extension to the end of August 2016. I joined the team as *International Short Term Expert in Product Development and Diversity*, and took over as project *Team Leader* in October 2015 as the previous Team Leader had to leave the project. In agreement with GIZ and PEM Consult, I would use the DMPILR strategies as a guideline where they would fit best to implement the remainder of the project as follows:

Project Module A:

- DMPILR Strategy 3 (Human Resource Development), Action 3.4 "Training for Regional Departmental Managers on Destination Management" (extended to include private sector and association leaders);
- DMPILR Strategy 4 (Marketing and Promotion), Action 4.4 "Provide Marketing Support to Private Sector and Attractions";
- DMPILR Strategy 6 (Community Empowerment), Action 6.1 "Encourage

Implementation of the Myanmar Responsible Tourism (RT) Strategy and Community Involvement in Tourism (CIT) Policy"; Action 6.3 "Sponsorship for Inlay Lake Region residents to receive managerial level training"; Action 6.4 "Tourism Awareness and Gender Training".

Project Module B:

- DMPILR Strategy 5 (Business Development & Support), Action 5.2 "Entrepreneurial Training"; Action 5.3 "Supporting MSME Development Services";
- DMPILR Strategy 8 (Product Development), Action 8.4 "Maximise Local Value Chain and seek Value Added Products";
- DMPILR Strategy 9 (Improve the Trekking Industry), all Actions.

Project Module C:

- DMPILR Strategy 7 (Environmental Management), Action 7.3 "Options for Green Technologies in Sustainable Management".

Project Module D:

- DMPILR Strategy 6 (Community Empowerment), Action 6.3 "Tourism Awareness and Gender Training".

Project Module E:

- DMPILR Strategy 1 (Planning, Management, Sustainable Development & Heritage Conservation), Action 1.1 "Set up a Destination Management Organisation"; Action 1.5 "Set-up System to Forecast Tourism Growth & Overhaul of the Inlay Zone Entrance Fee";
- DMPILR Strategy 6 (Community Empowerment), Action 6.1 "Encourage Implementation of the Myanmar Responsible Tourism (RT) Strategy and Community Involvement in Tourism (CIT) Policy"; Action 6.2 "Establish Localised Community Tourism Committees";
- DMPILR Strategy 9: (Improve the Trekking Industry), Action 9.1 "Trekking Operator Forum".

Without going into detail and presenting an evaluation of the project, GIZ felt it was a success, and decided to tender for a new and continued project starting from 1 January 2017:

The hitherto implemented Shan State tourism support activities provided significant learning, strategic orientation for key stakeholders in the Shan States tourism sector as well as contributions to concrete product developments and human resource development. Successes were supporting local ownership, and providing direct support to the Ministry of Hotels and Tourism (MoHT), smaller businesses and the tourism associations (both formal and informal) in the target [Inlay Lake] region.

(GIZ GmbH, 2016a, p. 25)

I felt the project's main success was embedding the DMPIIR *document* into the regional planning structure through the development of the *Inlay Regional Destination Management Committee*, led by the Shan State Department of Tourism, using the DMPIIR Strategies as the committee's focused points of actions (Haynes and Bungards, 2016, pp. 32-33). This is discussed in Section 8.2 under 'Usage by Regional Government'.

In mid-July 2016 GIZ committed to continue working in tourism development in the Inlay Lake Region in 2017 and 2018. The PSD project was extended by a further two years, including a new tender that would follow on from the *Shan State Tourism Sector Development Project*, and also include a non-related agricultural component.

GIZ asked me to design the strategy for the tourism component to be used in their tender document, and I developed the following, using the DMPIIR to match with the needs of a project that would be focused on the development of the private sector:

GIZ Tourism Support to Shan State Phase II: Strategy Objectives

The overall strategy is to support and encourage an increase in length of stay of visitors to the Inlay Lake Region, to preserve current overall numbers visiting Inlay Lake, whilst encouraging growth in the satellite destinations of Kalaw, Pindaya & Ywangan, the communities of the east bank of Inlay Lake, and the town of Sakar to open up a tourism route to the south. Through the growth focus of these sub-

destinations, this will lead to their development as independent destinations, with a specific regional return visitor market.

Objective 1: Growth in Satellite Destinations & Promotion of CBT

The satellite destinations of the Danu SAZ, Kalaw (focused on communities within the trekking routes), the east bank of Inlay Lake and Sakar will be targeted for pilot project development. The objectives being:

- 1. Developing replicable pilot projects that a. spread the load of visitation from Inlay Lake, b. encourage longer visitation to the wider Inlay Lake destination, and c. target the regional market to develop satellites as independent destination. (Aligned with DMPILR Strategy 8 Product Development);*
- 2. Encourage a high degree of local ownership, and skills development, particularly in business. management, targeted marketing and private sector linkages. (Aligned with DMPILR Strategy 5 Business Development and Support; and Strategy 6 Community Empowerment);*
- 3. Promotion of B&B development at Union level by supporting development of the legal framework and procedure. (Aligned with DMPILR Strategy 9 Improving the Trekking Industry).*

Objective 2: Safeguarding the Tourism Industry in Inlay Lake and Nyaungshwe through Sustainable Development Practices

The overall objective for Inlay Lake and Nyaungshwe will be to safeguard the current tourism industry through the promotion of sustainable practices, stakeholder dialogue and destination management.

- 1. Promotion of Sustainable Practices in Development through local business associations to create demand-based trainings and technical support to businesses/groups seeking to implement sustainable practices. (Aligned with DMPILR Strategy 7 Environmental Management);*

2. *Develop inclusive Destination Management approaches led by government and private sector, including agreed rules and regulations. (Aligned with DMPILR Strategy 1 Planning, Management, Sustainable Development & Heritage Conservation).*

(Haynes and Bungards, 2016, p. 9)

These were presented formally to the GIZ PSD team through project reporting, and would be used as the basis for the tourism component terms of reference in GIZ GmbH (2016a, p. 25).

Designing GIZ's Future Tourism Engagement in Shan State: October – December 2016

As the tendering process takes some time, GIZ contracted me directly to ensure continuity with project stakeholders from October to December 2017 as the project went out to tender to develop the project strategy in further detail (the headings below are taken from Haynes (2016, p. 4):

1. Capacity Development Support to MoHT Shan State

Aligned with DMPILR Strategy 3, *Human Resource Development*, specifically Actions 3.5 *Training for Regional Departmental Managers on Destination Management* and 3.6 *Communications Technology*;

2. Rethinking Community Based Tourism - a New Strategy

Aligned with DMPILR Strategy 6 *Community Empowerment*, specifically Action 6.2 *Establish Localised Community Tourism Associations*; and Strategy 9 *Improving the Trekking Industry*, specifically Action 9.6 *Develop Practical Standards for Accommodation Providers and Basic Infrastructure Assistance*;

3. Kalaw Tourism Development Strategy

Aligned with DMPILR Strategy 1 *Planning, Management, Sustainable Development & Heritage Conservation*, specifically Action 1.4 *Management Plan for Kalaw*; Action 1.9 *Development of Sustainable Management Practice in Tourism Developments*; Strategy 8 *Product Development*, specifically Action 8.7 *Heritage Rail & Museum*; and Strategy 9 *Improving the Trekking Industry*, all actions;

4. Improving Provision of Services by Associations in the Inlay Region

Aligned with DMPIRL Strategy 5 *Business Development & Support*, specifically Action 5.3 Supporting MSME Development Services.

The above was my professional technical advice for GIZ to follow in the following project. I had joined a tender with PEM Consult, but there was no guarantee they would win, however on 2nd December 2016 I was informed PEM Consult had been successful, and I would resume my role as project Team Leader.

Capacity Development – Tourism & Agriculture: January 2017 – December 2018

The new GIZ *Capacity Development - Tourism and Agriculture* project began on 1 January 2017 and is planned to continue until October 2018. The main significant change to my recommendations from my October to December assignment was the removal of recommendation 4 *Improving Provision of Services by Associations in the Inlay Region*, and replacing it with a new component *Develop and implement three additional pilot projects & Attracting a more critical mass to the region* (Haynes, 2017, p. 3), of which I was asked to design the sub-components in more detail:

Sub-component a: Development of Destination Website

Aligned with DMPIRL Strategy 4 *Marketing and Promotion*, specifically Action 4.1 *Develop an Inlay Region Brand*; Action 4.2 *Develop an Inlay Region Marketing Plan*; and Action 4.3 *Develop an Inlay Lake Region Website*;

Sub-component b: Development of Cycling Routes as a new product

Aligned with DMPIRL Strategy 8 *Product Development*, specifically Action 8.5 *Investigate development of mountain biking routes in the landscape*;

Sub-component c: Tourism Suppliers Fair in Nyaungshwe

Aligned with DMPIRL Strategy 8 *Product Development*, specifically Action 8.4 *Maximise Local Value Chain and seek Value Added Products*;

Sub-component d: Upgrading Nyaungshwe Visitor's Centre

Aligned with DMPIRL Strategy 8 *Product Development*, specifically Action 8.1 *Tourism Information & Heritage Centre in Nyaungshwe*.

With the aforementioned four projects/assignments I used the *document* as a guide to draft project plans and strategies. I questioned whether the DMPILR would have been used if another consultant had designed the projects. My further reflections on the process are discussed in Chapter 9.

8.1.2 *Inle Speaks & Partnership for Change*

Local NGO *Inle Speaks* describes itself as a "community space for knowledge sharing and education seeking to address the issues affecting Inle Lake" (Inle Speaks, 2017), and is funded by the Norwegian NGO Partnership for Change (PfC, 2017).

Whilst not specifically tourism focused, it employs one international tourism expert, and is involved closely with ensuring Inlay Lake remains a sustainable and viable tourism destination that supports local livelihoods (PfC, 2017). Both *Inle Speaks* and Partnership for Change have been very supportive of the DMPILR, and several workshops were held at their premises in Nyaungshwe during the DMPILR research phase. They have used the DMPILR as guidance for their tourism activities. These activities have included the following DMPILR strategies (Allardice, 2016; Sai Win, 2016):

DMPILR Strategy 1:

Inle Speaks is an active participant of tourism dialogue between MoHT and Inlay Lake stakeholders.

DMPILR Strategy 3:

Conducting regular and on-going series of short workshops and seminars including ecotourism, retail improvement, travel agent tour innovation, hotel and restaurant 'green' techniques, etc.

DMPILR Strategy 4:

Development of a *Made in Inlay* brand project to enlist local shops to help visitors identify "Local Products made by Local Hands" (Sai Win, 2016). The goal is to create a *Made in Inlay* shop in Nyaungshwe market that would be an outlet for local, high quality products.

DMPILR Strategy 5:

Coaching local entrepreneurs and local small business owners to improve and expand their current business, including a textile shop, a Shan paper shop, and small travel agencies, etc. In the future this will expand to wider support for the handicraft supply chain.

Supporting local entrepreneurs with coaching on new ideas for product development. Hosting and follow up coaching of a workshop for retail shops and market stalls to help improve the revenue from international tourists.

DMPILR Strategy 7:

Developing pilot projects to improve waste management in Nyaungshwe, and will promote *clean and green* trash collection and management during the *Phaung Daw Oo* October festival.

Development of a 'quiet boat' to reduce noise on the lake with an improved muffler and exhaust system.

DMPILR Strategy 8:

Providing on-going training to tour guides related to diversification of their activities and improvement in interpretation skills.

8.1.3 Luxembourg Agency for Cooperation and Development (Lux-Dev)

Lux-Dev is the aid agency of Luxembourg, handling its official development assistance programme. Lux-Dev has been implementing the €5.5 million *Human Resources Development in the Hospitality and Tourism Sector* project since March 2015, and will continue through to February 2020 (Lux-Dev, 2017). The overall objective of the project "is to achieve the goal of the Myanmar Tourism Master Plan 2013-2020, i.e. to maximise hospitality and tourism contribution to national employment and income generation" (Lux-Dev, 2017). Its specific objective is to "build human resources capacity and promote service quality in the tourism sector in line with orientations of the strategic programme II of the Myanmar Tourism Master Plan" (Lux-Dev, 2017).

For the duration of 2017, Lux-Dev supported a Tourism focused Technical, Vocational Education and Training (TVET) in Nyaungshwe, developed from DMPILR Strategy 3, Action 3.3. In late 2018 Lux-Dev plans to enter into discussions with the Shan State Government to develop into an Inlay Tourism Campus, based upon Strategy 3 *Human Resource Development* Action 3.2 *Develop an Inlay Lake Region Technical and Vocational Education and Training (TVET) School*, as well as Action 3.3 *Develop a Mobile TVET Unit* (Penfold, 2017).

8.1.4 Business Innovation Facility – Product Innovation and Packaging Competition (UK Aid)

The Business Innovation Facility (BIF) is a five-year (2014-9) UKAid funded market systems development programme that aims to improve the lives of the poor in three countries: Malawi, Myanmar, and Nigeria (Business Innovation Facility, 2016). In June 2015, BIF launched the *Product & Package Innovation Competition (PPIC)* through Myanmar Business Consultancy Company *HamsaHub* (Business Innovation Facility, 2016; Hamsahub, 2017). The PPIC awards successful applicants up to GBP £14,000 in grant funding, technical assistance or a combination of the two, to support players in the Myanmar tourism market to develop and pilot inclusive tourism packages and products.

Although the PPIC did not develop directly as a result of the DMPILR, the need for new products was discussed with the BIF Regional Manager in 2014, and used as one of their supporting documents (Thuta Aung, 2015), closely related to DMPILR Strategy 5 *Business Development and Support* and Strategy 8 *Product Development*. As of January 2018, the following awards have been given to 6 small businesses in the Inlay Lake Region:

1. *Farmer Hut Special Lunch from Inle;*
2. *Establishing Social-Business for the Longevity of Authentic Inlay Silk Weaving from Inlay;*
3. *Equestrian Tour from Nyaungshwe;*
4. *Canoe trip by local people of Pauk Par village;*
5. *Kalaw Community Tourism Project;*
6. *Excellent Trekking Lodge.*

8.1.5 *The World Bank/International Finance Committee*

In October 2015 I was approached by a Senior Operations Officer member of the *World Bank International Finance Committee* (IFC), who informed me the World Bank Group were planning to "support the preparation of a sustainable tourism program with a focus most likely on regulatory issues and destination management" in the Inlay Lake Region (Schnider, 2015). I forwarded the DMPILR and other documents to them, and followed up with a number of meetings with their planning team over the following 18 months, as their intention was to set up an *Inlay Lake Destination Management Organisation*, as per DMPILR Strategy 1. On 4 June 2017 the IFC held an initial stakeholder consultation workshop at Inlay Lake to discuss planning for the proposed DMO project, which would likely begin on the ground in mid 2018 (Schnider, 2017).

8.1.6 *Istituto Cooperazione Economica Internazionale*

In August 2016 I was contacted by the Director of the Italian NGO *ICEI* (Istituto Cooperazione Economica Internazionale) to provide input into the design of a new 3 year, €3 million planned project in the Inlay Region (Paoli, 2016). I forwarded the DMPILR to them, and we discussed the topic of Heritage Interpretation (DMPILR Strategy 8 *Product Development*, Action 8.2 *Interpretation Plan*), which seemed to fit well with their needs and intentions. From this *ICEI* developed the *Economic Promotion of Inle Communities through cultural and natural heritage valorisation* Project (ICEI, 2017), with the project "based [on the] Destination Management Plan for the Inlay Lake Region 2014-2019" (ICEI, 2016). The project began in April 2017 and will continue until April 2020.

8.1.7 *Reflection on DMPILR use by Development Partners*

One of the purposes of the DMPILR was to guide Development Partners in designing their programmes of intervention in the Inlay Lake Region. Whilst clearly some have used the DMPILR, no development partner has followed precisely a strategy, and much remains *ad-hoc*. In my own work I have used the DMPILR to design strategies for my work with GIZ and by providing advice to other Development Partners. It is difficult to say whether or not this would have been the case had I not been here, and as such it is not so clear to evaluate whether or not the DMPILR is 'successful' in the sense of guiding development policy and projects. Chapter 9 reflects in more detail on this.

The following section discusses DMPILR *document* use by the Shan State regional government and institutions, and the challenges faced in implementation from the public sector.

8.2 Usage by Regional Government - Shan State MoHT

MoHT Shan State (officially *Shan State Department of Tourism, Myanmar Ministry of Hotels of Tourism*) received the Myanmar Language DMPILR *document* in September 2015 from ICIMOD (van Strien, 2015b). 300 copies were given to MoHT Shan State, who distributed to the regional *Myanmar Tourism Federation* Associations, leading Private Sector representatives, its offices throughout the state, and to the state level government and line departments (Htin Aung Naing, 2015a). 150 copies were also given to Union MoHT.

MoHT Shan State received a small number of the English Language DMPILR shortly after it was completed in October 2014 as well as the PDF version, however use was limited due to the limited use of English within the department, relying on informal translations courtesy of *Inle Speaks* (Sai Win, 2015). In January 2015 ICIMOD organised a two day DMPILR 'handover training' for MoHT Shan State in Taunggyi (van Strien, 2015a), as discussed in Chapter 6 Section 15.

At the 'Kick-off' workshop for the GIZ/PEM *Shan State Tourism Development Project* on 11 July 2015 (attended by over 100 Inlay regional tourism stakeholders), the Director of MoHT Shan State presented PowerPoint slideshow to re-introduce the DMPILR, and provided an informal translation of the DMPILR strategies. I held a separate meeting with the Director after the workshop, who told me through translation that he would like to use the DMPILR *document* as a strategy document for MoHT Shan State, and if I could facilitate its speedy translation (Htin Aung Naing, 2015b). I said I would follow this up with ICIMOD, and did so the following week.

After I took over the *Shan State Tourism Development Project* in October, I held a planning meeting with the Director of MoHT Shan State to discuss cooperation and strategic direction of the project (Htin Aung Naing, 2015c). By this time MoHT had the official Myanmar DMPILR *document*, and the Director made it clear he wanted to use it as a strategy guidance document for the Inlay Region and requested project support in implementation. While the

Shan State Tourism Development Project would not directly implement the DMPILR, I would use the project to support its implementation by Shan State MoHT as much as possible.

I agreed to use the *Shan State Tourism Development Project* to financially and technically support a series of stakeholder workshops in Nyaungshwe with the objectives of re-introducing the DMPILR to a wider stakeholder group, supporting the setup of a *Destination Management Committee* comprising active stakeholders representing a broad range of sectors and interests, and to re-design the DMPILR budget for submission to the Shan State Government to include in the state budget. We agreed the long-term aim would be to develop an *Inlay Regional Destination Management Organisation* (as in DMPILR Strategy 1) where MoHT Shan State would be a lead actor. I felt this was the key moment in the handing over and 'localisation' of the DMPILR to the Shan State administrative system.

On 1 April 2016 the new NLD lead government assumed power in Myanmar and announced its new cabinet, including, as Union Minister for MoHT, a well-known Nyaungshwe based hotelier whose team had participated in the DMPILR consultation workshop on 13 March 2014, and who I had known for some time.

During Myanmar's New Year holidays in April, I met the new Union Minister to discuss tourism strategy in the Inlay Region, as well as implementation of the DMPILR. The Union Minister told me he had great trust in the Shan State MoHT Director, and would effectively decentralise tourism management and development activities to MoHT Shan State. He indicated this was in some extent due to the DMPILR providing a strategic direction to MoHT Shan State in the Inlay Region. I also believed MoHT holding copyright for the DMPILR has likely furthered its use as an internal strategy document.

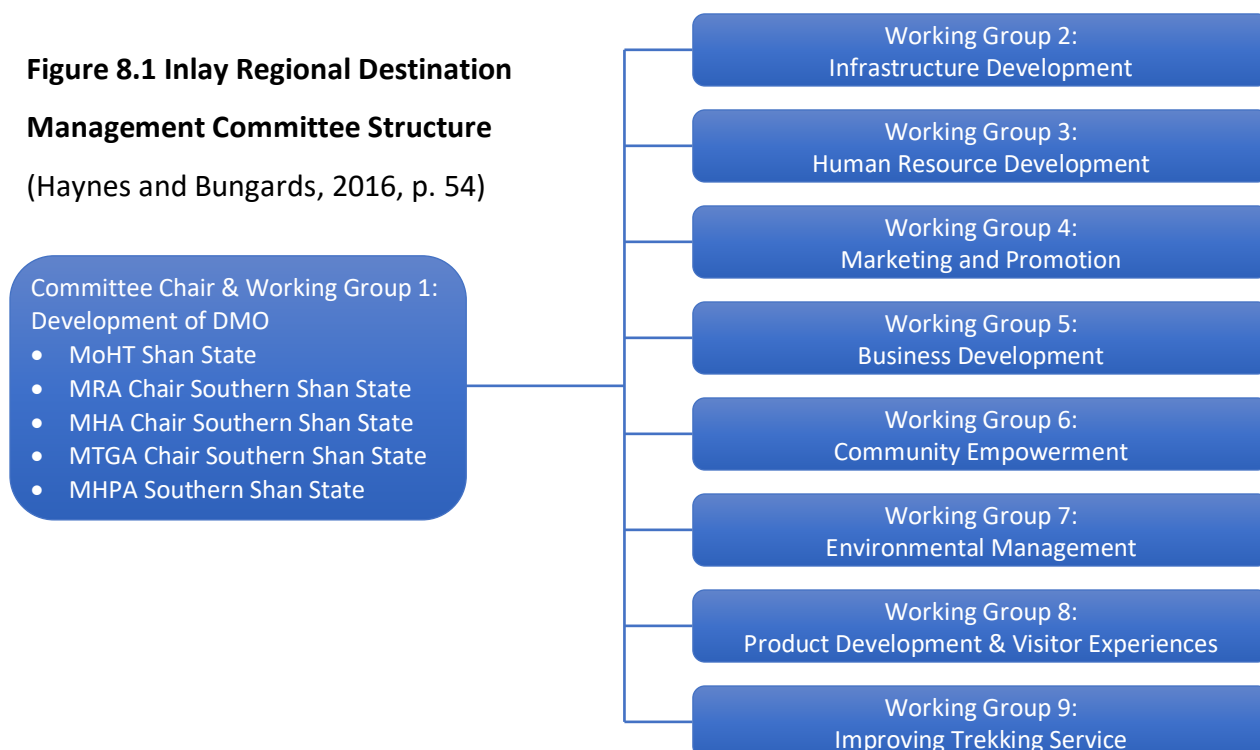
Destination Management Committee

Through the *Shan State Tourism Development Project* we financially supported a series of three workshops lead by MoHT Shan State on 14 and 22 December 2015, and 11 January 2016 to establish a *Destination Management Committee*. I felt this was an important step in furthering local ownership and DMPILR *implementation*, and developing the much needed *Inlay Regional Destination Management Organisation*, as the meetings resulted in defining responsibilities and a structure. The lead bodies were agreed to be:

- Shan State Ministry of Hotels and Tourism (as Destination Management Committee Chair);
- Shan State branch of Myanmar Hoteliers Association;
- Shan State branch of Myanmar Restaurants Association;
- Shan State branch of Myanmar Tour Guides Association;
- Shan State branch of Myanmar Hospitality Professionals Association;
- Nyaungshwe Tourism Service Providers Committee;
- Innthar Culture, Literature & Development Association;
- Danu Tourism Development Support Organisation;
- Parami Development Network (representing Pa-O ethnic group interests);
- Shan State Ministry of Environmental Conservation and Forestry (now Ministry of Natural Resources and Environmental Conservation);
- Shan State Government (represented by the Shan State Ministry of Planning and Investment).

The *Destination Management Committee* was designed as working groups based on DMPILR Strategies, with Working Group 1 being the committee chair and steering committee, guiding the remaining Working Groups based on DMPILR strategies. Each Working Group was comprised of 10 members, each with a chair and vice-chair who would participate in smaller meetings. The structure is shown in Figure 8.1:

Figure 8.1 Inlay Regional Destination Management Committee Structure
(Haynes and Bungards, 2016, p. 54)



The *Destination Management Committee* has met on three occasions since January 2016 (July 2016, December 2016, and June 2017), however capacity both financially and technically remains low, and without full-time staffing or allocated budget, it has assumed the role of a lobbying group.

The 2017-8 *Capacity Development - Tourism and Agriculture* project has a specific component to train and develop the committee, including developing a more detailed financial plan: a number of training courses took place in July and January 2018. These courses culminated with a White Paper on Destination Management Organisation structure and funding submitted to the Shan State Government (through the Shan State MoHT) in January 2018, to reallocate the 2018 budget to support full time staff and budget for an *Inlay Regional Destination Management Organisation*. It is unclear at January 2018 whether this will take place, or what the role of the World Bank/IFC might be in the future.

8.2.1 Reflection on DMPILR use by Shan State Government

I believe the DMPILR has been successful in guiding tourism policy of the Inlay Lake Region, and with the DMPILR embedded within Shan State MoHT. The development of the *Destination Management Committee*, using the DMPILR strategies as a guideline was initiated by Shan State MoHT, which I regard as a strong indication of document ownership.

Both technical and financial capacities remain weak, however. As of January 2018, almost three years since the DMPILR launch, many of the management issues remain the same, and there is still no *Inlay Regional Destination Management Organisation*, although it appears this *may* be addressed in 2018.

I see three main points for reflection: first, the DMPILR *document* should have had a simpler action-plan style design that could be used more readily by the Shan State MoHT; second, the DMPILR should (as originally planned) have been released in both English and Myanmar languages at the same time; and third, resource allocation: without an accompanying financial plan or resources, in the international development context, DMPs can only have a limited effect.

In Chapter 9 I discuss this reflection in more detail, and use it as the basis of developing the *Participatory Destination Management Planning Model* in Chapter 10.

8.3 Strategy and Action Monitoring Tool

Sections 8.1 and 8.2 of this chapter discussed the use of the DMPILR *document* by Development Partners and Shan State Government until January 2018. This does not clearly show how the DMPILR has been *implemented*, as there was no provision for monitoring within the original DMPILR project design. I believe it would have been extremely useful to have a simple monitoring tool, based upon progress of the DMPILR Strategies and Actions that could be used by destination management authorities (i.e. the Shan State Government through the Shan State MoHT), as well as used in longer-term monitoring by the *Himalica Project* Donor (the European Union). The *Himalica Project*, of which the DMPILR was part, was completed in December 2017, and the DMPILR *project* was finalised in January 2015 without a monitoring system in place from the *Himalica Project* or ultimately the European Union donor.

The DMPILR *document* is a planning document, with a planned 5-year lifespan from 2014 to 2019, and as such also needs a longer-term monitoring: I believe completion of any DMP document cannot be measured as a success until the end of the planned implementation period. This highlights the problem of the international development project approach, failing to adequately account for long-term impacts and results of projects long after they

have ended. The tool presented below will not solve this issue, but does provide a straightforward look at Strategies and Actions, how much they have been implemented, and highlighting further issues. It is designed to be used by non-expert staff from destination managers or local NGOs with minimal training, to be visual, and able to be updated regularly.

I have designed the tool based upon the DMPILR case study, however it is simple enough to be developed for use into any DMP that includes implementable strategies and actions. The tool should be an integral part of any DMP and provided with training to the plan's client, the destination managers. I use a reflection of the DMPILR *project, research process, document, and implementation* as of January 2018 as a test case for the tool, and have completed it myself using my own observations as a professional based in the Inlay Lake Region, supporting sustainable development of the destination. I have of course tried to be as impartial as possible, but I will undoubtedly have some positive bias towards proving 'success' of the DMPILR, and the tool would require further independent field-testing, both in the Inlay Lake Region and in other destinations. Nonetheless I feel presenting the tool as below is a key element of this thesis as it further reflects on how the DMPILR has been used to-date, and what I would do differently in the future which I discuss in Chapter 9, leading into a Destination Management Planning Model in Chapter 10.

The tool is a simple strategy and action-based system for monitoring the progress of any DMP, using the DMPILR as a test case.

The tool is divided into Strategies, followed by the strategy's actions. It is the actions that are measured. Each action identifies the 'lead' agency responsible for its implementation; describes any actions taken; dates actions began, and an indication of further actions needed. Each action has a 'percentage completion bar' underneath, presented visually. This is subjective and based on local knowledge of the evaluator, but provides a simple visual indication of progress. As I have used the tool, in some cases I have given a higher 'completion percentage' when the issue of initiating the process may be the biggest hurdle: for example, I have assigned 70% completion for Action 1.1 *Set up a Destination Management Organisation*. This has not been completed, however much background work has taken place, and it will likely be completed by mid 2019. Judging a percentage

completion of an action will always be subjective, and as such the evaluator should be consistent where possible throughout the process: the tool is designed to give an informed indication of progress and not a detailed evaluation. I present the tool in Table 8.1, using a simple Microsoft Word table, in practice I would design a more visual layout.

Table 8.1: Destination Management Plan Monitoring Tool

Strategy 1: Planning, Management, Sustainable Development & Heritage Conservation: To ensure the Inlay Lake Region is managed sustainably where tourism benefits the local population, heritage values are celebrated and is a model for Destination Management throughout Myanmar.										
Action	Lead	Actions Taken					Dates	Further Actions		
1.1 Set up a Destination Management Organisation	MoHT	DM Committee Created, GIZ to support creation of MoHT Destination Management Department, World Bank to create DMO 2018.					Dec 15 on	Process evolving		
% Completed	70%									
1.2 Manage tourism based upon tourism zones	MoHT MoECaF	Not begun.						Review		
% Completed	0%									
1.3 Management Plan for Nyaungshwe	MoHT Township Committee	Strategy to improve tourism infrastructure & cleanliness begun, township discussions of relocating boat jetty.					April 16 on	Process evolving		
% Completed	50%									
1.4 Management Plan for Kalaw	MoHT Township Committee	GIZ will support the development of the Kalaw Tourism Organisation in 2018, will focus on town planning and heritage building re-development guidelines.					2018 on	Process evolving		
% Completed	20%									
1.5 Set-up System to Forecast Tourism Growth & Overhaul of the Inlay Zone Entrance Fee	MoHT Shan State Government	GIZ is supporting MoHT analyse tourism data. Inlay Zone Fee has been extensively discussed within Shan State Government and will stay, subject to annual review.					Dec 15 on	Monitor annually		
% Completed	80%									
1.6 System to Review Tourism Investment and Proposals	MoHT Township Committees	MoHT & Shan State government liaise more closely to review tourism business licencing.					Oct 15 on	Deadline for all tourism businesses to be licenced set at Oct 16.		
% Completed	80%									
1.7 Heritage Site-Specific Management Plans	MoHT Relevant Cultural Departments	ICEI will start looking at management plans for a small number of sites in 2018 as part of their Interpretation Plan.					Jan 18 on	Needs further technical support		
% Completed	20%									
1.8 Visitor Management support to Religious Sites and Buildings	MoHT Religious Site Trustees	Not begun.						MoHT discuss with trustees to discuss support needs		
% Completed	0%									

1.9 Development of Sustainable Management Practice in Tourism Developments	MoHT Supporting Development Partners	MoHT, Tourism Associations, and private sector have received various training courses and support from GIZ, UKAid, Partnership for Change, the ILO and Lux-Development.	On going	MoHT to continue to seek support
% Completed	70%			
1.10 Provide support to the Inlay Lake Hotel Zone	MoHT Shan State Government	Development at the hotel zone has been stalled, as of writing only two structures have been built, none are operating as hotels. Meanwhile Nyaungshwe has seen considerable development. Public forums in Shan State have discussed the possibility of abandoning the site and creating a park in its place.	July 16	Monitor
% Completed	0%			
1.11 Boat Traffic Management Plan	MoHT Inle Speaks	<i>Inle Speaks</i> have attempted to promote a 'quiet' boat, however there has been little take up from boat owners and operators.	Sept 15	MoHT to discuss with water transportation department
% Completed	40%			

Strategy 2: Infrastructure Development: To sustainably develop and manage the Inlay Lake Region's infrastructure maximising the use of low-carbon technologies whilst providing excellent services to the regions businesses and communities.

Action	Lead	Actions Taken	Dates	Further Actions
2.1 Create a Detailed Inlay Regional Transport Plan	MoHT Transportation Department	Not begun: inter-destination private sector lead public transport has improved greatly, however it is not coordinated overall.	On going	Monitor: plan may not be relevant anymore
% Completed	40%			
2.2 Electricity Supply Strategy	Department of Electrical Production	Government policy supports rural electrification, and some Development Partners have been supporting village based grids. GIZ conducted a financial assessment on renewables, but there was little demand due to costs.	On going	Shan State Government is leading
% Completed	30%			
2.3 Water Supply Strategy	Township Committees	Anecdotally the water table in Nyaungshwe is becoming lower and groundwater polluted (based on conversations with property owners) and is needed. Issue has not been tackled.		Township Committees to consider
% Completed	0%			
2.4 Communications Technology Strategy	Private sector telecoms	Situation has improved dramatically.	Nov 14 on	No support needed
% Completed	100%			
2.5 Investigate Regional Bus Services	Department of transportation	Not begun: no tourist-friendly public transport exists.		Review
% Completed	0%			

Strategy 3: Human Resource Development: To provide a motivated and well trained Visitor Economy workforce that is competitive, knowledgeable and able to meet the demands of a world-class destination.										
Action	Lead	Actions Taken					Dates	Further Actions		
3.1 Risk Assessment and Incident Planning Training	MoHT Tourism Police	MTGA has supported first aid training with tour guides, but destination level incident planning has not, few local operators practice risk assessments.					On going	Seek support		
% Completed	20%									
3.2 Develop an Inlay Lake Region Technical and Vocational Education and Training (TVET) School	MoHT Ministry of Culture	Construction for the Nyaungshwe Vocational Training School was completed mid 2015, however it lacks a curriculum. Lux-Development is considering longer term support. The Inle Heritage Hospitality Vocational Training Centre trains 40 local trainees annually in the hospitality industry.					June 16 on	Lux-Development supporting		
% Completed	60%									
3.3 Develop a Mobile TVET Unit	MoHT Lux-Development	Lux-Development will implement a Tourism TVET bus in late 2016.					June 16 on	Lux-Development supporting		
% Completed	20%									
3.4 Sponsorship for Inlay Lake Region residents to receive managerial level training	MoHT IHHVTC Development Partners	Many Development Partners are supporting skills upgrading in the region, The Inle Heritage Hospitality Vocational Training Centre supports local skills progression.					On going	Further support needed		
% Completed	40%									
3.5 Training for Regional Departmental Managers on Destination Management	MoHT GIZ ICIMOD	ICIMOD supported MoHT destination management training, GIZ has been supporting MoHT specifically, as well as training 24 destination based tourism 'facilitators', including 5 staff from MoHT offices in Nyaungshwe, Kalaw and Taunggyi. GIZ continuing training programme to MoHT in 2017-8.					Jan 15 on	Further training support needed, especially with Shan State Government, Township Committee level and with Wildlife Conservation Departments		
% Completed	70%									
3.6 Communications Technology	Private sector	Communications technology has improved greatly in the region, GIZ and <i>Inle Speaks</i> have provided CT training, and private sector companies offer paid-for services.					On going	No support needed		
% Completed	70%									

Strategy 4: Marketing and Promotion: To attract visitors that wish to celebrate the beauty and diversity of the Inlay Lake Region's cultural and natural heritage and contribute positively to the region's Visitor Economy.									
Action	Lead	Actions Taken				Dates	Further Actions		
4.1 Develop an Inlay Region Brand	MoHT <i>Inle Speaks</i>	<i>Inle Speaks</i> has been supporting the development of a 'Made in Inle brand. World Bank plans a 'branding exercise' in 2018.				Jan 16 on	Continue support		
% Completed	40%								
4.2 Develop an Inlay Region Marketing Plan	MoHT Tourism Associations	GIZ is supporting website and digital marketing plan in 2017-18, may develop further in 2019.				May 17 on	Continue support		
% Completed	60%								
4.3 Develop an Inlay Lake Region Website	MoHT Tourism Associations	GIZ supported during 2018, planned website launch March 2018.				June 17 on	Further support needed		
% Completed	90%								
4.4 Provide Marketing Support to Private Sector and Attractions	MoHT GIZ <i>Inle Speaks</i> UKAid	GIZ has been providing small scale marketing support to businesses and trained 24 tourism facilitators in marketing skills. UKAid through the Business Innovation Facility have delivered two, week long private sector focused marketing trainings. <i>Inle Speaks</i> provides small scale support to local tour operators.				May 15 on	Continue support		
% Completed	50%								
4.5 Tourism Map and Booklet	MoHT <i>Inle Speaks</i>	<i>Inle Speaks</i> in conjunction with MoHT produces an annual tourism map of Nyaungshwe and Kalaw.				Oct 15 on	Monitor		
% Completed	100%								
4.6 Upgrade Inlay Lake Zone Fee Ticket Design	MoHT Zone Fee Franchisee	Ticket upgraded and includes basic information to how the money is spent, however it is not fully clear.				April 16	Monitor		
% Completed	80%								

Strategy 5: Business Development & Support: To support private sector businesses to be competitive, deliver a high quality service and facilitate access to high quality training, business development support and marketing.									
Action	Lead	Actions Taken				Dates	Further Actions		
5.1 Establish an Inlay Region Business Forum	Tourism Associations	GIZ has supported discussions with local Tourism Associations, but a forum has not yet been established, despite local demand. World Bank established <i>Inle Woman's Business Entrepreneurs Association</i> in August 17.				May 15 on	Continue support		
% Completed	40%								

5.2 Entrepreneurial Training	Development Partners	Support has been provided by GIZ, <i>Inle Speaks</i> , UKAid, and the ILO, and will continue in the future.	Jan 15 on	Continue support
% Completed	90%			
5.3 Supporting MSME Development Services	Tourism Associations GIZ	GIZ trained 24 locally based tourism facilitators, and plans to work with Tourism Associations to develop permanent support services in 2017.	March 16 on	Continue support
% Completed	40%			

Strategy 6: Community Empowerment: To ensure the equitable participation of host communities in the tourism development decision making process and to ensure benefits of tourism reach them.

Action	Lead	Actions Taken	Dates	Further Actions
6.1 Encourage Implementation of the Myanmar Responsible Tourism (RT) Strategy and Community Involvement in Tourism (CIT) Policy	MoHT Development Partners	GIZ trained 24 locally based tourism facilitators that included support of these policies. MoHT promotes their usage where possible, and Union Policy is supportive.	On going	Continue support
% Completed	80%			
6.2 Establish Localised Community Tourism Associations	MoHT Development Partners	GIZ will support setting up associations in the Kalaw trekking villages in 2018.		Continue support
% Completed	30%			
6.3 Mobile Tourism & Gender Awareness Team	MoHT GIZ	GIZ has provided village based tourism awareness training in Inlay Lake Villages and the Kalaw trekking communities.	Feb 16 on	Continue support
% Completed	60%			
6.4 Set up a Land Use Forum	MoHT Shan State Government	Not begun: issues with land ownership remain.		Review & seek support
% Completed	0%			
6.5 Implement Language Improvement Programme in Communities	MoHT Development Partners	Not begun: relevant for communities engaging with tourists.		Review & seek support
% Completed	0%			

Strategy 7: Environmental Management: To ensure environmental management best practices within the Inlay Lake Region, providing a healthy and productive landscape that is able to support the needs of future generations.

Action	Lead	Actions Taken	Dates	Further Actions
7.1 Establish an Environmental Task Force to Tackle Immediate Issues	MoHT Township Committees Shan State Government	The Shan State Government is in the process of creating an Inlay Lake Authority with an executive (implementing) branch.	May 16 on	Review & seek support
% Completed	20%			
7.2 Inlay Lake Factsheets	ICIMOD <i>Inle Speaks</i>	The factsheet series has been reviewed by <i>Inle Speaks</i> and was printed in August 2016.	Aug 16	Monitor use
% Completed	100%			

7.3 Options for Green Technologies in Sustainable Management	Shan State Government Development Partners	Some efforts have been made to encourage organic farming, solar power, and alternative fuels for boats, but these remain uncoordinated.	On going	Review & seek support
% Completed	10%			
7.4 School Environmental Education Programme	Township Committee Education Department	Not begun: still relevant.		Review & seek support
% Completed	0%			
7.5 Environmental Education Boat on Inlay Lake	Township Committee GIZ	Not begun, however GIZ supported a series of training courses in 20 lake and lakeside villages in 2016. Environmental issues remain as there is a lack of affordable solutions.	Feb 16 on	Review: an outreach programme may be more effective
% Completed	30%			
7.6 Establish Community Environmental Action Teams	Township Committee <i>Inle Speaks</i> Save the Inle Private Sector Hotels	Nyaungshwe Township Committee organises weekly town clean-ups and has improved waste collection services. <i>Inle Speaks</i> has developed a ward-level collection service in Nyaungshwe. Local NGO <i>Save the Inle</i> conducts clean ups on Inlay Lake, various local hotels conduct local community environmental action days.	On going	Monitor
% Completed	80%			
7.7 Investigate the Introduction of Fuel-Efficient Stoves or Improved Firewood Management	Township Committee MoECaF	Not begun: still relevant.		Review & seek support
% Completed	0%			
7.8 Removal of Plastic Packaging from the Inlay Lake Region	Township Committee MoECaF	Not begun: plastic bags remain a huge problem in the region despite clean-up efforts.		Review & seek support
% Completed	0%			
7.9 Local Knowledge and Beliefs Study	Development Partners	Not begun: relevant for community support work.		Review & seek support
% Completed	0%			

Strategy 8: Product Development: To provide the visitor to the Inlay Lake Region with a world-class experience, maximising the sustainable use of the region's outstanding beauty and resources in a responsible and culturally appropriate manner.

Action	Lead	Actions Taken	Dates	Further Actions
8.1 Tourism Information & Heritage Centre in Nyaungshwe	MoHT Tourism Associations	GIZ supported the upgrading of the Nyaungshwe Visitor's Centre in 2017, and will complete by Match 2018.	July 17 on	Monitor
% Completed	90%			

8.2 Interpretation Plan	MoHT	ICEI launched Interpretation Planning Project in January 2018, aims to launch late 2018.	Aug 2017 on	Continue support
% Completed	50%			
8.3 Development of Fair Trade Handicrafts and Sustainable Development of Artisans	MoHT <i>Inle Speaks</i>	<i>Inle Speaks</i> has been supporting the development of a "Made in Inle" brand, but this is small scale and wider support is needed. GIZ supported first trade fair in September 2017 with MoHT, aim to be yearly event.	Jan 16 on	Review & seek support
% Completed	60%			
8.4 Maximise Local Value Chain and seek Value Added Products	MoHT GIZ	Module C of GIZ's Shan State Tourism Development Project supports development of local tourism supply chains. Actions have included local product promotion sessions, and linking suppliers with local hotels. There is a good level overall of local product integration within tourism supply chains (e.g. hotel furniture is made locally).	Oct 15 on	Monitor
% Completed	80%			
8.5 Investigate development of mountain biking routes in the landscape	MoHT Tourism Associations Private Sector	Some private sector operators offer good quality mountain bikes for hire, however there are still no designated routes or circular tracks. Improving cycling infrastructure is still needed.		Review & seek support
% Completed	0%			
8.6 Upgrade Museum in Nyaungshwe	MoHT Ministry of Culture Tourism Associations	Museum upgrading has been discussed, however issues remain between ministries preventing further development.	July 16 on	Monitor
% Completed	10%			
8.7 Heritage Rail & Museum	MoHT Ministry of Transport	The Ministry of Transport will lease one room in the Kalaw Railway Station as a franchise for a coffee shop and small railway museum, to be supported by GIZ in 2018.	2018 on	Continue support
% Completed	30%			

Strategy 9: Improving the Trekking Industry: To transform the Inlay Lake Region into a centre of cultural and natural heritage trekking excellence, with Kalaw becoming the leading trekking destination in Myanmar.

Action	Lead	Actions Taken	Dates	Further Actions
9.1 Trekking Operator Forum	MoHT MTGA GIZ	A series of trekking forums was initiated by GIZ in February 16 and will take place 6-monthly.	Feb 16 on	Monitor
% Completed	100%			

9.2 Trekking Information Centre Kalaw	MoHT MTGA GIZ	MoHT is developing a Tourism Information Centre in Kalaw that will open in September 2016. GIZ provided training to MoHT staff who will operate the centre.	March 16 on	Monitor
% Completed	80%			
9.3 Improve Trekking Operator Standards and implement Guidelines and Codes of Practice	MoHT MTGA GIZ	MoHT is working with GIZ and MTGA to develop a trekking operator code of practice to be completed late 2016.	July 16 on	Monitor
% Completed	80%			
9.4 Development of Differentiated Trekking Products Dependent upon Route and Activity	MoHT MTGA Private Sector GIZ Tourism Associations	New trekking routes and products are being developed, GIZ has supported the development of trekking in the Danu and Pa-O SAZs.	Dec 14 on	Monitor
% Completed	60%			
9.5 Food Preparation Training Programme in Communities	Tourism Associations GIZ	GIZ has conducted training of trainers in cooking hygiene skills in the Danu and Pa-O SAZ tourism host communities, and will continue in the Kalaw to Inlay trekking area late 2016.	Nov 15 on	Monitor
% Completed	70%			
9.6 Develop Practical Standards for Accommodation Providers and Basic Infrastructure Assistance	MoHT Private Sector GIZ Tourism Associations	GIZ has supported good practice training for host communities in the Danu, Pa-O, and Kalaw to Inlay trekking area. In late 2016 it will publish a "Community Involvement in Tourism" operator's manual, aimed at host community accommodation providers.	Feb 16 on	Monitor
% Completed	80%			
9.7 Trekking and Tourism Training for Existing Guides and Local Communities	MoHT MTGA <i>Inle Speaks</i> Lux-Development	MTGA and <i>Inle Speaks</i> is supporting an on going training and skills upgrade programme for tour and trekking guides. Lux-Development is leading the development of a national guides curriculum.	On going	Monitor
% Completed	50%			
9.8 Implement a Trekker's Charter	MoHT MTGA GIZ	GIZ has developed a "How to be a better traveller" cartoon series aimed at trekkers. It will be distributed to regional trekking operators and accommodation providers in August 2016.	Feb 16 on	Monitor
% Completed	90%			

Although subjective, and effectively the opinion of the evaluator (as indeed with many evaluation tools in general) the tool does provide a simple overview of actions taken as part of a DMP, and would be useful in longer term monitoring. In an ideal scenario the tool should be used by both an internal and external assessor: the internal assessor provides knowledge of the area and context, whilst the external assessor (should) reduce bias.

Using the DMILR case study, the tool shows that there has been progress on most actions, with Strategy 7 *Environmental Management* being the least implemented. The tool does not clearly show if implementation of actions is a *direct* result of the DMPILR: this may not be so important for a destination manager, but would be important when evaluating an international development project: use of the DMPILR is inferred, but not proved. It is therefore difficult to precisely measure its influence, especially with regard to the development of regional infrastructure or national policy, however the weight of combined monitoring points to the DMPILR as having been influential in the development of the destination.

In the case of the DMPILR, the tool shows that implementation has not been based on a linear progress of strategies and actions, (which were ranked in order of importance see Chapter 6 Sections 10 and 11), but more likely on the needs of the relevant Development Partner. For my own experiences with GIZ as a project Team Leader for example, I was under pressure to deliver quick and visible results within short timeframes. This encourages a focus on the easier short-term actions (such as providing training) as opposed to the longer-term challenges of setting up complex management structures that are not always visible.

In the case of monitoring the success of the DMPILR for the *Himalica Project* it simply is too late. The DMPILR *project* was considered completed by early 2015, with updates feeding back to ICIMOD as a result of my own continued involvement in the region (perhaps acting as a 'champion' for the DMPILR). If the DMPILR *project* was to be evaluated as a success by late 2017, there was and is no structure of feeding this information back to the European Union as the financial donor.

The implications are that if any Destination Management Planning project (or similar planning project) cannot show results at completion (typically final document publishing), it

may not be seen as a success. Such development projects do not allow for the long-term reflection upon successes, failures, or influence, leading to the same mistakes being made, and the focus on short-term gains. This I feel will not change in the short term, and as a result I thought there was a need to look at how similar planning projects could be evaluated upon completion, i.e. after the final planning document is published, or shortly after. This led me to develop the *DMP Evaluation Tool* in the following section.

8.4 Destination Management Plan Evaluation Tool

I believe the overall function of any DMP is to initiate positive change. Realistically, implementation of any DMP will not be linear, and some strategies will be adopted, others will cease to be relevant (for example in the case of the DMPIRL Action 2.4 *Communications Technology Strategy*), and new strategies and actions may be introduced due to changing circumstances. As discussed in Chapter 2 pages 54-56, local participation and ownership is considered by the international development community as one of the vital factors for a project's 'success'. Of course, a plan is only useful if it is used, but evaluating who is using it, for example destination managers, the local business community, and/or Development Partners can demonstrate a plan's 'reach'. In the long-term looking at whether a plan has initiated positive change will be a significant factor in considering it successful or not.

As discussed above and in Chapter 2 pages 47-51, the international development project process and cycle does not allow time for longer-term evaluation, and places success factors in the short term. For example, the *Himalica Project* evaluation for the DMPIRL was the output of a "Sustainable tourism destination plan for Inlay region" (ICIMOD and MIID, 2014, p. 3), with two indicators:

... action research initiative[s] on tourism or ecosystem services developed and under implementation with implementing bodies.

(ICIMOD and MIID, 2014, p. 3)

120 staff from government and non-government bodies have received CCA [Climate Change Adaptation] training.

(ICIMOD and MIID, 2014, p. 4)

The output and indicators were to be measured in the final report, submitted to ICIMOD in October 2014, that summarised "The project has clearly met and exceeded its intended

outcomes in terms of facilitatory processes and outputs" (Haynes, 2014c, p. 8). The project report was accepted by ICIMOD and the *Himalica Project*, thus deeming the DMPILR *project* a success, and showcased at the "Mountain People Adapting to Change: Solutions Beyond Boundaries Bridging Science, Policy and Practice" conference on 11 and 12 November 2014 (ICIMOD, 2014a).

Essentially the DMPILR *project* and thus the DMPILR *document* was evaluated as a success as the document had been completed, but not its impact.

Upon reflection I believed this did not go far enough into evaluating the DMPILR, as was common in my professional experience. By looking at the process of developing the DMPILR more deeply, the process of ownership and engagement with 'client' and local stakeholders, and making an evaluation on whether the DMPILR had influenced positive change would be of significant value both specifically to the DMPILR and for future DMPs. This led me to develop the following *DMP Evaluation Tool* that could be used for any DMP based on the DMPILR case study. As with the *Strategy and Action Monitoring Tool*, I have used the DMPILR as a test case. As with the previous tool, I have tried to be as impartial as possible, but of course it is again based on my subjectivity. Again, the tool would require further and independent field-testing.

The tool has 10 themes (or indicators), each with a number of scenarios. Each scenario has a value 'band'; the evaluator gives a value based upon their judgement. For example, Scenario 1a. *Process supported by Client: initiated by client with specific request for assistance* has a band of 7-10. If the *Client* sought out a Development Partner to conduct a DMPP independently, I would mark '10'. However, if the *Client* had been approached first by for example a consultant, who suggested they contact a Development Partner to lead a DMPP, I would mark a 7-8, depending upon how I understood the local context. The assessor must make a judgement on how a particular *scenario* should be scored. Refer to Table 8.3 to see how I have completed the tool as an example.

The score bands differ between the *scenarios* as each *theme* contains a different number of *scenarios*, and I felt it would be more presentable for the model to have each theme adding to 10 (and 100 for the whole tool). The maximum score possible is 100 for a well developed,

supported, and implemented DMP that affects positive change. As such scoring will always be subjective, space is provided for a descriptive note to clarify why the assessor gave the particular score.

The theme indicators progress with time, meaning indicator 1 can be tested upon beginning the process, with indicator 10 being only possible some time after the destination management planning document has been completed. As such the tool can be used to monitor the evolution of a DMP, from inception; research gathering; stakeholder engagement and involvement; adoption by destination managers implementation by Development Partners; through to making an evaluation on long-term success of initiating positive change.

I have incorporated score 'ranks' for the overall success of the plan, ranked simply by *Excellent, Good, Poor, and Unsuccessful*, followed by a short description of the rank, these are displayed at the end of the tool on page 319.

As the DMPILR began with Union MoHT, they may be considered as the client, with a subsequent handing over to their representative department in Shan State. I have provided my judgement and made comments as I see fit my knowledge of the DMPILR in January 2018 in Table 8.2

Table 8.2 Destination Management Plan Evaluation Tool

Destination Management Plan Evaluation Tool			
Theme	Score band (score only one scenario per theme)	Given Score	Reasoning
1. Process supported by Client <i>Inception Phase</i>			
a. initiated by Client with specific request for assistance	7-10		
b. the need for a DMP is suggested to the Client who subsequently supports the idea	3-6	6	DMPs are included under the Myanmar Tourism Master Plan; MIID/ICIMOD approached MoHT to seek interest in developing the DMP.
c. conducted without consultation of Client	1-3		
2. Level of Client Engagement during ToR Development? <i>Inception Phase</i>			
a. Provides ToRs themselves	8-10		

b. ToRs written by partner with subsequent revisions and comments by Client	5-7	6	Overall outcomes were discussed with MoHT and ToRs approved with active encouragement.
c. ToRs are accepted by Client without comments	3-4		
d. ToRs are not presented to Client	1-2		
3. Involvement of Client during research phase(s) <i>Research Phase</i>			
a. Staff are actively engaged and lead the process with technical support from partner	9-10		
b. Staff are embedded within partner organisation	7-8		
c. Staff are not embedded but process maintains a high degree of oversight from Client	5-6	6	MoHT staff were not directly involved (for reasons discussed within this text) but maintained an active interest throughout.
d. Client is supportive but is not involved in the process	3-4		
e. Client is not supportive	1-2		
4. Destination Branch Offices of Client Supportive and Involved <i>Launch Phase</i>			
a. Client Branch Office assumes ownership of DMP and implements	7-10	8	After a slow start, MoHT Shan State has embraced the DMP with implementation beginning.
b. Client Branch Office supports DMP and partially implements	3-6		
c. Client Branch Office displays DMP on shelf but does not implement	2-3		
d. Client Branch Office does not show any knowledge of DMP	1		
5. Destination Business Associations Supportive and Involved <i>Launch Phase</i>			
a. Business Associations feel DMP is relevant to their needs and supports Client in implementation	6-10	8	Good support from MTGA, Hotel, and Restaurants Association, with Shan State members actively participating in development and DMP Committee.
b. Business Associations feel parts of DMP are relevant and partially implements	2-5		
c. Business Associations feel DMP is not relevant and do not support	1		
6. Destination Private Sector Supportive and Involved <i>Launch Phase</i>			
a. Private Sector feel DMP is relevant to their needs and supports Client in implementation	6-10		
b. Private Sector feel parts of DMP are relevant and partially implements	2-5	5	Private Sector use the DMP for training purposes, lack of availability had reduced its potential use by investors.

c. Private Sector feel DMP is not relevant and do not support	1		
7. Ownership of Completed DMP Launch Phase			
a. Client feels the DMP belongs to them and reflects their development goals	6-10	10	Very strong ownership of DMP by MoHT, likely enhanced as they are copyright holders and publishers.
b. Client supports DMP but does not consider it belongs to them	2-5		
c. Client does not feel the DMP is relevant to them	1		
8. Destination Stakeholders Aware and Supportive? Launch Phase	10		
a. Destination based stakeholders are aware of the DMP, feel they have contributed to it, and consider it relevant	6-10	6	There is a high-level of awareness of the DMP in the destination, however there are uncertainties (mostly financial) about its implementation.
b. Destination based stakeholders are supportive, but feel DMP does not belong to them	2-5		
c. Destination based stakeholders are not aware of the DMP	1		
9. Development Partners adopt DMP Launch Phase to one year after launch			
a. A single development partner agrees to fund all strategies and actions of DMP unilaterally	10		
b. Key strategies are adopted by Development Partners and fund/support implementation of full strategies	8-9		
c. Many Development Partners show interest in DMP and fund/support implementation of various strategies	6-7		
d. Some Development Partners show interest and fund/support implementation a significant number of actions	4-5	5	A mix of Development Partners, including GLZ, <i>Inle Speaks</i> , Partnership for Change, Lux-Development and the World Bank have used the DMP to develop their support strategies in Shan State.
e. Development Partner support is sporadic	2-3		
f. DMP is ignored by Development Partners	1		
10. DMP initiates process of positive change Two to three years after launch			
a. DMP has clearly influenced decision makers, has been adopted by government and used in formulation of both government and development partner policy, and	8-10		

shows visible impacts of implementation			
b. DMP has clearly influenced decision makers, has been adopted by government and used in formulation of both government and development partner policy, but little has been implemented	6-7	7	MoHT Shan State has adopted the DMP as a policy and strategy document, key strategies and actions have begun implementation, however there is still a lot of work required. MoHT was late in receiving Myanmar version.
c. DMP has strong influence on government only	3-5		
d. DMP has strong influence on Development Partners only	3-5		
e. DMP has some influence on government only	2		
f. DMP has some influence on Development Partners only	2		
g. DMP has little or no influence on change process	1		
TOTAL SCORE out of 100		67	

Destination Management Plan Evaluation Rank:	
Score band	Description:
70-100	Excellent: The DMP has a very high level of participation in its development and implementation phase, has clear ownership and is being implemented.
60-69	Good: The DMP has had a good level of partnership in its development, and there have been efforts to implement actions, and the document is used for intended purposes.
50-59	Poor: DMP did not have a good level of participation during development and there is low or unclear local/client ownership.
0-49	Unsuccessful: Broadly the DMP is not being used as intended. There may be parts of it being used, and there may have been areas of participation, but these are relatively small.

As discussed above, I have tested the tool using my own subjective (and inevitably biased) understanding of the process of developing and subsequent usage of the DMPILR *document*, with my evaluation placing it in the 'good' score band. Using the tool has helped me reflect more upon the process of researching and designing the DMPILR *research process* and *document* which I discuss further in Chapter 9.

Importantly I feel the tool is relatively straightforward, and could be used by an internal or external evaluator from a development partner or client organisation without much training. Such a tool can be used to gain an *indication* of success during any DMP research process and relatively quickly after launch until theme 8, adapting the *DMP Evaluation Score* proportionally. The scoring system is a little clumsy as the different themes have differing numbers of components, as I feel for clarity, the tool should add up to a round number.

The tool needs further field-testing independently, and I believe could be easily adapted for any international development planning project. I must emphasise that this tool should not be the only tool used to evaluate a project, but should be part of wider and more detailed evaluations.

8.5 Summary

This chapter has explored how the DMPILR *document* has been used as of January 2018 based upon my own knowledge and observations of working within the Inlay Lake Region. I have used this to develop two tools, one to monitor the progress of DMP implementation, the other to evaluate the plan's success. I have tested both tools using the DMPILR as a test case. Undoubtedly, I will have unintentional bias when evaluating what has been a central part of my life for four years at the time of evaluation in January 2018, however I suggest this does not detract from the design of both tools.

This chapter leads to a time where I can provide a meaningful reflection on the whole process of the DMPILR from conducting the first Value Chain Studies in October 2013 that led to the initiation of the DMPILR in January 2014, its completion in November 2014 through to January 2018, over four years of research and work in the Inlay Lake Region. Given the circumstances of both destination and the country, I feel the DMPILR has been moderately successful.

Looking at how the DMPILR has been used by Development Partners and the Shan State Government I note areas of success, and areas where things could have been done better. Conducting this review process led me to develop the *Strategy and Action Monitoring Tool* and *DMP Evaluation Tool*. Testing these tools using the DMPILR case study has taken me through a long and deep reflection process that I discuss in Chapter 9, which in turn leads to my development of a *Destination Management Planning Model* that I introduce in Chapter 10.

Chapter 9. Reflection on the DMPILR Project, *Research Process, Document, and Implementation*

In this chapter I reflect on the DMPILR from its inception, design, research process, through to launch, use by Development Partners, Shan State Government, and beyond. I reflect upon both the process and outcomes covering a period from October 2013 to January 2018 during which I have been actively engaged living and working in the Inlay Lake Region. I have based this reflection on the discussion in the previous chapters, specifically Chapter 8, using the benefit of hindsight to discuss what worked and did not work in the context of international development, and what I would have done differently if beginning the process again in the future. I use the points highlighted in this chapter as a basis of developing a *Destination Management Planning Model* that I present in Chapter 10.

I begin with some overall thoughts on the complexities of attempting to manage multi-use cultural and natural heritage tourism destinations; continue with a reflection on the DMPILR *document* design and intended development partner focus for implementation; then reflect upon what I consider key activities in the DMPILR *research process*; followed by considering need and usage of the DMPILR *document series*; then reflecting upon the DMPILR *document's* usage in the destination, and its impact on initiating positive change. I then summarise with what I believe to be the key issues of the DMPILR in its entirety, and how this reflection can be used to design a model for destination management planning in other destinations. As this chapter is a personal reflection, I write in first person.

I believe one of the most significant challenges with a large destination such as the Inlay Lake Region that is primarily rural, is separating management tasks, especially tourism. The landscape is almost entirely agricultural, with farmers and agricultural activities maintaining the look of the land. Immediately this presents the challenge of scope within destination management planning: should a DMP (and Destination Management Organisation) take the role of overall landscape management; focus purely on primary tourism businesses; act as a coordinating agency between different departments, or something else? Could, for example, the Inlay Lake Region be managed in a similar way to the National Parks system of England and Wales, where the administrative system is based around planning controls? Or would something such as a business focused chamber of commerce type organisation, lobbying local government on behalf of the business community be more appropriate?

Would it be better as a government planning authority, or a private sector business association? What could be achieved within the destination's context? These were the first thoughts that I had when set the task of designing the DMILR *research process* and *document*, and the questions remain relevant. I believe the Inlay Lake Region *needs* comprehensive management like a National Park, but such development would be improbable within Myanmar's administrative and political context.

It was clear to me from the beginning of designing the DMILR *research process* that the Inlay Lake Region needed integrated environmental management, and this was and remains the most important issue facing the region. My question was how far tourism could and should be involved with this management. This question has several implications that I discuss below.

Starting the DMILR Process

First, tourism in rural destinations relies upon 'Unique Selling Points' that are not controlled by tourism businesses, but rather by 'host communities'. This is explored in depth in Goodwin (2011) and discussed in Chapter 2 Section 1. For the Inlay Lake Region, I identified the unique selling points as landscape, the culture and dress of different ethnic groups, agricultural features such use of ox-carts and buffalos, and frankly the 'lost world' feeling created by decades of under development. These are some of the fundamental reasons why tourists visit the region, however they are all managed by/are the people who receive little if no *direct* benefits from tourism, and at the same time suffer most from impacts of environmental degradation. The tourism industry relies upon these unique selling points to attract visitors to the destination, and thus has a strong interest in maintaining the landscape. When considering international development and tourism, the most significant challenge is the equitable dissemination of benefits (typically income) from tourism to the wider 'host' community.

Second, rural destinations and host communities have a right to develop, and have a right to maintain access to good quality farmland, security of land tenure and so on. Host communities also have a right to have a say in their 'development'. There will inevitably be an interest from the tourism industry to seek a maintenance of the status-quo in rural destinations and to discourage development: what is more photogenic and saleable for

tourism, a farmer in ethnic dress ploughing a field with an ox, or a farmer wearing 'western' clothing sitting on a tractor?

Goodwin (2011, p. xi) states "*we enjoy the cultural and natural heritage,... often without putting anything back*", implying tourism 'freeloads' off other industries as discussed in Chapter 2 Section 1. In the Inlay Lake Region, the agriculture industry and local subsistence level farmers maintain the visible tourism 'asset'. How can a destination maintain its unique selling points, whilst allowing development, bringing benefits to host communities, and at the same time provide a competitive and interesting destination for tourists? This question cannot be easily answered, and in international development terms questions the dubious nature of 'multiplier effects' and 'trickle down' as discussed in Chapter 2 page 35.

The challenge is to manage the needs of tourists, who have an ever-increasing ease of travel and choice in destinations, whilst making sure the needs of host communities are met. This leads to a discussion related to full market liberalisation where the customer always comes first and the destination must develop to meet the needs of the tourists. In 'Responsible Tourism' the focus is much more on the host community, and the tourist adapting to the destination. This may sound a bit like a 'command-economy', but in effect the issue is related to targeted marketing, i.e. seeking the right type of customer for the destination. This is easier said than done and reflects recent changes in how people travel with the rise of online travel agents (such as Agoda, Booking.com and so on). It would be vital for destination managers and the private sector to gain a deeper understanding of the rapidly evolving tourism market, and understanding complex destination focused targeted marketing, however this would be extremely difficult to achieve.

From the outset I believed (as did MIID and ICIMOD) the DMPILR should influence the positive development of the Inlay Lake Region's tourism industry for the benefit of the local population and the environment. It was also important to recognise the reality of the market-economy-based travel and tourism sector, and to explore ways of ensuring maximum use of local supply chains, to spread the benefit of tourism as widely as possible.

I had a very difficult decision in deciding the geographical scope and the depth of landscape management issues to address in the DMPILR. How detailed should the DMPILR have been

regarding different sectors? I felt it certainly needed to include aspects of environmental management and infrastructure, but the DMPILR was not a specific conservation or development plan for either, and at the same time I did not want it to come across as 'anti-private sector', which would lose all support from MoHT and the business sector.

In the Inlay Lake Region, many issues were sensitive and contentious, for example the *Inlay Lake Hotel Zone* had a negative image to local communities. It was perceived almost with pariah status by the international development community, some of who challenged the DMPILR as not being more confrontational with the issue. As MoHT was effectively the client for the DMPILR *project* and *document*, I made the decision early in the research process not to criticise as I felt this would be counterproductive within the Myanmar context, but to highlight issues and suggest solutions as discussed in Chapter 7 page 259-60.

The DMPILR Design

As of January 2018, the DMPILR *document* is being used by Shan State MoHT as their destination policy document and strategy, and it has been used to some extent by International Development Partners working within the Inlay Region. The DMPILR *research process* provided a process that included destination level training and introduced stakeholder consultation methods in the destination, as well as creating a destination management committee, leading to the development of an Inlay Regional Destination Management Organisation planned for mid 2018. It also provided training and awareness raising at Union MoHT (as well to a small extent other Union Ministries as part of the PAC) on stakeholder consultation methods, destination management, heritage conservation and the importance of conducting research to make informed management decisions, all relevant to the Myanmar context.

Upon reflection, I believe the geographical coverage of the DMPILR was too wide for the resources and time available during the DMPILR *research* phase. Including the southern lakes of Samkar and Pekon and linking through to Kayah State a likely extension of the destination, was premature due to their remote locations as in January 2018 tourism in Samkar and Pekon is still very limited. By including Kayah State (Loikaw Town specifically), would have always presented an administrative challenge of working between two States, and the DMPILR was never endorsed or used by Kayah State. Similarly including large parts

of the Pa-O SAZ was premature within the DMPILR lifespan, again due to their relative remoteness (and continued opium cultivation). This wider geographical coverage again somewhat diluted resources from a deeper analysis at the established tourism destination of Inlay Lake.

The geographic area would have been better focused on Inlay Lake and, its immediate surroundings, Kalaw and Pindaya. These areas were developing rapidly at the time of planning DMPILR research, with Inlay Lake in particular most at risk from environmental damage, whilst Kalaw and Pindaya offering the most obvious areas for growth as a "hub and spoke" system to develop tourism in the region (Lew *et al.*, 2004, pp. 37-40). Removing these wider areas would have reduced the total number of townships from 9 to 3, the geographic area from 19,000km² to just over 3,500km² and total population from 1.4 million to just over 400,000 (based on 2011 estimates). This would be of course still a large area but significantly less than the DMPILR defined Inlay Lake Region.

Aside from resource allocation during the DMPILR *research* phase, this would have provided a more focused region based upon the tourism usage in 2014 and on reflection, the most likely tourism growth scenario.

Environmental pressures had been identified as the key issue in maintaining a healthy lake ecosystem on Inlay Lake by numerous previous studies. These are complex and mostly caused by local human activities including degradation of agricultural land and soil erosion by poor agricultural practices in the lake watershed, as well as intensive agricultural use of the lake itself (Jensen *et al.*, 2012a; Michalon, 2014; MoECaF, 2014). Tourism in the Inlay Lake Region relies on Inlay Lake itself, and a collapse of the lake ecosystem would in turn adversely affect the communities living there, in turn destroying the tourism asset. An important assumption by IID/MIID and ICIMOD was that private sector tourism businesses would see conservation of the lake their problem as it related to the sustainability of their businesses. On reflection I believe this is not universally the case as it is difficult to pinpoint clear causes of these environmental problems with straightforward solutions, perhaps related to the concept of tourism freeloading off other industries as discussed in Chapter 2 page 33. Solving these environmental problems is a complex multi-stakeholder issue that

requires cooperation across many sectors, and in the case of Inlay Lake, tourism businesses may not be the most significant contributors to environmental impacts.

The point I highlight is where to draw the line between the DMPILR, or any other DMP, between a focus on environmental management for tourism businesses and comprehensive environmental management. If any DMP, especially in the international development context, becomes an environmental management tool, it becomes much more complex, and perhaps overly ambitious and unachievable. When conducting the DMPILR *research process*, the research team's Environmental Expert had a total of 25 days to design succinct input to the DMPILR *document*. The DMPILR *document* has a chapter devoted to environmental issues, and includes a 9-action strategy. There is no doubt that Inlay Lake and its watersheds need serious environmental management solutions, but on reflection this was too ambitious and outside the scope of the DMPILR, as highlighted by a low implementation of Strategy 8 *Environmental Management* shown in the *Strategy and Action Monitoring Tool* in Chapter 8.

It may have been better to acknowledge the significant environmental issues and recommend further (or utilise existing) environmental studies to tackle this issue. Any DMP must recognise what is and is not achievable within the destination context, and be clear if it aims to be a comprehensive regional management and development tool, or tourism sector specific. If we consider the quote by Krippendorf (1988, p. ix) from Chapter 2 Section 1 regarding tourism "*they do not find it serious, they do not see it as work*", perhaps using a tourism focus to tackle these wider issues is not ideal.

Integration with MoHT During DMPILR Research Phase

I specifically designed the DMPILR *research process* so that the MIID research team would act on *behalf of* MoHT, but not as an integrated part of government structure, meaning MIID acted as a 'consultant' with MoHT as a client. In early 2014 when the DMPILR *research process* began, after discussion with MIID, I considered it was too early in Myanmar's reform process to have MoHT staff accompany the team whilst gathering research, as I felt stakeholders at all levels would not express their true opinions in front of government officers.

On reflection I believe this worked, as it allowed the DMPILR research team to operate more freely and made the process more administratively straightforward as we did not have to coordinate all of our activities with MoHT. Myanmar regulations at the time required all 'training materials', including PowerPoint presentations be pre-approved if conducted 'under' MoHT which would have reduced the flexibility of on the ground research and decision making.

I would, however, conduct the process differently in 2018. I believe the context in Myanmar has changed, with the local population more confident to discuss issues with government departments, as well as MoHT at Union and in Shan State much more open to debate and even facilitating stakeholder consultations themselves. In this case I would have integrated the research team with MoHT. I would request international experts to have counterparts within Union and Shan State MoHT, conducting the research process as an integrated learning/capacity building process, aiming for MoHT to be able to conduct destination management planning in other destinations. This highlights the issue of understanding and adapting to the local context in any international development context, and is a critical stage in planning for such work: any DMP planning model must account for local context.

Publishing the DMPILR

Something I considered as a small issue at the time, was the discussion with MIID to produce the DMPILR *document* in-house and be published as an MoHT document. At the time I felt it would have been better to use ICIMOD's internal layout designers and printing team (for two main reasons: first, it would reduce my workload; and second, it would have produced a higher quality design as my own desktop publishing skills are limited). I learned later that normally ICIMOD funded documents are always produced in their corporate style, with ICIMOD holding the copyright. (The minor funder, the Embassy of Luxembourg, did not respond to my email asking for an opinion). This resulted in both positive and negative outcomes:

Designing and printing in-house by MIID would reduce the budget for translation, and (along with unplanned budgetary issues) would reduce the number of DMPILR *documents* and *document series* MIID would be able to print. This reduction in budget led to delays in translating the DMPILR *document* into Myanmar, and as such delay the use of the DMPILR

by Shan State MoHT. However, in-house printing allowed the copyright of the *document* to be held by MoHT. This sense of ownership cannot be underestimated, as I believe MoHT holding copyright greatly increased their usage of the document.

Writing the DMPILR document & Working Languages

I felt at the time, and believe retrospect shows, that the importance of the Myanmar language version was underestimated. Not having a Myanmar DMPILR *document* upon launch in October 2014 was a significant disadvantage for the local ownership of the document and process.

Having both language versions at the launch would have certainly created more local ownership and a greater chance of adoption and implementation. It would have also offered a greater opportunity to begin local implementation sooner should development partner support not be found.

For such a long document (the DMPILR *document* is over 37,000 words) a better process of translation would have been to develop both versions at the same time, ideally with writer and translator sitting 'side by side' to discuss topics as they arose and be integrated into the process. I believe this would have allowed a more natural evolution of the Myanmar language document, possibly making it more user-friendly, and again, creating increased local ownership. In my professional experience, I feel that often the importance of the local working language of a country or region is underestimated by Development Partners, perhaps this highlights the case, and perhaps I should have been more insistent at the time.

What the DMPILR *project* was lacking was a concrete follow up-plan after the launch in November 2014. My contract with MIID and ICIMOD had ended in August 2014, and there was little I could do to follow-up at that stage (as I was in the UK). Upon reflection, despite a considerable level of implementation of DMPILR strategies (as discussed in Chapter 8 Sections 1 and 2), the assumption that development partner adoption was hopeful, and without a Myanmar language version there would be little chance of adoption by Shan State MoHT at destination level.

Development Partner Focus

As discussed in Chapter 6 Section 8, the approach was to focus the DMPILR on implementation by Development Partners, with the DMPILR *Project Proposals* document having a high priority. I had agreed with this at the time, and this decision was based on my own, and MIID's Executive Director's experiences with uncoordinated projects from Development Partners in Vietnam, Cambodia, and Myanmar.

I designed the DMPILR *Project Proposals* document as a 'menu' style document, with a total of 59 project proposals, matching almost all of the DMPILR Strategies and Actions. I also designed the accompanying DMPILR *Options for a DMO* document in the hope this would develop into a follow-on project supported by *Himalica* under ICIMOD.

As discussed in Chapter 2 Section 3, and with my own professional experience and reflection on DMPILR *implementation* as of January 2018, Development Partners have their own agendas and development programmes and unfortunately do not always cooperate with one another. Often this is due to policy being developed by national interests in Development Partners' countries of origin in 'soft power projection' as discussed in Chapter 2 page 39. However, with Myanmar rapidly opening-up and the changing political situation, I felt in 2014 that there was optimism for Development Partners to work together, and in many cases I continue to feel that this is the case, but on a personal level between project staff working on the ground, rather than Development Partner policy makers. The Development Partner funding approach adopted by the DMPILR would be a significant risk, as there would be no guarantee of future funding by a Development Partner.

With reflection, at least five international development organisations have used parts of the DMPILR *document* to guide their projects and work in the Inlay Lake Region as discussed in Chapter 8 Section 1: GIZ, The World Bank/IFC, Lux-Development, and Partnership for Change, but no organisation has committed to funding an entire strategy, only using actions to design their own projects. This may be seen as a success in part, but I cannot be sure if these organisations designed their work in the region *because* of the DMPILR, or would have designed similar projects in any case.

Where I see 'success' has been Shan State MoHT presenting the DMPILR *document* to Development Partners as the tourism strategy document for the Inlay Lake Region. In that respect I believe any DMP developed in a similar emerging destination in the international development context must come with at least some follow-on implementation support after completion of the destination management planning document, as well as focusing more on the use of sustainable financing that does not require the support of international Development Partners.

Stakeholder Consultations

I had designed the DMPILR *research process* as much as possible to follow 'participatory approaches'. A considerable challenge was the selection and invitation of stakeholders in an area of diverse ethnic groups, political allegiances, and business interests. My research team were outsiders, aware of, but having little knowledge of the inevitable rivalries between different stakeholders as well as who the real decision-makers and influential people were. The issues with participatory approaches are discussed in detail in Chapter 2 pages 54-55, and very much evident in during DMPILR *research*.

The first opening workshop in Nyaungshwe in March 2014 was open to all, but people still needed to be invited, especially as many would have to travel some distance due to the large geographical area of the Inlay Lake Region. I had a list of attendees from a previous workshop MIID had held in July 2013, however clearly this was not representative for the DMPILR. I wanted to invite stakeholders who would represent township authorities, relevant government departments, business leaders, tour guides, and village leaders, but did not know who these people were or have contacts for them. I relied on the *National Tourism Expert*, a previous regional tour guide to make invitations, which had to be done in person as this was before mobile phone de-regulation (with few people having a fixed line or mobile phone) and accessible internet, and as the region had no postal service. Although very familiar with the region the *National Tourism Expert* may not have been fully knowledgeable of who the most important regional stakeholders may have been, nor had the connections to contact them.

As the DMPILR *project* Team Leader, I had to manage a limited budget and timeline, and had to make decisions to ensure the research was completed within a fixed timescale. This will

always be the case with international development projects. I believe upon reflection the stakeholders involved in the research process were as representative as possible within the time and budget constraints, however there was always the question in my mind "are we talking to the right people?".

If I had had more time and budget, I would have conducted a pre-assessment scoping visit to the Inlay Lake Region for familiarisation, identifying key stakeholders, as well as seeking a locally-based partner organisation to help organise consultations and identify the right people to talk to.

Project Advisory Committee (PAC) reflections

I feel the PAC provided a way of integrating the process of DMPILR *research process* with senior decision makers at Union and State levels, and helped MoHT ownership, as I felt they viewed the research team as 'their' team of consultants, and presented the team in this way to other ministries.

Setting up and managing the PAC was a resource and time-consuming activity that did not see the final structure of the PAC being agreed until September 2014. I underestimated the importance for MoHT of defining a structure and organisational chart, which led to much more time during the research phase focused on high-level meetings and presentations, and as such a PAC should be an important part of a model.

As for provision of advice, the PAC was limited, as even in 2014 open dialogue within Union level ministries was not taking place. Historically, ministries had not worked together in Myanmar, and there had been little sharing or trust building. As the PAC included other ministries related to the *Visitor Economy* (see Chapter 2 pages 29-31), I feel there was clearly awareness-raising of the importance and spread of tourism, but little discussion was generated. During PAC meetings Shan State-based PAC members were effectively summoned to Nay Pyi Taw by Union MoHT, still reflecting the military style structure from the previous government. This put a strain onto PAC member's busy schedules: as one member from Shan State replied to my question "are you happy to come to these [PAC] meetings", they responded "it is my duty".

The PAC provided an opportunity for regular meetings with MoHT, where I and the research team could promote the concept of destination management planning throughout the country as well as the need to base decisions on research. ICIMOD had hoped the Union level PAC members would remain to guide the development of other DMPs in Myanmar, however without any support this was not followed up and to some extent remains a missed opportunity.

Tourism Survey Reflections

As a result of the participatory questionnaire design process and the addition of several questions by MoHT (see Chapter 6 page 197), I felt the DMPILR *Tourism Survey* was over-complicated and did not provide a clear and simple analysis of tourism demographics or a clear picture of tourist preferences in the destination that could be transferred into policy directions.

Whilst it provided a good opportunity for training and capacity building of a group of young people in Nyaungshwe, there was no guarantee that any future survey would take place. On a positive side, the survey further supported research-based decision making, and identified the need for future tourism surveys, resulting in the research team conducting an introductory research methods training course with all State and Region MoHT directors throughout the country on the request of Union MoHT.

Additionally, the tourism survey was the first to take place in Myanmar and took considerable effort to gain approval from MoHT and the Ministry of Home Affairs (under control of the Military). The concept of asking questions and opinions using questionnaires before the reform process would have been unheard of, and as such I believe it helped initiate change: starting in mid 2017, Shan State MoHT now conducts its own annual tourism survey in the Inlay Lake Region.

The survey consumed a considerable amount of project resources, and, with reflection, I would have sought a market research company to conduct the research, with a brief to include designing a questionnaire and analysis package that could be repeated by a destination-based organisation.

The Document Series

In total seven main documents and a series of factsheets (not including internal reports) were produced in the DMPILR *document series*, (see Chapter 6 Section 16). Only the DMPILR *document* and factsheets are translated into Myanmar, and only the DMPILR *document*, *Project Proposals* and *Tourism Survey* have been printed in any quantity. The *Regional Environmental Assessment* and *Regional Hotel Industry Economic Assessment* were not distributed to external organisations. In addition, the *document series* was copied onto 150 CDs, distributed at the DMPILR launch events. The total document series included:

1. DMPILR *document* (English & Myanmar) (Haynes *et al.*, 2014);
2. DMPILR: *Project Proposals* (Haynes, 2014b);
3. DMPILR: *Options for a DMO* (Haynes, 2014a);
4. DMPILR: *Tourism Survey Report* (Valentin, 2014b);
5. *Regional Environmental Assessment* (Jensen, 2014a);
6. *Regional Hotel Industry Economic Assessment* (Robertson, 2014);
7. *Inlay Lake Factsheet Series* (Jensen, 2014b);
8. *Strategic Directions Tool and Consultation Exercise* (Haynes, 2014d).

I have shared the *Project Proposals* document with numerous Development Partners, with Lux-Dev, Partnership for Change, and ICEI using parts for their own project designs, and I have used it to shape my projects with GIZ as discussed in Chapter 8 Section 1. The document states:

"The DMP has been designed in consideration of the implementation of all 9 strategies, however it is recognised that due to funding priorities of government and donor organisations, funds may not be available for all. Actions, although designed as complementary, by necessity may be implemented as stand-alone projects".

(Haynes, 2014b, p. 5)

MIID shared the document widely with Development Partners and donors in Yangon. I feel however, the *Project Proposals* document as a development tool has had limited value as the Development Partners that have used it have chosen to implement actions to what fits *their* needs the most, and not necessarily by priority. I feel the smaller and easier actions

have been implemented, the so-called 'low hanging fruit' projects that are cheap, easy and provide a high level of publicity.

I have shared the *Options for a DMO* with the World Bank/IFC who may use it to design their plans for an Inlay Regional DMO in 2018. One of GIZ's consultants has summarised the *Options for a DMO* and accompanying financial plan into a white paper that was submitted to the Shan State government in August 2017.

The *Strategic Directions Tool and Consultation Exercise* has the potential to be developed further and more rigorously field-tested. The *Inlay Lake Factsheets Series* have been printed by *Inle Speaks* and used in their community outreach and education programmes. I included parts of the *Regional Hotel Industry Economic Assessment* in the DMPILR *document*, but it was not published.

On reflection there were too many documents produced. MIID and I were perhaps overly optimistic in what we could achieve in such a short period of time and budget. Without adequate resources to publish and print documents, especially in a context where access to internet is limited making online sharing unlikely, their value is limited. In retrospect I would have focused only on producing the main DMPILR, with simplified *Project Proposals* document and *Options for a DMO* as a discussion paper, and a short summary of the *Tourism Survey*.

Integration with Development Partners and Donors

A significant assumption and purpose of the DMPILR was that it would coordinate international Development Partners actions in the Inlay Lake Region, as discussed in Chapters 6 and 8. With reflection after over three years since the DMPILR *document* launch in October 2014, I feel its use by Development Partners and Donors has been positive as an information resource for the Inlay Lake Region, but somewhat limited in terms of strategies and actions implemented. Whilst significant progress has been made on implementing actions as discussed in Chapter 8, it is unclear whether this would have taken place without my involvement after launch, as I have been advocating the DMPILR.

Few Development Partners have flexible funds sufficient enough to cover the projected cost of something as large or diverse as the DMPILR strategies in total (in excess of US\$7 million was calculated for strategy budgets), unless they designed the projects themselves. Sometimes smaller flexible funds may be available, for example some embassies (such as Luxembourg) offer open grant schemes up to €20,000 on a case by case basis.

Influencing Development Partners would always be risky. The DMPILR *project* attracted a fair amount of media attention throughout the research phase within Myanmar, and was presented at two government-led development partner tourism coordination meetings (the Myanmar *Tourism Sector Working Group*), at two international tourism conferences in Myanmar, and during an English language magazine style chat show in Myanmar. Certainly, Development Partners operating in Myanmar were aware of the DMPILR in 2014, but none came forward in 2014 to offer support. In retrospect relying on Development Partners for implementation was not a realistic option.

The DMPILR is of course based around the context of a slowly reforming Myanmar in 2014. However, if I could repeat the research process, I would have sought more integration with Development Partners from the beginning, possibly to the extent of meeting with Development Partners in their country of origin: I feel even at country office level Development Partners have minimal flexibility on influencing the design of projects they may subsequently implement. At the minimum I would conduct a dual analysis, one focusing on the needs of the destination, the other researching international Development Partner policy and seeking potential implementation funding from the outset. This of course would complicate, lengthen, and increase the cost of the process, but it would provide guidance as to future development programmes for a region and offer the potential to influence development policy or better align any DMP in a similar context.

I should have designed the DMPILR to be more focused around local implementation, and not so ambitious in its scope and depth. I would have focused on developing an implementation budget from the destination (either through government, fee collection, or private sector), perhaps adding some key projects as a 'wish list' that could be presented to Development Partners should the opportunity arise.

Final Overall DMPILR Reflections

My overall reflection is the DMPILR *research process* and *document* was that it was overly ambitious in its geographical coverage and in the breadth of issues covered. It would have been better to focus on a smaller number of issues of key importance to the primary tourism industry, and focused more on topics such as broad product-development to offer more opportunities to visitors both to stay longer and engage further with host communities.

MIID did not have the financial or human resources to follow-up with either lobbying for, or supporting MoHT, with respect to DMPILR *implementation*, and the expected implementation support from ICIMOD did not take place. Shan State MoHT would have benefitted from handover support and coaching for at least one year, and this should be considered for future DMPs.

It would have been useful to suggest the development of an internal Destination Management Planning Department within MoHT at Union level to allow transfer of planning knowledge at the operational level. The PAC provided a feedback and discussion mechanism, but no concrete way of training MoHT staff. Again, this would have increased the DMPILR *project* budget, timing and resources, but may have seen more sustainability of the process within MoHT and destination management planning taking place within Myanmar's other destinations.

The importance of using the working language of a region cannot be emphasised enough. No-on-the ground action was taken by Shan State MoHT until the Myanmar language version of the DMPILR was available.

Overall, there were too many outputs resulting in a significant number of 'knowledge products' that could not be either translated into Myanmar language or printed: the ICIMOD requirement was only to produce a 'DMP' as described in their project indicator (see Chapter 8 page 302). It would have been useful to produce executive summary documents of the DMPILR *document* and the *Environmental Assessment* in Myanmar, but resources did not allow this, resulting in unused documents. Many of these documents could have been developed further into factsheets, summary papers and so on.

Ultimately more time and financial resources would need to be allocated to DMPs in similarly large and complex destinations in the future, as well as focusing on processes to allow more local handover and ownership to destination managers. If sufficient resources cannot be made available then overall scope must be reduced, or focus targeted on specific geographical and subject areas instead of aiming to be comprehensive.

A very positive result has been the adoption of the DMPILR *document* as the policy and strategy document for Shan State MoHT Shan State, and as such it is partially being implemented, not necessarily in the order of priority, or precisely in the way intended, or at the speed considered. In this respect I believe the DMPILR *has* influenced positive change.

Summary

This chapter has explored my reflections on over four years of intensive research and work in the Inlay Lake Region, reflecting on the design of the DMPILR *research process, document* design, and how the DMPILR *document* has been used after over three years since its launch.

This leads to the following chapter, where I present the *Participatory Destination Management Planning Model* that I have developed based upon my reflection of the DMPILR case study.

Chapter 10. Participatory Destination Management Planning Model

Why is a Destination Management Planning Model Needed?

The four years that have passed since I began the DMPILR *project* and *research process* in January 2014, as well as being actively engaged in the subsequent phases of implementation since the DMPILR *document* launch in October 2014, has given me the opportunity to reflect deeply upon the process of developing a DMP in the Inlay Lake Region. Monitoring and evaluating its usage led to the development of the *Strategy and Action Monitoring Tool* and *DMP Evaluation Tool* as discussed in Chapter 8. Not only have these tools helped monitor and evaluate the DMPILR specifically, they have also introduced experimental models that may be used for other DMPs. Importantly they have led my process of reflection, and how I may have conducted the process differently as discussed in Chapter 9. This has led me to identify a need to develop a model that may be used for future DMPs in the international development context, that I introduce in this chapter.

I feel that destination management planning in the international development context, which looks at maximisation of a region's Visitor Economy, (as discussed in Chapter 2 pages 29-31) is an emerging concept that may well be used more in the future. I have discussed the priorities of international Development Partners in Section 2.2 and reflected upon these in Chapter 9. Development programmes may focus on themes, such as climate change adaptation, private sector development, gender empowerment, and so on, meaning a project that uses tourism as a tool, may not be able to hire tourism experts or consultants to design a DMP, and have to conduct a plan 'in house'. The DMPILR *project* was a climate change adaptation sub-project of *Himalica* as discussed in Section 4.2.3.

International Development Partners cannot of course be relied upon to conduct destination management planning, and of all the tourism destinations worldwide, only a tiny fraction might receive international support. This would leave destination management planning to local organisations, which may be varied as conservation NGOs seeking to manage a protected area, through to government organisations seeking to increase tourism growth in a destination, all of which would need to be conducted in-house. In the international development context, seeking funds to hire consultants to conduct such an exercise would always be a challenge.

As discussed in Section 2.2, tourism is hugely complex. In my own professional experience this lack of knowledge of tourism permeates throughout the international development sector, as well as many development-focused organisations in general. Tourism is often seen as 'easy' and given to non-tourism professionals to manage and implement, drawing upon their own experiences and not professional reality. The reality of the international development context is that non-tourism professionals may well be tasked with destination management planning, and a relatively straightforward model to guide the process would be useful.

I believe this leads to the need for a model that can prompt any organisation considering tourism as a means to achieve a development-related goal to conduct a detailed, participatory, and informed DMPP. Each destination will be different, and have different development objectives, and the people or organisations conducting the planning process will have different levels of familiarity with a destination. Whatever the destination and context, the overall process should be however similar, and fit well with a flow-chart type model to guide the process. As with any model, it should be adaptable to the specific context by those using it on the ground.

The following *Destination Management Planning Model* has been developed from my process of reflection. The model is experimental, and would require further field-testing. I begin with introducing how the model should be used, followed by the model itself, and then conclude with a discussion about using the model in reality.

10.1 Introducing the Destination Management Planning Model

The *Destination Management Planning Model* consists mostly of questions to guide a research team with the aim to produce a participatory DMPP with a high level of local ownership in a tourism destination set within the international development context. It is assumed that the research team will have a good understanding of tourism, planning, and development competencies. The model does not provide details on specific consultation tools or methods (for example how to conduct a workshop, focus group, or tourism asset inventory).

The model is shown in Figure 10.1. Each phase is divided into a number of action boxes, *Background research*, *Destination-based research*, *DMP Advisory Committee Research*, and *Reflection*. Each of these action boxes is linked to a series of questions presented in a series of boxes (related to Figure 10.1) in Figure 10.2. The model is linear, with each action box and phase leading into one another, and is divided into 4 main phases: Planning; First Research; Second Research and Development; and Launch and Implementation. Each of these stages has a number of sub components and options (28 in total): it may be necessary to include further stages of consultation if necessary, depending upon issues raised and identification of further research or feedback, as in reality any 'on the ground model' will depend upon resources available and the instigating agency (local NGO on a tight budget, a locally funded Destination Management Organisation, an International Development Partner, or consultant company).

The term 'Client' is used to define the end-user: this will be the organisation that has instigated the development of a DMP. The Client may be a government organisation, business association, or chamber of commerce, but will be responsible for the tourism management of a destination.

10.1.1 Using the Model

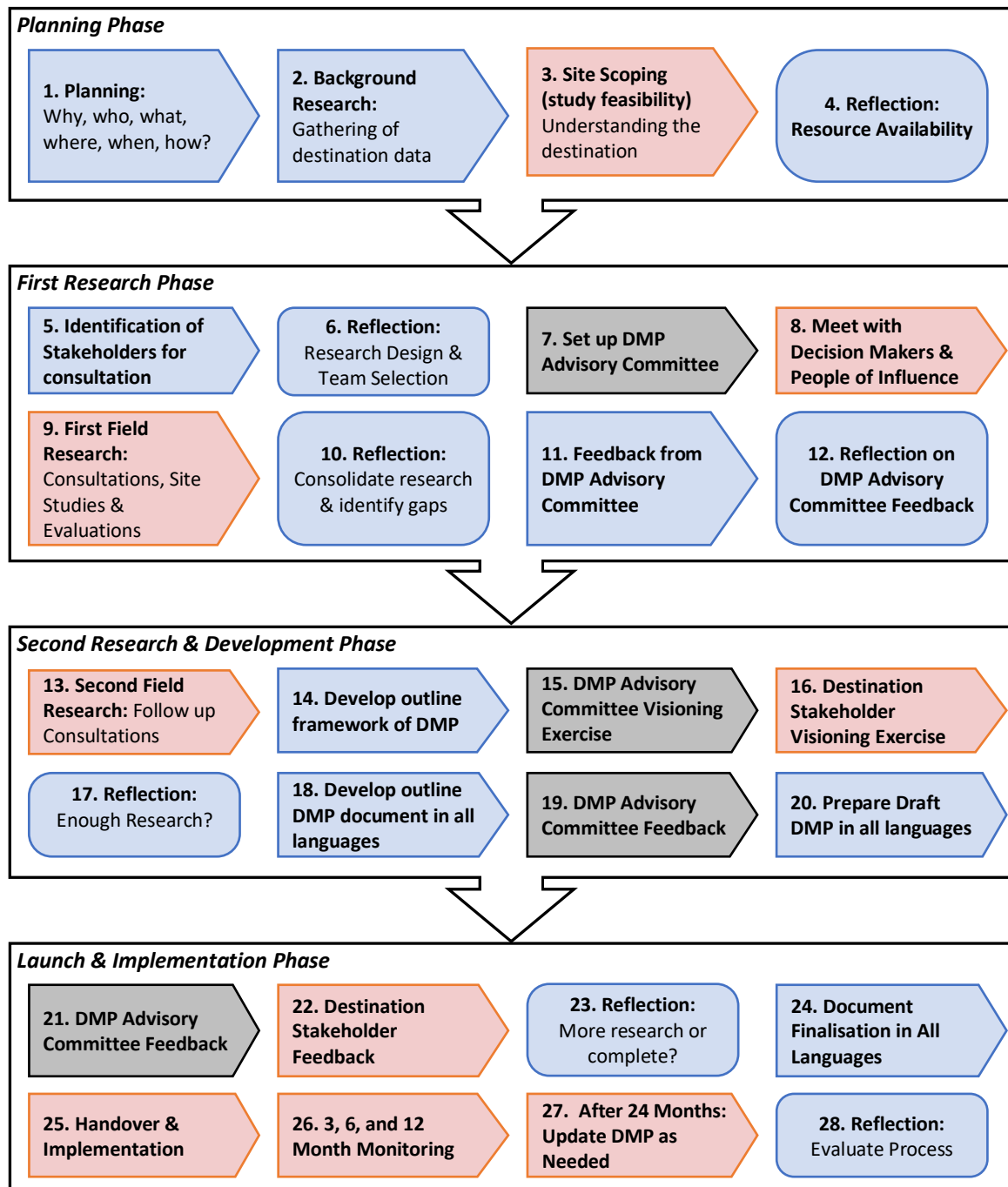
To use the model, the 'team leader' is instructed to begin by reading over the stages and making a brief estimation of time and resources required by a research team. The team member should use this to develop a simple research timeline and resource plan. Then the questions in each action box should be used to guide the planning process: the model must be adapted to the specific destination; however, the four overall phases should remain fixed. The model is used to guide the work of the research team over each phase.

The model diagram is presented in Figure 10.1, followed by the *DMP Model Details* in Figure 10.2 that elaborate upon each of the action boxes. The chapter continues with a reflection on the model design as presented, and how it might be used in reality.





10.1.2 Participatory Destination Management Planning Model

Figure 10.1: Participatory Destination Management Planning Model Flow-chart

The model is read from left to right, following the box numbers. These are grouped into 4 overall stages.



Key:

-  Background research, writing and development
-  Destination based research: at the minimum these stages should be conducted at the destination
-  DMP Advisory Committee research (may take place outside of destination)
-  Reflection upon previous stages of research, design of upcoming stages

10.1.3 Participatory Destination Management Planning Model Details

Use the notes in Figure 10.2 below to elaborate on the phases and action boxes shown in Figure 10.1.

Figure 10.2: Participatory Destination Management Planning Model Details

Planning Phase (Boxes 1-4)

1. Planning

This stage will set the overall objectives of the research needed to create a DMP for the given destination. The basic "who, what, where, when, and how?" questions must be asked and understood at this early stage as they will affect the overall outcomes.

a. Who is involved?

Who is the client, and who is leading the need for a DMP: is it a government department, business association, NGO or development partner. Who is leading the need for a DMP? Has the demand come from the destination, central government, or from a development partner? Clearly defining who the final client is will orientate ownership from the beginning and help a clear handover and support implementation. Has a research team been selected already?

b. What is required?

Is a full DMP sought, or is it a development plan, a management plan, a policy document and so on. Do not assume the client or lead agency understands what a DMP is or the level of research it requires. What does the client want to do with the plan when it is finished? How does the client view the development of the destination? Is it sustainable? Will the DMP be focused on job creation, environmental conservation, economic growth, community inclusion and so on. What are the issues at destination level? Are these widely understood, or are they assumed?

c. Where is the destination?

Where is the destination located? Is it easily accessible by the research team (and potential tourists), what type of destination is it (flagship, secondary, tertiary), what type of landscape is it? Is it possible for the research team to be based there? Are there significant resource implications relating to the location? Are there significant political issues? Is it a new site or does it have existing visitation and tourism services?

d. When must the research process begin and end?

What is the projected timescale? Does the client allow sufficient time resources for a participatory DMP model? Are there any significant milestone dates?

e. How will the DMP research be conducted?

Will the research be conducted by the client with outside support, or will it be conducted by an external lead agency? Will the client embed staff within the research process? At this early stage will there be sufficient resources to conduct the planning process, and will there be resources to implement a DMP, or will sources of funding need to be identified?

2. Background Research

It would be unusual for a destination to have no prior research conducted on it. There may already be significant tourism data available, or economic data, development reports and etc.

a. What research has been conducted?

Not all research is published, and not all is easily available: is there a central location where any research would be available? Is it possible to make a list of all relevant research?

b. Are there any key government agencies/NGOs/Development Partners working in the destination?

Is it possible to gain a list of all NGOs and Development Partners working currently or in the past in the destination? They may have conducted significant research that has not been published and they may be willing to share. Is government data available, such as population, education, employment, as well as tourism visitation and other data, such as hotel rooms, restaurants etc? Are there any government-led development plans being formatted or developed? Have any other Development Partners conducted (or are conducting) similar research?

c. Is there any upcoming research that has been published?

Is there any other research that is taking place or is planned for the destination, tourism or non-tourism related that might be relevant? Other researchers might not be apparent. Are there any students conducting work that may be of use?

3. Site Scoping (study feasibility)

If the research team is not familiar with the destination (for example, if they have been hired by a client), it is vital they visit for scoping/feasibility study before proceeding with further site research. This will enable a better understanding of the region and its complexities. The temptation should be avoided to enter straight into stakeholder consultations without conducting a site visit and establish who might be key stakeholders "on the ground". This stage will help design site-based research needs and areas of likely expertise. The objective of this stage is to gather sufficient research to identify the full research team needed, identify obvious issues, and understand stakeholder complexities. An experienced tourism development professional should be able to note the following:

a. Identify geographical & environmental issues

Is the destination accessible in its entirety? How long does it take to travel to any destination hubs, and what is the cost? Does this differ between national and international visitors? Is all of the destination accessible? Is it accessible all year round? What are the immediately apparent infrastructure issues? Are there tourism facilities and services (such as hotels, restaurants, local travel agencies etc), and are these well-established, emergent or a mix of both? Are there any immediately noticeable environmental issues, such as pollution, deforestation, unsympathetic construction? Are there other land uses in play, such as agriculture, transportation, forestry, and mining? All of these will need to be addressed in stakeholder consultations. Is there a noticeable seasonal calendar? For example will field based research be scheduled to take place in the low season or high season? Is there a monsoon season that will limit access?

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... Continued - 3. Site Scoping (study feasibility)

Does the destination rely on seasonal or part-time tourism workers that may be engaged in seasonal harvests?

b. Identify political issues

Are there any macro, meso or micro level political issues immediately apparent? Do certain groups seem to speak badly of others? Does the political situation welcome change, open discussion, highlighting of problems etc? Are there any politically taboo issues apparent?

c. Identify social issues

Are there wide income and wealth gaps? Has there been any recent social upheavals (such as conflict, natural disaster etc)? Is there a caste system or local social hierarchy that is important? Are there any significant "issues" that may affect how people communicate?

d. Identify cultural issues

Are there any significant cultural issues that are evident? These might include gender, religious, and local beliefs. All of these might affect how consultation processes are designed. These may differ from those elsewhere in the country. How are "outsiders" (including those from elsewhere in the country) perceived?

e. Identify destination potential

Not every location can be a flagship destination: is there clear opportunity to "develop" the destination and in what way? Are there obvious limits to development? Is growth a priority, or limiting numbers?

4. Reflection: Resource Availability

At this stage the scale and scope of the research task should be apparent, with basic background information gathered, an introductory understanding of the destination, overall objectives and purpose of the DMP. The task now is to assign available resources, develop a more detailed timescale, and begin the research process. Reflection is required at this stage as assumptions may have already been made as to timescale, resources, and strategic direction of the DMP. The previous stages may have confirmed these or may have deviated. Before continuing, consider the following points:

a. Strategic Direction

Does the background research match (or offer potential to) objectives stated by the Client?

b. Issues and complications

Are there any significant issues that may complicate the DMP research process?

c. Resource availability and timing

What resources will be needed, and what will be available in conducting the research? What areas of expertise will be required, and what can be afforded within the budget? Is it possible to conduct the research process in a timely manner?

5. Identification of Stakeholders for Consultation

Before designing field research, of key importance will be defining the stakeholders to consult with at macro, meso, and micro levels. It is important to remember that official structures may not accurately represent real decision makers at all levels. The Client may not view certain important stakeholder groups as important, for example the role of farmers as landscape managers and guardians of natural heritage may be misunderstood or overlooked. There may be mistrust or lack of respect between stakeholder groups, and it is easy to be viewed as taking sides 'by association'.

In reality it will be difficult to fully engage with all possible stakeholders, and to accurately select all at this stage. Inevitably other groups may emerge as the research progresses, and these groups should be accommodated. An open mind is always important, and be aware how your opinion may be affected by others through anecdotes: there are always at least two sides to a story.

a. Identify Macro Stakeholders

b. Identify Meso Stakeholders

c. Identify Micro Stakeholders

At all levels of there will be primary, secondary and tertiary stakeholders. Macro stakeholders will include Ministry/Department of Tourism, country-level marketing and tourism business associations, hotel and restaurant operators. Meso will include transport providers, food production, suppliers, and possibly farmers. Micro will include infrastructure providers and the wider general public.

All will need to be consulted in some way that is culturally appropriate and accessible to them, and tools will need to be considered at this stage: what would work best: public open discussion consultations, focus groups, individual interviews, informal discussions? A good deal of flexibility will be needed.

A useful tool will be to develop an initial stakeholder map using a standard format (the DMP used Porter's Power/Interest Stakeholder model).

6. Reflection: Research Design & Team Selection

Design of the field research will, in many ways, be a balancing of resources as well as approaches. The full research team will need to be assembled, and it may be likely that the ideal team will not be available due to budgetary constraints. Timescales and deadlines may have been imposed, or the seasonal calendar may limit research.

a. Research Team

At this stage the research leader should be clearly identified, and the research team selected. Is the research team suitably qualified and are there enough technical experts to cover the main areas identified? Are there areas that cannot be covered, and if so what are the priorities? Is the research team suitably ethically, culturally, and gender aware and sensitive? Does each team member have a clear role, objectives, and deliverables? Will each team member be able to deliver their work on time? Have safety and security issues been analysed and mitigated? Have translators and facilitators been provided if necessary?

b. Counterparts and embedding

Has embedding of Client staff or counterparts (from other organisations) been approved if appropriate, and have they been fully briefed? Are they willing participants and motivated? Will they help or disrupt the research process?

c. Research tools

A series of research tools must be selected based upon the analysis of the previous stages. These may include public forums, workshops, focus groups, interviews as well as appropriate media (email, post, suggestions box etc).

Participants will need to be invited to formal consultation sessions. It will be useful to have a destination-based partner who can facilitate invitation distribution, however there may be limits to this: for example a Government Department may insist upon certain stakeholders attending, a small NGO may not be so influential. Ideally a destination based "champion", in an organisation that is trusted and respected would support this.

The first consultations ideally should be open and not behind closed doors as it will be likely that some important stakeholders will have been missed.

7. Set up DMP Advisory Committee

Whatever the size and scope of the DMP, an Advisory Committee will be necessary. In the smallest of cases this may be only the Client. For larger cases a small group of well-respected advisors should be assembled to act as both an instrument for guidance and feedback. The Advisory Committee will have the task of reviewing the progress of the DMP research process, review and provide guidance on the evolution of the DMP. Without an Advisory Committee detailed feedback from larger groups of stakeholders will be complicated and time consuming.

The committee should be kept to a small size to be manageable, and should normally include the Client, as well as contain representatives from government, NGO, associations and private sector (possible religious leaders as well) from the destination. It also may include country-level representatives from the same groups.

There will be a risk that the Advisory Committee may be mistrusted by the wider stakeholder group: this will be difficult to avoid. If it is certain to be perceived as counterproductive, then it should be discarded, and extra resources will be required for further wider stakeholder feedback.

a. Invite Members

Ideally the Client should be a member, as well as the representatives mentioned above. This will help ensure ownership and handover of the DMP process and lead to more certain implementation.

b. Agree Structure

The structure should be simple, and include clear channels for communication.

c. Agree Roles & Responsibilities

The role of the Advisory Committee and the responsibilities of the members should be agreed, for example reading of drafts, providing input and guidance as needed.

8. Meet with Decision Makers & People of Influence

Depending upon the destination, there may be individuals of importance that should be visited privately before destination based research takes place. These should include primary stakeholders but may also include those not directly involved. These may include politicians, religious leaders, other government departments, local administrative offices and so on.

9. First Field Research

Much of the actual fieldwork will depend upon the local context and familiarity of the research team with local stakeholders. The design of actual consultation workshops, focus groups, and interviews will rely on the expertise of the research team.

It may be likely this will be the first time that the DMP process is being introduced to stakeholders, so a good proportion of this stage will be introducing the objectives of conducting destination management planning and managing expectations from stakeholders.

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...Continued - 9. First Field Research

It will be important not to make promises that cannot be held. This will be a phase of gathering trust and acceptance: options should be provided for confidential one to one consultations as participants may not like public speaking, or be unwilling to share their opinions in public. It is important not to be leading, but to emphasise the role of the DMP research team as facilitators. It is also important to be aware that the loudest voice in the room may not represent other's opinions.

Make sure the team records data as needed, and understands reporting requirements in advance. The length and depth of this stage will depend on destination complexity: for the DMP for the Inlay Lake Region it required a full month.

If using international experts, be aware that they may not understand local cultural norms and ways of working. They may become frustrated over schedules, communication processes, and so on, as well as food and accommodation. Such experts will require a full cultural briefing to manage their expectations of their assignments.

a. Stakeholder Consultations

Open discussion workshops: use for introducing DMP process to a wide audience, gaining general questions and answers and initial input. It may be possible to conduct practical exercises such as PEST and SWOT analysis to identify issues. Other consultation tools could be considered at this stage, this will depend upon context and research team familiarity with participants.

Focus groups: Use for sector or geographic specific smaller discussions. Groups to include should include: Hotelier, restaurateur, guesthouse, tourism service providers, transportation, guides, farmers, village groups, community organisations, NGOs.

Interviews: Use for individuals who would not feel comfortable attending (or be able to attend) discussions in group situations. These may include: Business leaders, government officials, politicians, as well as village based community members.

Consideration should be put into developing either a project website or facebook page for wider stakeholder feedback, as well as a designated email address (that must be monitored).

b. Professional Studies

These will be sector-specific studies conducted by research team experts. These will depend upon many factors including destination type and complexity, resources available, purpose of the plan and its scope and depth. They may include studies on:

- Environment;
- Infrastructure;
- Heritage assets;
- Local cultures;
- Town planning & architecture;
- Waste management;
- Employment.

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...Continued - 9. First Field Research

c. Destination-based data collection

Any tourism (or other socio-economic) data that has not been gathered from other sources should be gathered here. Sources for tourism data may include:

- Local government ministry/tourism associations;
- Transport providers (bus, boat, airport);
- Hotels;
- Entrance ticket sales to local attractions;
- Road tolls;
- Local immigration/registration departments;
- Tourism surveys.

d. Tourism Survey

It may be useful to design and conduct a visitor satisfaction survey to tourists visiting the destination during this stage, especially if no other survey has taken place recently. Options for conducting a survey will include internally (within the team), using local student or volunteer groups, or employing a professional company. These decisions will depend upon resources and budgets.

If conducting a survey internally or managing a student group, designing a simple survey will be important. Many are available on the internet and can be adapted to suit local destinations. Remember to consider minimum sample size and the task of data input and analysis: think of what you really want to know first, and keep any surveys short and simple.

10. Reflection: Consolidate research & identify gaps

At this stage a considerable amount of background research will have been gathered from all of the team, and it will be useful to reflect on the research methods used and the level of stakeholder engagement and interest, as well as the research data itself. Be aware that it may take time for all of the team's reports to be finalised, so ask for simple two-page summaries within the first week of ending the first fieldwork phase.

The overall breadth and depth of research gathered should be analysed and consolidation begin. Ensure that all of the research team are aware of deadlines. Any gaps in research should be identified for a follow up second field research at the destination.

An overall summary document (and summary presentation) should be compiled that highlights the key issues of the destinations, its potential and potential DMP outcomes. This will be provided to the DMP Advisory Committee, as well as potentially during the second field research.

11. Feedback from DMP Advisory Committee

A summary of main findings, key issues, including SWOT and PEST analyses, and initial ideas on DMP strategic direction should be provided to the Advisory Committee. This will keep the committee updated on research activities, provide feedback and advice, as well as foster ownership.

It may be useful to use similar consultation methods with the Advisory Committee during stakeholder consultations as a means of gaining further input. If the Client is present they may or may not agree with research findings, (especially if tourism satisfaction is perceived as low from a tourism survey, for example), so care must be taken to present findings sympathetically to cultural norms.

12. Reflection on DMP Advisory Committee Feedback

Reflection on feedback from the Advisory Committee and the first field research represent the final part of first research phase. By now the bulk of the main research will likely have been gathered, and the research process leads into the second phase that will start the development of the DMP document. Stages within the Second Research Phase will be shorter, as more feedback is required between research team and DMP Advisory Committee.

Here the second research phase design should be considered, as well as an assessment of resources required for the remainder of the DMP development. Also time should be taken to reflect upon progress to date: is the process progressing well? Have there been good levels of participation and engagement? What could be improved?

Second Research & Development Phase (Boxes 13-20)

13. Second Field Research: Follow up Consultations (If needed)

Depending upon outcomes from stage 12 reflection, the second field research may be relatively short, however it is useful to return and discuss findings with key stakeholders and decision makers on a one to one basis:

a. Individual consultations

It would be likely that some stakeholders had been identified during phase one that would be good to meet with on an individual basis. These may be higher level or other interested parties, or key stakeholders not included but since identified.

b. Follow up studies

Any follow up professional studies could be included.

c. Consultation Workshops

It may be deemed necessary to conduct further consultation workshops or focus group discussions.

14. Develop outline framework of DMP

At the end of the second research phase, sufficient data should have been gathered to start designing the DMP document, and any ancillary documents. It should be apparent what the key issues in the destination are, and professionally, the opportunities and challenges of developing the destination, and have identified strategic directions. The challenge will be to turn research and wishes of local stakeholders into a document that matches their needs.

a. Design DMP Layout

This will depend on the objectives and type of DMP required (development plan, management plan, conservation plan etc).

b. Outline main chapters and summary of contents

Write a contents page and elaborate on main chapters. This will be used for consultation with the Advisory Committee and local stakeholders in visioning exercises.

c. Begin working with a translator

If dual (or multiple) languages are required, or if the research team is not able to communicate in the destination language(s), a document translator should be engaged at this stage. It would be advisable for the main DMP document writer to work directly with the translator, side by side, to allow the document to evolve. This will ensure a higher quality translation from the outset, avoid confusions, and contribute to the local ownership and subsequent DMP implementation.

15. DMP Advisory Committee Visioning Exercise

In the simplest form, a vision is where stakeholders would like to see their destination in the future with regards to employment, conservation, appearance, heritage values and so on. It sets the scene for the whole document and the destination. It may be likely that the Advisory Committee be unfamiliar with the term: it is business terminology and requires explanations. Depending upon the situation, it may be useful to design some options for discussion, or perhaps use a tool or facilitator (there are many available online).

For the DMPILR a combination of a picture tool was used, along with preparing an outline vision, strategic directions, and objectives for tourism development in the destination. These were used as points for discussion and feedback as the team considered it useful to have a framework for discussion as opposed to creating something from scratch. It should also be remembered that what sounds "catchy" and memorable in one language may not in another.

a. Vision

Provides a statement describing the long-term goal of the destination.

b. Strategic Directions

Provides a statement on specific development options for the destination: this may include growth, conservation, targeting a certain type of visitor, aiming at a certain market segment and so on.

c. Objectives

Provides specific objectives as what tourism is aiming to achieve in a destination, such as employment, biodiversity conservation, community engagement etc.

16. Destination Stakeholder Visioning Exercise

By now a clear group of destination level stakeholders should be apparent: The visioning exercise should be repeated with this group. The approach may be different from the Advisory Committee, but follow the same pattern. In the case of the DMP for the Inlay Lake Region, the picture tool was combined with a short consultation document with a designated feedback email address.

a. Vision

b. Strategic Directions

c. Objectives

17. Reflection: Enough Research?

Before continuing with writing the DMP document, time should be taken to reflect upon the process to date and evaluate if all reasonable issues have been researched thoroughly in consideration of resource availability. If further important research is required, it may be necessary to repeat another field research phase.

18. Develop outline DMP document in all languages

At this stage the bulk of the writing of the DMP should take place. All contributing reports from research team experts should have been gathered, vision, strategic directions, and objectives should be clear. Documents in all languages should be developed simultaneously.

19. DMP Advisory Committee Feedback

During the writing phase, a draft document *could* be circulated to the Advisory Committee if deemed necessary and requested by them. This would provide extra guidance and enhance Client ownership.

20. Prepare Draft DMP in all languages

A full draft DMP in all languages should be prepared, taking into account any feedback to prepare for the Launch & Implementation Phase.

a. Plan Design

Remember that any form of plan should usually follow SMART objectives:

- Specific;
- Measurable;
- Achievable;
- Relevant;
- Time-Bound.

However, be aware that not all plans should be strictly bound by all of these: is the overall goal of the plan to affect change for example? This may evolve with time: situations develop and change rapidly, and the DMP should be sufficiently flexible to allow this.

b. Document Design

A decision will need to be made as to final presentation of the DMP: will a word processing document be sufficient, or will a document designed using a professional publisher and typesetter? If so this will require extra time/financial considerations.

c. Printing

Another decision will need to be made regarding printing: Will the final version be printed in hard copy or in PDF only? If printed, how many will need to be printed in each language? If using offset printing, be aware that high quality pictures and charts will be needed, and these should be kept separately from word processing files. Printers should be contacted and timescales and costs established. Higher print-runs may be more cost effective than short.

Launch & Implementation Phase (Boxes 21-28)

21. DMP Advisory Committee Feedback

Once the draft is completed it should be circulated to the Advisory Committee (and the Client, should they not be part of it). Sufficient time should be allowed for feedback and comments, and this should be made clear. It may be necessary to provide an executive summary document if committee members do not have time to read the whole document. Feedback could also take place in a meeting with a presentation if needed.

22. Destination Stakeholder Feedback

Feedback should also be sought with destination-based stakeholders. This could take the form of a meeting/consultation workshop, publicised drop-in sessions held over a week, posting on a destination website or facebook page. Again, an executive summary document should be produced, highlighting key points.

23. Reflection: More Research or Complete?

Based upon any feedback from both the Advisory Committee and destination stakeholders a decision must be made as whether to conduct further research, adopt any changes or finalise the document. It is useful at this stage to reflect upon all the process to date, has it been inclusive and participative? Are there any areas that have been insufficiently covered? Has any relevant stakeholder group been excluded? Are there any last-minute changes needed at this stage?

24. Document Finalisation in All Languages

The DMP and any ancillary documents should now be finalised in all languages and prepared for finalisation:

a. Proof reading

All documents should be read by a professional proof-reader in all languages.

b. Printing and distribution

Print-ready documents should be presented to professional printers, having previously established time required with regard to any launch ceremony deadlines. The printer will likely require supervision and feedback before any large print run is begun, time must be allowed for this.

25. Handover & Implementation

The DMP document is now completed. Liaise with the Client to agree the final handover and responsibility for launch and distribution: make sure members of the Advisory Committee receive a copy. Ownership of the DMP should be firmly established by the client, as should the implementing agency. Continuation of the research team's involvement will depend upon circumstances, but ideally they should be involved with initial monitoring and handover.

a. Launching Event

Holding a launch event at the destination is a great way of generating publicity, and showcasing the participatory nature of the DMP, and promoting further local ownership.

b. Formal Handover

Arranged as required.

c. Distribution

As with any good research and management plan, the DMP document should be widely available and distributed to the stakeholders it has been designed to support and affect change with. It should be made available openly via the internet.

26. 3, 6, and 12 Month Monitoring

As part of the DMP a monitoring programme should be incorporated, it will likely need more support at the early stages.

27. After 24 Months: Update DMP as Needed

After a period of time (24 months is suggested) an evaluation of the DMP should take place. It is likely that many of the once relevant issues will have changed as the destination (and country) may have evolved. Here the opportunity should be taken to re-evaluate: what is working as a result of the plan, and what has not taken place and why? Can the plan be adapted or reoriented? What needs to be updated? Does this require further work by professionals?

28. Reflection: Evaluation Process

Ultimately the DMP must be evaluated: has it been a success as intended (or otherwise), has there been good local ownership, and has it been broadly adopted? What have been the successes and failures of the DMP and its planning process? Could things have been tackled differently, considering circumstances may have changed dramatically since the research period took place?

Reflection is an important part of the learning process. Destinations vary dramatically from one to another and there is much potential to learn from one another. This learning is important and should be shared to help future DMP planning processes elsewhere.

10.2 Thoughts and Reflection

A key issue of such a model is flexibility. No two such destinations will ever be the same, and there will be a host of different background circumstances including macro, meso, and micro political situations; landscapes; ethnic groups; heritage values (cultural and natural, tangible and intangible); level of development; levels of skills and education; urban/rural population mix; tourism attractions and facilities; tourism services (hotels, restaurants and service providers); current and potential levels of visitation; destination complexity; prevailing issues (such as environmental, social, or security); type of destination (flagship, secondary, tertiary, or minor); access; infrastructure, and so on.

The research process must therefore be adaptive and flexible, draw on local knowledge, careful situation analysis, and comprehensive stakeholder analysis. Ultimately the model will draw on social sciences with regards to stakeholder consultations and peoples' relationships with their landscape, as well as environmental sciences with regards to management issues facing the natural and built environments. Realistic and culturally appropriate methods of communication both during stakeholder consultations will depend on local cultural communication norms (for example farmers may not express openly in front of government officials), and whether or not translation into different languages is required. All of these issues must be considered during the research phase.

Care must be taken by the research team to maintain high ethical standards of research, and to protect the anonymity of participants. The research team must accept they will never fully understand the complexities of local politics and communities, and must endeavour to remain neutral: good intentions are not enough, and any research team should familiarise themselves with *do no harm* approaches (Wallace, 2014; Business Innovation Facility, 2017).

Reflection from the DMPILR *research process* highlighted the need for me as leader of the DMPILR *project* to make on-the-spot decisions in evolving situations. Practically anyone leading any DMPP will be in a similar situation, managing budgets, research team time resources, have time-pressure to complete the plan, make decisions on areas of research to prioritise or disregard, as well as have to consider agendas by the client and Development Partner if involved. As this thesis considers the role of international development in emerging destinations, the *Destination Management Planning Model* is designed to support

the 'social justice' of the people living within a destination, as introduced in Chapter 2 page 55; to help tourism support the equitable development of a destination.

If anything, the model reflects the reality that many factors are in play when it comes to destination management and development, and Development Partners need to be made more aware of the complexities of tourism and how to work together to achieve the *Sustainable Development Goals* as discussed in Chapter 2 pages 45-47.

This chapter has introduced the *Participatory Destination Management Planning Model* based upon reflection of my over four years of work in the Inlay Lake Region. As emphasised, this model needs field testing in other destinations within the international development context. In designing the model, I have tried to develop questions that will prompt deeper thought and understanding of tourism by the research team, and potentially influence how Development Partners may consider using a destination management planning approach to support the development of a destination/region.

This leads into Chapter 11, where the research question, aims and objectives of this thesis are addressed.

Chapter 11. Discussion and Summary of Research Question and Findings

This chapter discusses the research question "*How effective are international Development Partners in developing and implementing host-led destination management planning processes, with special reference to the Inlay Lake Region, Myanmar?*", by reviewing each of the aims and objectives as set out in Chapter 1.

11.1 Discussing the Research Aims and Objectives

Research Aim 1: To examine the process of undertaking tourism development projects in Myanmar

Objective 1a. To understand why Development Partners work in the broad field of tourism development, and how they perceive the issues of tourism.

Section 2.1 explored the logic of Development Partners working in tourism, the rationale being summarised by the World Bank as tourism being "a proven tool for development, benefiting communities in destinations around the world" (Twining-Ward *et al.*, 2017, p. 5). This position is agreed by the UNWTO (2015, p. 2) who state "Tourism's benefits spill over into the whole of the economy and society", with Hall *et al.* (2015c, p. 9) describing tourism as a 'force for good', but also a "major contributor to global change". The "phenomenon" of tourism (UNWTO, 2014, p. 1) gives the potential for far-reaching impact based upon its wide supply chain, meaning tourism can benefit many people, and hence the interest in the sector by Development Partners.

In the case of Myanmar, tourism has been chosen as an area for support as it is considered an important and "national priority" (MoHT, 2013, p. 33) sector that could lead economic development (see Section 3.3), with the country opening as a 'new' destination post 2012, presenting the opportunity for the country to develop responsibly (and learning from mistakes in other countries).

Objective 1.b. To understand whose needs are prioritised when Development Partners design and implement projects.

Since the 1990s, Development Partners have moved towards more 'participatory approaches' and so-called 'grass-roots development', with local communities being the key owner of development processes (Mohan, 2014), see Chapter 2 pages 54-56. GIZ GmbH

(2015, p. 3) describes the importance of 'capacity development' of local communities being fundamental for "societies to manage their own development processes".

However, in reality this is difficult. The 'donor organisation', be it country-level or an individual person, will always have the power to dictate how their development money (or charity) is spent, and as such, this directly affects work on the ground, project design, and how development needs are prioritised. As discussed in Chapter 2 pages 48-49, in the case of GIZ, policy and programme design take place outside of the recipient country, and thus international development effectively must first meet the needs and priorities of the donor country/organisation. The case study has shown repeatedly that the diverse range of development organisations working to support tourism in the Inlay Lake Region must meet their own objectives first before tackling needs that have been identified through participatory processes in the DMPIIR.

Chapter 5 describes conducting the Value Chain Study in the hill areas surrounding Inlay Lake, that identified a number of areas of support that could be met by Development Partners. Chapter 6 describes the DMPIIR *research process* that led to the DMPIIR *document* and *research proposals*. Both of these as *development projects* were designed and identified as needs by external Development Partners, and not at the specific request of any locally (destination) based organisation, however their purpose was to identify areas/topics that could be supported by the international development community. These in themselves could be viewed as top-down projects, despite the use of participatory processes. The *DMP Evaluation Tool*, as introduced in Section 8.4, places the highest value of 'effectiveness' under tool theme 1 as a DMPP being initiated by a (destination based) client, which was not the case in the DMPIIR.

Chapter 9 reflected that it was always going to be difficult to influence Development Partners in-country, and at the Inlay Lake regional level, as they would have already had their programmes and projects designed outside of the country, and lacked a flexibility to change priorities on the ground, or use the work of another Development Partner to shape their own. In summary, the needs of the Development Partner come before the needs of the 'recipient'.

Objective 1.c. To ascertain to what extent Development Partners collaborate with one another, and how effectively.

Section 8.1 discussed how the DMPILR has been implemented from launch in November 2014, to January 2018 by Development Partners. On the ground the DMPILR has seen some level of cooperation between Development Partners, however this may have been more to do with good working relationships between staff on the ground, as opposed to Development Partner policy.

The Myanmar Tourism Sector Working Group (TSWG) as introduced in Chapter 3 page 95, provides a country-level forum designed for Development Partners to coordinate their work with each other and the Myanmar government, related to the implementation of the Myanmar Tourism Master Plan. However, researcher involvement with the TSWG has shown that it has been more of a forum for Development Partners to showcase rather than coordinate their work, and if there are synergies with the Myanmar Tourism Master Plan, it is more likely by chance than purpose.

Certainly, no Development Partner wants to copy the work of others (or have their own work duplicated in an area of operation), however the fundamental issue of development policy, programmes, and projects being designed outside the country or region remains, with the policy of the donor and Development Partner organisations coming first, despite efforts to coordinate on the ground.

1.d To investigate to what extent Development Partners are able to support host-considered priorities.

Chapters 5 and 6 describe processes that led the researcher, acting as project Team Leader, to identify priorities for support to the tourism sector in the Inlay Lake Region. Whilst these projects attempted to be as participatory as possible, nonetheless it was the researcher/Team Leader who wrote the reports and designed proposals for potential projects/actions. Even as a trained tourism and development professional with 15 years' experience in 2014, by designing these project proposals there would always be a level of bias and assumption based on a limited understanding of the area, and at the same time being influenced by the remit to design tourism related projects. This in itself questions the

validity of 'participatory approaches' in international development: there is almost always a pre-conceived idea to support the development of a region; in the case of the Value Chain Study and the DMPIIR, it was tourism.

Assuming the DMPIIR *document* and *project proposals* reflect the needs of tourism development in the Inlay Lake Region, are Development Partners able to support these? Perhaps only to the extent where they match their own pre-determined priorities. For example, Lux-Development implemented parts of DMPIIR *Strategy 3: Human Resource Development*, as it was specifically related to its objective in Myanmar of "building human resource capacities in the tourism sector" (Lux-Dev, 2017), as discussed in Sections 8.1 and 8.3. Lux-Development would not therefore be able to support DMPIIR *Strategy 7: Environmental Management* for example, as it was not the sector they were supporting. This brings the question if any Development Partner would be able to follow a plan that was developed by another organisation? This would be unlikely, again as each Development Partner sets its own priorities away from the target region.

International Development Partners support the tourism sector in Myanmar as it is a priority for the Myanmar government, having potential for far-reaching impact through tourism supply chains. The nature of development dictates how a donor country designs and implements development policy, programmes, and projects based on their perceived understanding of needs as to what the recipient country or area needs. Intentions of Development Partners are generally 'good', but may well focus on notions of 'win-win' ideas, where both donor and recipient countries benefit, for example through improved trade, or indeed it may be simply a form of 'soft power' projection, see Chapter 2 page 49.

This presents a significant issue in destination management planning that focuses upon the international development sector to implement destination-focused development. The most pressing issue is that of coordination between Development Partners; one will find it difficult to justify projects that have been designed by another (perhaps seen as a 'competitor'). As such, this limits the effect of destination management planning to coordinate Development Partners and be fully participatory, and will have implications for designing similar DMPPs in other destinations with similar contexts: perhaps participatory processes would be better targeted at the intra-governmental level, between donor

agencies and Development Partners in their countries of origin, before considering design of projects on the ground. This is perhaps cynical, as well as difficult to achieve in a destination management planning project, but nonetheless highlights the issue.

Research Aim 2: To identify the effectiveness of the Destination Management Plan for the Inlay Lake Region document and its implementation, with respect to influencing Development Partners, state and union governments, and private sector.

Objective 2a. To ascertain to what extent the DMPILR has been implemented and why.

Chapter 8 explores how the DMPILR *document* has been used and *implemented* as of January 2018, introducing experimental *Strategy and Action Monitoring* and *DMP Evaluation* tools. DMPILR *implementation* by Development Partners, state and union governments, and the private sector, is discussed here, along with how the DMPILR *document* and to some extent the *research process* has influenced each group.

Implementation by Development Partners can be summarised as inconsistent as although many of the DMPILR strategies have been implemented (as presented in the *Strategy and Action Monitoring Tool* in Section 8.3), no Development Partner has fully adopted a DMPILR strategy to implement. Although certainly the DMPILR has influenced project design, it may have been likely that Development Partners working in the region would have developed their own, similar projects within the region, using the DMPILR *document* to save time and resources on designing their own. In this way the DMPILR has *shaped* projects that would have likely happened in any case. Additionally, the researcher, having been embedded in the region during the DMPILR *research process* and resident in the region since 2015, has inevitably pushed the DMPILR agenda, advocating for its use both by Development Partners he has worked with since, and others considering to work in the region.

It is interesting to note the DMPILR strategies that have received the most and least support. For example, *Strategy 9: Improving the Trekking Industry* has been the strategy most achieved, however most of the actions are relatively straightforward, relatively cheap to achieve, and positively focused (i.e. they do not negatively affect anyone), promoting development mostly in the more rural areas of the Inlay Lake Region. On the other hand, *Strategy 7: Environmental Management* has seen the least level of implementation, aside

from printing a series of factsheets. Some of the environmental issues would require political decisions from the Shan State government, such as *Action 7.1 Establish an Environmental Task Force to Tackle Immediate Issues*, as this would need an administrative structure to tackle huge issues such as polluting agriculture, health and sanitation on Inlay Lake, and so on, all of which are difficult to achieve. Whilst the health of the natural environment is one of the key factors in maintaining the region as a tourism destination, it is perhaps a too challenging issue to be tackled within a tourism-focused DMP, that highlights again the concept of tourism 'freeloading' of other industries (Goodwin, 2011). Over the duration of the DMPILR *implementation*, there have been no major environmental projects focused on Inlay Lake or in the wider region. As one of the most pressing issues, the DMPILR has been unable to attract international development support to the natural environment, perhaps highlighting both the misunderstanding of the complexities of tourism by Development Partners, as well as the issue of international development first meeting the priorities of the donor.

The DMPILR *document* has had an influence on Development Partners as many operating in the Inlay Lake Region have read parts of it, and have quoted from the non-strategy sections as a source of information on the region, as in the case of PEM Consult when tendering for the GIZ *Shan State Tourism Development Project* described in Section 8.1, as well as *Inle Speaks*, *ICEI*, *Lux-Development*, and the *World Bank/IFC*. In this respect the DMPILR *document* can be seen as successful, as it contains a detailed analysis of the region, one of its purposes being to present both a fact file of the region and indeed to *guide* the development of the region as a tourism destination.

Implementation by the Shan State government has been through the officially titled Directorate of Tourism, Ministry of Hotels and Tourism, Shan State, referred to throughout this document as MoHT Shan State. Here the DMPILR *document* has been most successful, with MoHT Shan State adopting it as its official strategy document, and presenting it to Development Partners seeking to support tourism in the region.

During the DMPILR *research process*, it was the intention for the DMPILR to be used as a model for other DMPs in Myanmar. During 2014, the then Union Minister for MoHT had requested assistance in developing DMPs for the other flagship destinations in Myanmar,

however no other *specific* DMPs have been developed in Myanmar since. Both the previous Union Minister, and the current (since April 2016), had expressed their like of the DMPILR *document* as it was very comprehensive in gathering a large amount of information from the Inlay Lake Region in one place, and that they could use it as their own *internal* management plan.

Usage by the private sector has been more difficult to follow, as primarily this thesis has focused on the international development sector, and it would be unlikely for a private sector organisation to implement a DMPILR strategy or action. However, it *may* have been used as a source of information for business development: this would require further study.

Objective 2b. To identify the challenges/barriers to implementation.

As discussed above, the most significant challenges to implementation of the DMPILR strategies can be summarised as:

- (a) The focus on strategy implementation by Development Partners was overly optimistic, as Development Partners lack flexibility to design and implement projects on the ground, as they must follow their own policy and programmes which will be influenced from outside the region by their donors.
- (b) MoHT Shan State lacked both technical experience and financial resources to implement many of the strategies directly.

DMPILR *implementation* would have benefitted greatly from a dedicated follow-on project to support implementation. Such a project, depending upon context, would either create a DMO, or support destination management within an existing, dedicated organisation.

Objective 2c. To suggest how the process might be improved and replicated elsewhere.

As discussed in Chapter 9, the DMPILR *project* was too broad in both geographical scope and in technical areas tackled for the resources available, covering many areas that as of January 2018 still remain effectively inaccessible for tourism. The DMPILR project and *document* were both overly ambitious in what they could achieve, the DMPILR *document* being a

highbred of a DMP, a regional development plan, and a project planning document. The approach should have been more focused, for example on planning issues with the private sector, as opposed to aiming to be fully comprehensive.

When conducting the research process, a pre-assessment visit to the region would have been useful, with the objective of identifying key regional stakeholders and research partners. This would have helped target the most representative people sooner in the process. Additionally, the DMPILR should have more clearly identified the client, and have been more realistic in the method of its implementation (through Development Partner support, or by identifying local resources). Any future destination management planning project should also consider longer term support once the initial planning process and document has been completed, especially within the development context. This will depend of course *how* the DMP has been initiated: if there is a clear organisation that is able to implement such a plan, and has requested support in developing a plan, the likelihood of long term success would be greater, as introduced in the *DMP Evaluation Tool*: strong local ownership is paramount to such processes.

The *Participatory Destination Management Planning Model* introduced in Chapter 10 attempts to guide the development of future DMPs in the international development context. It has been designed to be conducted more on the local level, consisting of a series of questions a team should consider before embarking on any DMPP. All destinations will be different, as will all research teams and contexts, and these will always remain issues, however the model tries to guide responsible tourism practitioners into more deeply considering the needs of a destination and the people living within it.

Has the DMPILR in its entirety been effective in influencing of Development Partners, public sector, and private sector? In part at least, it has, with regard to Development Partners and the public sector. Positive influence can be noted in both usage of the DMPILR as a regional information source, as well as having influenced Development Partners working in the region, despite the reality of the 'top-down' development approach that persists within international development. It has been successful in guiding regional public sector strategy through adoption by the MoHT Shan State as their main strategy document. For the private

sector, influence of the DMPIRL has not been fully studied, and would make for an interesting follow-up study.

Research Aim 3: To develop an inclusive regionally-focused tourism destination management planning model in the international development context.

Learning from the DMPIRL *project, research process, document, and implementation* culminated in the design of the experimental *Participatory Destination Management Planning Model* introduced in Chapter 10.

Objective 3a. To identify generic Destination Management needs.

Destination management needs will always be entirely contextual. No two destinations will be the same, and research teams will always differ, and reflect the views of the team, this is human nature. But of critical importance will be what do the host communities living in a destination want to achieve, be it tourism growth, more job opportunities, or even no tourism at all. To achieve an understanding of these needs, talking to the right people who accurately represent a destination is vital.

Objective 3b. To understand how representative stakeholders can be best selected.

Again, understanding the local context will be vital to selecting the most representative stakeholders. Such stakeholders may include members of the private sector, local lobby groups, local government, etc. Every destination will be different and will depend on the destination's economic development, capacity of the relevant public sector, security, population diversity, land ownership etc. When conducting any DMPPs, time must be invested in understanding the local context before consultation processes begin, and local stakeholders must be actively involved in the planning process.

Objective 3c. To review how stakeholders can be more effectively engaged in the destination management planning context.

Local stakeholder ownership of DMPPs and subsequent documents are again, fundamental to a DMP's success and implementation. This can only be achieved through the active participation of stakeholders, and for the research team to make sure consultation happens

appropriate to the local context, and be prepared to invest more time in consultation processes than may have been originally planned.

Objective 3d. To investigate how Development Partners can better understand the local context.

As discussed above, understanding the local context is paramount in developing effective DMPPs. The discussion has also highlighted the issue that development policy, programmes, and projects in the international development context, are developed outside the recipient country, despite the use of participatory approaches. Changing this would require a paradigm shift in how international development is delivered, requiring Development Partners to invest much more time to understanding local contexts, and not assuming their policy and 'development solutions' fit all contexts.

Objective 3e. To review how Development Partners engage with the intended project beneficiaries.

The above discussion leads to the conclusion that despite all good intentions, international Development Partners engage with their intended project beneficiaries in a top-down manner. Donors, be they governments, charities, or individuals will always have power over the people they choose to help and why, and as such will always dictate what project is implemented and where, and this will be based upon priorities set by the donor and implementing Development Partner. Consultation processes may well use the most up-to-date participatory tools, identify the most representative stakeholders, and identify a region's most pressing development needs, but whether these issues will be tackled or supported will always depend upon the wishes of the respective donor/Development Partner.

Chapter 2 summarised with a discussion that modern international development was a form of neo-colonialism. Despite all good intentions, perhaps the very nature of international development means this will always be the case.

11.2 Answering the Research Question

How effective are international Development Partners in developing and implementing host-led destination management planning processes, with special reference to the Inlay Lake Region, Myanmar?

This thesis has shown that 'effectiveness' of the Development Partners has been limited for the following four key reasons summarised below:

1. Despite high levels of local participation and involvement in destination management planning in the Inlay Lake Region, the needs identified do not always meet the needs that donors or Development Partners wish to support;
2. Development Partners have not been able to, or not wished to implement overall strategies of the DMPILR, as they are constrained by their own funding systems, and lack flexibility to implement priorities identified by other Development Partners;
3. Development Partners are not able to coordinate their work effectively with one another, precisely for the reasons mentioned above;
4. It appears that the most attractive issues to tackle or support by Development Partners are often the easiest, with the most important issues left to poorly resourced local partners.

International development does provide useful *support* to the Inlay Lake Region, however it remains as that: *support*. Development Partners are not the overall or long-term solution to the region's issues, however with more coordination, both at international level in donor countries, and on the ground, their activities could be much more effective.

Chapter 12. Conclusions

This thesis has recorded almost five years of my professional and personal life, where I have been deeply embedded in a long process of destination management planning for the Inlay Lake Region, and as such, I conclude by writing in first person.

I feel that overall, this thesis highlights that international development, no matter how well intentioned, can never be fully 'participatory', or truly 'grass-roots', as in effect it is, and can only be, top-down, based upon the current system of donor and recipient. In power relations, the donor will always dictate how their money will be spent, following what they believe to be the best approach for an area, be it private sector development, value chain upgrading, environmental management, and so on, using frameworks such as tourism, agriculture, textiles, vocational training, and the list goes on. Committed development practitioners on the ground will always have a challenge of shaping and influencing projects to meet the needs of a given area, as projects will inevitably be designed outside the area or country by project writing experts who have little understanding of the local context. The tragedy is that Development Partners seem to know this, and themselves perpetuate the issue.

Tourism as a development tool certainly has the *potential* to have wide reaching benefits to wider and remote communities, through complex supply chains, however its complexity is often misunderstood by Development Partners and development practitioners, and somehow seen as 'easy', despite involving such an intertwined number of industries and having diverse stakeholders. I again refer to Krippendorf's thoughts that somehow tourism is perceived as not being real work. When it comes to management of complex 'destinations' (a term in itself that lacks a straightforward definition), the question of tourism 'freeloading' remains: do tourists really adequately contribute financially to the management of an area, and do the host communities benefit as much as they should? I feel probably not, and that this thesis has highlighted this issue, and it is something I have tried to tackle through both the *DMP Evaluation Tool* and the *Participatory Destination Management Planning Model*. This raises the question, if tourism cannot fully benefit a host population then should Development Partners use tourism as a developmental tool?

Returning to the DMPILR: whilst conducting on the ground/destination-based research has been a useful exercise *and* has (I believe) supported positive change in the Inlay Lake Region, implementation by Development Partners has been limited as they cannot be flexible on the ground to meet local needs. I take the cynical approach that participatory approaches should focus on donors and international Development Partners at the policy and programme development level to be able to deliver more effective development projects at 'destination' level. Indeed, this was one of my reflection points in Chapter 9: if conducting the DMPILR *research process* again, I would align strategies closer to development partner policy, priorities, and areas of interest in supporting through conducting (or at least trying to conduct) meetings at higher levels within Development Partners targeting Myanmar. Whether I would have been able to meet the higher echelons of international development without having to go through development partner hierarchies is a different matter. Reaching such policy makers for someone working on the ground would be extremely difficult, again leads me to conclude that development projects are to a high extent, pre-determined.

Concerning *destination management planning*, understanding the local context is fundamental to the research process, for the research team, and for any management planning documents produced. The value of understanding the local context appears to be underestimated by Development Partners.

The DMPILR *project, research process, and document* tried to change the international development paradigm by conducting a process that was designed to shape the way that Development Partners would support the Inlay Lake Region. I had hoped (along with my DMPILR research team colleagues) that the DMPILR would lead to a 'better' and more coordinated development approach to the region as a tourism destination, that could influence the emerging development support country-wide in Myanmar. Despite our good intentions and hopes, this clearly was overly ambitious.

Reflection on the Role of Capacity Building as a Legacy of International Development Assistance

As introduced in Chapter 2, international development projects regularly cite the term 'capacity building' and 'capacity development' as one of their key goals, with GIZ GmbH

(2015, p. 3) defining it as “the ability of people, organisations and societies to manage their own sustainable development processes and adapt to changing circumstances”. One of the goals of the DMPILR *project* was to conduct capacity building “to increase capacities for sustainable, equitable tourism development and management” (ICIMOD and MIID, 2014, p. 5)

Thus, the purpose of capacity building/development and by association much of international development, is to ensure a long-term legacy of the project that leaves project beneficiaries (and as such recipient communities and countries) with the skills to manage their own development. If this really was the case however, it may be argued that international development assistance would have outgrown itself, and in the case of Inlay Lake, no longer be needed after the initial projects of the early 2010s.

The reality is that capacities are lost at the end of projects, and specific skills (or ‘capacities’) that are developed by individuals or organisations are often not those what were intended at a project’s inception, or transferred elsewhere (lost from the project area).

In the case of the DMPILR *research process* myself and my project team were not able to develop lasting destination management capacities in the Inlay Lake Region during the timeframe of the DMPILR *project*; that would come later within the *implementation* period, especially when working with the Shan State Directorate of Tourism through GIZ projects. The DMPILR *implementation* period did see a significant amount of capacity building projects as discussed in Section 8.1, through a variety of development partner organisations.

From my own experiences with implementing projects through GIZ, the problem of being able to work with the ‘right’ people was an issue: project goals required that decision makers, and managers of government departments and directorates should receive training in destination management practices. The reality in practice is that such higher-level stakeholders do not normally attend such training events, but send junior staff instead. This is for a variety of reasons related from time and availability, through to not wishing to be seen as lacking knowledge. As such ‘capacity development’ with such individuals would need to be conducted in non-conventional ways, such as through informal meetings, meals,

regular conversations and so on. Trust building takes time, and needs investment, especially within a context as faced in the Shan-Myanmar example.

Another observation is that projects tend to measure outputs as opposed to outcomes, which led me to develop the *Destination Management Plan Evaluation Tool* in Section 8.3: projects are often evaluated on their outputs at their completion, whereas the reality concerning *outcomes* and *impact* may only be felt later, in some cases much later. Consider a junior member of a project team who receives an ‘eye opening experience’ from a project who later becomes a manager and an ‘influencer’.

When considering the issue of ‘lost’ capacity development in projects, the reality is that project beneficiaries, including local project staff that receive in-house training (and capacity building), become more employable by other projects, and may use their skills to further their own careers outside of the intended project beneficiary area. This ‘project legacy brain drain’ is in my experience unfortunate, but also unavoidable. It would be unrealistic and unfair to restrict an individual’s career development. This leads me to the conclusion that as far as the legacy of capacity building/development is concerned, ‘we’ as development professionals need to consider how projects evaluate this. I believe the local staff of a project have the potential to benefit most from capacity development, and these people should be considered the most important to focus capacity development efforts on, as future project managers and influences, irrespective if they change ‘field’ or leave the project area.

This all leads to highlighting the need that measuring the impact (and thus design) of international development projects be reconsidered for the long term. Through the *Destination Management Plan Evaluation Tool*, I suggest a way of achieving this is partly to invest more time and energy into local ownership (as well as careful selection of stakeholders) of any international development project, and consider this to be one of the fundamentals of achieving long-lasting and impacting outcomes of a project and development assistance in general.

Understanding Development Assistance

Regarding furthering the understanding of international development assistance, this thesis has highlighted the following key points:

1. Gaining consensus from communities is extremely difficult, and the development-context belief that communities are homogenous, and have the same beliefs and prioritisation of needs, is not the case. The assumption that selecting 'representative' stakeholders is straightforward, and that bringing such stakeholders together in a pre-determined number of meetings (that are held at the convenience of the development practitioner) will easily solve problems is also not the case. A much greater understanding of the complexities of communities, and how to address this by practitioners on the ground is needed. This must consider the reality of resources, time, infrastructure, and the reality of working within developing countries.
2. Influencing how international development assistance is designed cannot easily be done from the ground-level up. A key reflection on the DMPILR *research process* was to have focused efforts on understanding how the main international donors were considering to support Myanmar. This reflection itself suggests that the power of development remains with donors, and the needs of the recipient do not come first, leading to the consideration that development assistance is a form of neo-colonialism as discussed below.
3. The concept of power in development, and specifically understanding where the power is, and who controls the decision-making processes (and budgets) is significant. Understanding power relationships is a key factor in understanding international development.
4. There is a significant gap between academia and development practitioners, international development policy, donors, and development partners. There is a gap in providing practitioners with robust academic best practices on implementing 'development' within the realities of the limitations of working on the ground.

Lessons are not being 'learned' in the wider sense of development, and the same mistakes from decades ago are being repeated.

Ultimately the above suggests a need for international development to revisit and reconsider its purpose, and ask the questions: who is development for? Who should it benefit and why? How can we make 'development' meet the needs of the less well-off in the most efficient, cost-effective, and impacting ways? This thesis has shown that these questions need asking, with a better understanding of the need for knowledge sharing between both practitioners and academia.

Is International Development Assistance a form of Neo-Colonialism?

Chapter 2 introduced the discussion of international development being a form of neo-colonialism. Certainly, in my own professional experience, I have seen many examples of badly planned and executed 'development' projects, aid dependency, and projects that appear to serve the needs of the donor or project implementer, rather than the needs of the host population. Indeed, this is a reason why I began research for this thesis, and conducted the DMPILR *project* and *research process* in such a way as to tackle these issues, and in Myanmar at least, show to Development Partners that development assistance could be channelled better to meet the needs of a host population, as understood by using a process of participatory approaches.

Nonetheless, the problem remains that even the best-intentioned development assistance will always be tied to the wishes of the donor; fit with financial and project planning systems, approaches, seasonal calendars, use terminology, and so on from outside of the host population. A huge 'development industry' has developed around maintaining the status-quo of the development project system that either actively resists change, or does not seek to lobby for change from donors. The pressure to 'spend' from donors remains and thus results in a poor value-for-money reality on the ground, with projects disrupting local markets: not everyone can benefit from a project, and rarely full account is taken of so-called 'do no harm' approaches, otherwise projects would stagnate and be overly difficult to implement.

Development Partners continue to undervalue the need for their practitioners to understand, and work within local contexts. The failure to do this suggests a lack of respect towards local partners. 'Recipient' countries and local project partners are expected to be grateful to receive development assistance, with only lip-service paid to aligning with relevant policy.

International projects continue to be evaluated from outside the recipient country, with little input or coordination from the people that the aid is intended to benefit. This can only build a level of frustration with recipient countries, where 'they' are expected to accept that the development practitioners, outsiders from rich, developed countries (and in the case of the DMPILR, from the previous colonising country), somehow 'know what is best' for the development of their country. Perhaps this is not so different from the argument that colonialism was necessary, as Power (2003, p. 131) suggested was in order to "to strengthen the weak... childlike colonial peoples who required supervision". Despite best efforts, the same system of international development assistance appears to be taking place in Myanmar. This all leads to the conclusion that international development is indeed a form of neo-colonialism, or at the very least patronising, with a change in the international development paradigm desperately needed.

How can this issue be addressed in Myanmar or indeed other countries? I believe the coordination of development assistance is needed, with a strengthening of local voices in how international development assistance is designed and delivered. The DMPILR *project* and associated *research process* have contributed in a small way into tackling these issues in the Inlay Lake Region by providing a clear intent of how the local population would like to see their region to develop, using the best possible participatory processes that were available at the time. The development of the *Participatory Destination Management Planning Model* further contributes to this, and a next step will be to develop this further into a practitioner-friendly format. Providing a stronger voice, and encouraging a far greater input into the design and implementation from 'recipient' communities will begin to tackle the issue of neo-colonialism, and influence change within the international development 'industry' to focus more on meeting the needs of such communities, and being accountable to them.

In my final conclusions, I provide some short points on recommendations for policy, and for further study, based upon what I feel are the most important lessons from this thesis, and areas that would benefit from further exploration:

12.1 Policy Recommendations

1. At intra-governmental level, improve coordination and cooperation between country development policy, and donor and development partner planning processes, including regions and topics of support;
2. Re-evaluate the way international development projects are monitored and evaluated, allowing them to be more reactive to the needs on the ground, including increasing flexibility in changing programme design based upon local needs;
3. Development Partners need to re-consider the importance and value of understanding diverse local contexts, and insist that all development practitioners *including* senior management *and* policy makers receive comprehensive context awareness trainings. What worked in one country may not work in another, and a flexibility to adapt models to local contexts is vital (something that the *Participatory Destination Management Planning Model* attempts to address);
4. Senior managers and policy makers in international donor and development partner organisations must allocate more of their time to understanding the realities and challenges of implementing development projects on the ground, including spending more time visiting project areas and *listening* to practitioners;
5. Donor and Development Partners must reconsider their internal communication processes to allow experiences from on the ground activities to influence policy design.

12.2 Recommendations for Further Study

1. Testing of both the *DMP Monitoring Tool* and the *DMP Evaluation Tool* in the Inlay Lake Region by an independent monitoring team, and then further developing the tool to be used at other destinations and/or development projects;

2. Conduct further development of the *Participatory Destination Management Planning Model*, and testing in a smaller and less-complex destination by a team of 'local' experts, under my supervision. This could involve a follow up with selected development partner(s) on how they could adapt the model for their needs;
3. Conduct further research on how to improve donor and development partner policy to be more effective, flexible, and adaptive at ground level.

12.3 In Conclusion

As I write this final short chapter of this thesis, I look from my home across Inlay Lake, and reflect upon what has been a long and intensive research and writing process, and I also reflect upon my career as a 'responsible tourism' and 'international development' practitioner. I began my international career in the pursuit for social justice of those less advantaged than myself, who through the lottery of birth are born into very different lives than I. As I progress in my career, it is easy to take the option of following the career path into higher-level positions within international development partner organisations, and my choice is to try and further my early ideas of social justice to try and change the system from within, or to work more closely at grass-roots level, perhaps working to support on the micro-level with local non-governmental organisations. It is an answer I do not have yet.

I began my idea for this thesis in 2011, with the wish to more deeply, and professionally reflect upon my work, and life in international development. This has been the most important 'result' I have had from this thesis, and in that sense, I believe it has been successful.

Appendix 1: Interview Guides for Reflection on DMPILR project, research process, document, and implementation.

As described in Section 4.3.1, two interview Guides were used to guide the semi-structured interviews. Guide A was used during the DMPILR *research process*; Guide B during the longer DMPILR *implementation* period. The following questions were designed to guide the topic of the interview as a type of extended ‘conversation’. Questions were used as prompts; the purpose was to find out the opinions of the interviewee regarding the DMPILR.

Interview Guide A

- How is the DMPILR *research process* developing?
- Are you pleased with the approach?
- What could be done better?
- How do you think the DMPILR *document* will be used?
- Do you think your organisation will use it?
- Do you think other organisations (Development Partners, NGOs, Government Departments, Ministries, Private Sector Businesses) will use it?
- Is/has the *research process* been useful? Could it be used for other situations in Myanmar/elsewhere?
- What else could/should be included in the *research process* and *document*?
- Do the *research process* and *document* fit into Myanmar’s context?
- Do you think the *research process* and *document* support the development of Myanmar and how?
- Is there anything else you would like to discuss about the DMPILR?

Interview Guide B

- Have you used the DMPILR in any of your work or work planning, and if so, how?
- Has the DMPILR document been useful for your organisation, and if so, how?
- Do you think the DMPILR document has been useful and used by other organisations (Development Partner, Public Sector, NGO, Private Sector)?
- Do you think the DMPILR project, research process, document, and implementation have contributed to positive change and helped the Inlay Lake Region develop more sustainably and equitably? How?

- What is missing from the DMPILR *document*? What would you like to see in it that is missing?
- What do you like about the DMPILR *document*? What do you dislike? How do you think others perceive the document? Is it useful?
- Do you think the process could be repeated elsewhere in Myanmar or other countries?
- Would a monitoring system be beneficial for both project managers and the public?
- Would a Destination Management Planning Model be useful, and if so, how, and in what way?
- Is there anything else you would like to add or discuss about the DMPILR?

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