

OBSTACLES TO THE IMPLEMENTATION OF TOURISM POLICIES AND REGULATIONS IN PHUKET, THAILAND

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ABSTRACT

Tourism policy has increasingly become vital for many developing countries that wish to employ tourism for their regional and national development. To ensure its effectiveness, it is contingent on the process of policy implementation which is often a major barrier to success. Phuket, Thailand is chosen as a case study for policy implementation research due to its developing world context. As multi-sectors are usually involved, tourism policies frequently confront many challenges, especially in developing countries where shortages of qualified personnel and inadequate finance are regularly found. The nature of the policy process generally requires a clear structure and instruction with sufficient resources for a policy to be realistic. Issues of coordination, obedience and communication arise in the implementation process. Case study research was applied for this study as a source of rich data, so as to utilise multiple research methods for investigating the complexity of this natural setting. Semi-structured in-depth interviews are employed to gain data from a sample of affected stakeholders, which may total up to 35 interviewees. For this study, culture is a key issue for policy implementation in developing countries.

1. INTRODUCTION

The inspiration of this study derived from the paucity of investigation on tourism policy implementation in developing countries. It aims at investigating barriers to the implementation of tourism policies and tourism related regulations in Phuket in Southern Thailand. This study also strives to establish that the causes of the gaps between tourism policies and their successful implementation are a key issue for tourist destination development. Deficiencies in the practical implementation of tourism policies and regulations mean that the impacts of tourism are more likely to be disruptive and negative for the communities and environments of tourist destinations. Poor implementation can lead to long-term adverse consequences for the society and economy of the destination, including a decline in the area's attraction for tourists. An improved understanding of the causes of gaps between policies and regulations and their successful application may help tourism policy-makers and managers to reduce these gaps and to regulate and control the development of the tourism industry and its impacts more effectively. Phuket is an exceptionally interesting case study, acting as a "typical" island destination in which tourism impacts are especially acute. There are also very few publications on tourism policy implementation concerning the developing world. There are many limitations for a tourist island destination in terms of tourism development. These include a lack of expertise and other types of resource scarcity. Case study research proved to be appropriate as the study investigates one instance with an attempt to gain valuable and unique insights on tourism policies and implementation processes in Phuket, Thailand (Denscombe, 1998). Case study research also allows the researcher to study phenomena in a natural setting (Yin, 1994), with the application of multiple types of research tools and sources for a better understanding of the subject matter. However,

many questions in relation to research limitations arise as various stakeholders within the given situation are involved. This paper aims to mainly address methodological issues as well as to draw a boundary for the study.

2.THE NATURE OF POLICY

A policy is the structure for government actions in attaining certain aims. A tourism policy, therefore, is a structure for government activities in relation to tourism. Tourism policies are created principally as a mechanism of managing the development of the tourism industry. Regulations are similarly needed for legal control over its activities. There are reasons why studying policies is important. As concluded by Hall and Jenkins (1995:2), it helps in understanding the causes and consequences of policy decisions and of the policy itself. It also helps in ensuring that the right goals will be achieved. It has recently become a very important issue especially for heavily visited destinations or countries, particularly in developing countries, in order to develop policies for the area for managing the disruptive impacts of tourism. Nonetheless, policies are not necessarily put into practice.

It is widely recognised that the achievement of tourism policies requires many components such as qualified personnel, financial resources, local involvement and authorities in charge. In many developing countries, there is highly centralised control. Policies and regulations may be less strictly enforced in remote areas resulting from their long distance from centres of policy-making. It is evident that there is a gap in implementing policies and regulations especially in developing countries where there is poverty, bureaucracy and corruption. The consequences of policies not being well-implemented such as illegal street guides and sex encounters in Yogyakarta, Indonesia; environment degradation; sex tourism; building control leading to its collapse in Pattaya, Thailand; and child prostitution associated with the informal sector of tourist trade as well as the use of child labour in the industry in Sri Lanka (Hall and Page, 2000), can create potential long term problems for the countries either for national health and safety or the economy. The aforementioned examples show a requirement for study, research and understanding of policy-implementation in order to ensure its goals so as to protect the destinations, local communities and the tourists. For such an influential reason, this study intends to explore in-depth insights and potential factors of successful policy-implementation in an area of a developing country with the intention of its application in subsequent studies of other developing countries. Jenkins (1980:23) suggests seven outstanding factors for developing countries to regard tourism as one of their development strategies. These include income redistribution, freedom from trade restrictions, continuing demand growth, development costs, employment, prestige and finally the wanderlust: defined as the variation of tourist flows over the tourist destinations. In most developing countries, it is the government that has responsibility for its tourism policies and the definitions of regulations over tourism development. However, a free reign to the private sector to develop tourism often exists in practice. It is often believed that business interest groups prioritise their business profits more than a long-term sustainability. Strong control from the government is critically necessary for preventing and managing issues such as exploitation, deterioration and destruction over the area.

3. THE PHUKET CASE STUDY

Phuket, a renowned tourist island in Thailand is hence used here as a policy-implementation case study in a developing world context. Notably, the majority of research in Thailand has been on sex tourism (Cohen, 1982 and 1988; Oppermann, 1998; Harrison, 2001) and on ecotourism and conservation issues in the north of Thailand (Forsyth,1995 and Cohen, 1995). Kontogeorgopoulos (1998 and 1999) has examined Thailand's employment patterns and the Amazing Thailand marketing

campaign. Consequentially, there is an absence of policy-implementation study as a root-cause of the problems in the Thai tourism industry. Phuket, with a number of ongoing impacts in the area, is well placed to reveal reasons for a policy implementation and regulations gap for this study.

Phuket island has been an international tourist honey-pot in Thailand since the early 1980s. This paradise island has grown as a major international tourist resort in Thailand since the government closed down the area's tin mining industry. Phuket hosts many domestic and international conferences, encouraged by the opening of Phuket International Airport. At its widest points, the main island of Phuket is 21.3 km and 48.7km across, and it is connected to the mainland by two bridges. Like other cases of the developing context, tourism is a key element for the nation's economy. As in Phuket, much of the tourism development is concentrated behind the various beaches on this main island. This tourist island generally known as a 'Pearl' of the Andaman Sea, is currently facing the consequences of its rapid and over development. Not only are the environmental issues of concern, but also other negative impacts such as health and safety issue for both locals and visitors, socio-economic impacts, building control and sex tourism in the area. Like other developing countries, Phuket, mainly depends on support from Central Government. There are national policies, tourism policies and regulations where appropriate, however, problems in Phuket still remain.

4. REASONS FOR POLICY FAILURES IN PHUKET

According to Li and Zhang (in Frank and Jenkins, 1996), the problems in Thai tourism could be attributed to the lack of government policy enforcement and industry practice. They quoted from Muqbil (1993:300) that " reports indicated that the Thai tourism industry has developed many plans and regulations, but they have never been adequately enforced". Interestingly, Kontogeorgopoulos (1998) states in his research on sustainable tourism in the south of Thailand that "the numerous problems associated with uncontrolled mass tourism development find frequent expression throughout Thailand where overcrowding, pollution, and short-sighted planning have degraded formerly pristine coastal resort destinations" (p.225-226). Presently, Phuket and the locals are facing many adverse consequences from rapid tourism development. Benefits derived from tourism lead to a lack of control and corruption in Phuket. Undoubtedly, implementation of policies and regulations can play a major role in reducing the impacts of tourism development in the area. A way for developing a possible mechanism for policy implementation and enforcement is essential, otherwise Phuket would become a duplicate of Pattaya: An East-coast destination in Thailand which has been destroyed and deteriorated by unplanned mass tourism.

Notably, it can be said that implementation failure exists in Phuket. There is a high potential awareness of potential benefits of international tourism in Phuket, but as yet readiness in implementing for policies and regulations for its rapid growth are inadequate. Significantly, these also demonstrate vain attempts in implementing policies and regulations related to tourism issues among implementing agencies. The small size of expertise and also other resources such as financial aid are not adequate for the industry size which is apparently widespread in the area. In order to discontinue or alleviate the aforementioned impacts, not only is the study on obstacles to implementation needed, but also an investigation of history and evolution of the country and its tourism policies are vital for this particular study on policy implementation in the developing context.

Hall and Jenkins (1995); Morah (1996); Tosun and Jenkins (1998) and Tosun (2000) claim that there are many key factors involved in policy-implementation in developing countries such as a lack of financial resources, poorly qualified and experienced officials and expertise and the socio-economic culture of the countries themselves such as red tape, weak institutions and traditions of paternalistic patron-client relations. One of the very common-known by tourism researchers in policy implementation and planning in developing countries is the long bureaucratic delays and rampant corruption which are believed to be a potential factor in implementation failure. Ethnicity is also

considered as an important component for a successful policy implementation as different social and cultural characteristics usually produce different degrees of compliance. In Phuket, the majority of local people are dominated by Chinese, mixed with Thai and a number of Muslims. The Chinese immigrated to Phuket 17 centuries ago, resulting from trading, they soon after became successful entrepreneurs. Their success stems from diligence, thrift, trust and other bourgeois values. Unger (1998:51) states that the Chinese mostly rely on relations of trust. Intimate links between business and social networks facilitated the imposition of social sanctions when necessary. He also states that " Thai society is loosely structured, allowing individuals considerable leeway in their behaviour and only broadly defining roles by delimiting individuals reciprocal right and duties"(p.28). It is important to note that anarchism in Thai social life can cause negative consequences for its economy, development and most importantly for its policies implementation.

5. THE STUDY OF POLICY IMPLEMENTATION

The nature of policy implementation and its existing studies must be investigated for its potential contribution for this research. The study of policy implementation has substantially grown since Pressman and Wildavsky's case of Oakland and California during the late 1960s (O'Toole, 2000; Lester and Stewart, 2000), Younis (1990), also introduces that implementation studies became fashionable from the contribution of Van Meter and Van Horn in 1975. Since those periods of time, policy implementation moved to an important position in policy study. Importantly, most implementation research has been conducted in and focusing the United States. However, there are also some contributions from Western Europe. At present, a number of good theories are put forward by a number of new researchers, nonetheless, according to O'Toole (2000) solid cross-national comparative study has been especially lacking. As Winter (1999) notes, in terms of the problems analysed, the field of implementation research would be considered much more robust than simply by counting research under the label of implementation. Until now, implementation studies mostly tend to focus on the lists of variables that may affect the achievement of implementation processes (Matland, 1995). Implementation research has nowadays been concerned with acquiring a better understanding of the political, economic, organisational, cultural and attitudinal factors that greatly influence a policy or a plan to be implemented.

Starting from the 1970s, many case studies have been carried out. However, there was little knowledge available to assist in the implementation process. From 1975 to 1980, researchers began to develop analytical frameworks that identified factors that contribute to the realisation of policy objectives. A synthesis and critique have been available since 1985 until the present time. At first generation, studies examined how single authoritative decisions were carried out whilst describing the barriers to effective policy implementation. The second generation were concerned with explaining implementation success and failure. Interestingly, at third generation has emerged and "it aims to shed new light on implementation behaviour by explaining why that behaviour varies across time, policies, and units of government... it is designed to overcome the conceptual and methodological problems that many scholars agree to have impeded progress in this field" (O'Toole, 2000: 271). It can be said that policy success is contingent on combining policy instruments, resources with the clear instructions and statutory power for implementing agencies. In the case of the federal system, Gogging and his associates (1990) believe that the central government has a substantial influence on state implementation either by a function of inducement or constraints. It is observed that the study of policy since the 1980s is the emphasis on policy implementation. Interestingly, in the 1990s, the emphasis shifted to policy optimisation studies or policy analyses that sought to find an answer of a successful or effective policy. However, the implementation process and its techniques remain unclear and vary in different countries. Some studies remain to be accomplished, also much of this literature is not intended to directly answer question of policy implementation, and it largely concerns central to local policy implementation (Winter, 1999). According to Tosun (2000), to borrow a policy from a

developed nation may be inappropriate for such dynamic, intense and various environments in most developing countries.

6. THE POLICY IMPLEMENTATION PROCESS

Implementation in general can be simply defined as putting policies into practice or a series of governmental decisions and actions directed toward putting an already decided mandate into effect (Lester and Stewart, 2000). Implementation plays an important role in making plans and policies realistic. For O'Toole (2000: 266) policy implementation is "what develops between the establishment of an apparent intention on the part of government to do something or to stop doing something, and the ultimate impact in the world of action". Mazmanian and Sabatier (1983:20) define implementation as "the carrying out of basic policy decisions, usually incorporated in a statute but which can also take the form of implementation executive orders or court decisions..." The attempt of defining successful implementation has been made, according to Matland (1995) based on Ingram and Schneider (1990), the successful implementation represents agencies' compliance with the principal's requests; agencies are held accountable for reaching specific indicators of success, goals of the policy are achieved, local goals are achieved. In conclusion, successful implementation is the congruence of policy's goals.

The implementation process is therefore inevitably associated with the complex process of planning, organisations, inter-organisations, coordination, communication and promotion which are necessary in order to achieve policy goals and objectives (Lewis and Wallace, 1984). Implementation frequently involves exchanges between organisations at different levels of government, or between centre and periphery, or between public and private sector. Implementers are responsible for operating and setting plans and also mediating between conflicting groups as well as negotiating to ensure plan implementation is successful (Greed, 1996). It is usually found that implementers have limited power to carry through their planning objectives alongside all the other private and public actors involved in the implementation process. Implementers can later feel that implementation process is time-consuming and political. In Greed's research (1996) planners and implementers needed to adopt other tactics in seeking to carry out effective planning by either looking for alternatives means or fulfilling the original intentions of their plans. They also needed to have professional expertise characters and good judgement in order to avoid being overwhelmed by changes and variety occurring during the implementation process. Lewis and Wallace (1984), in their books of policies into action, explicitly state that Central Government is frequently not the executants of its own policies. They are mainly carried out by local authorities, public corporations, firms or other agencies. It is evident that the divisions and distances between such organisations render implementation complicated and uncertain. As a result, the implementation difficulties are currently exacerbated by growth in the scale of government, which causes the interrelationships within government (Lewis and Wallace, 1984). According to Goggin et al. (1990), three clusters of variables affecting state implementation are introduced which are inducements and constraints from the top (the federal level), inducement and constraints from the bottom (state and local level) and state-specific factors defined as decisional outcomes and state capacity. Interestingly, Pressman and Wildavsky (1973) state that the possibility of successful implementation is less than 50 percent if the process is accurately done up to 90 percent through six hierarchical levels. However, implementation should not be seen as a confrontational or negative process in which there are losers and winners. It should end up with a reasonably satisfactory result for all parties (Greed, 1996, p. 270).

In addition, according to Cline (2000) the implementation problem can be defined in two basic ways: firstly on problems of organisational management and secondly on a conflict of interest in the process. Planners and implementers are normally bound to encounter a complex legal situation which is full of contradictions and which affects its outcome. According to Greed (1996) little things such as interpersonal interaction, traditional based assumptions, awkward little bits of unhelpful legislation and absurd regulation can empower themselves to block effective policy making and implementation

at the day-to-day level of planning practice. The performance of implementation also depends heavily on the nature of the particular policy and the organisational context and culture. This must be taken fully into account when implementing the policy in different area. Lewis and Wallace (1984) quoted Berman's (1980) two basic strategies for policy implementation. They are associated with being Programmed and Adaptive. The first one involves carefully defining goals, assigning responsibilities and laying down clear and detailed programmes of the activities so that implementation can proceed without any subsequent changes and adjustments. The latter is regarded as policy flexibility for the implementers in cases of varying circumstances.

It can be said that implementation by its very nature may not be achieved at its early stage, as the matter of fact that policy itself is only a tentative solution to a problem (Lewis and Wallace, 1984). The implementers therefore cannot be certain of the policy's result in advance. The policy, acting as a hypothesis, has to be tested against reality and environment and its effectiveness evaluated and subjected to correction. Even under perfect conditions all information passing upwards in a bureaucracy is subject to uncertainty. Corruption, recognised as a key obstacle to economic and political progress (Williams, 2001), often takes place. As a result, Lewis and Wallace (1984) present an assumption for avoiding those unpredictable circumstances that implementers should identify, at the early state, the conditions under which policy objectives are successfully translated into actions. Greed (1996) also supplements that to put policy into effect or to achieve implementation requires a range of tools including negotiation, management techniques, legal measures, political lobbying, cooperation with the private sector and the application of professional expertise and experience.

Lester and Wallace (1984) observe some significances of the environment for implementation based on the implementation study across national boundaries. Firstly its environment maybe more complex and interactive and unpredictable due to the distance. Second, it seems to have unfamiliar connections to others so-called inter-organisational turbulence. Next, economic conditions that might have an influence on financial resources and possible cutbacks. Then, it is the transnational dimension. Finally policy implementation heavily depends on the degree of national ability, administrative limits, strategies and styles. Policy implementation in one country can be insulated from external influences, especially community involvement which is significant in this context. It is in other words, the way it blurs the distinction between policy formulation and policy implementers (Lester and Wallace, 1984; Matland, 1995). It is compulsory for the central government to control the interactions between the national and community levels if policy's goal is meant to occur at local levels. Importantly, the implementation process should not assume that resources are plentiful. It is important to note that the classical theoretical frameworks are usually constructed by an assumption of abundant resources without unpredictable extrinsic factors (Lester and Stewart, 2000). According to Matland (1995) the available resources, institutional structure and access to implementing arena are substantial for the policy outcomes. To achieve policy goals, the relevant actors should assure that the necessary resources are available avoiding any adjustments and delays to the extent that they are able to do so.

7. APPROACHES TO POLICY IMPLEMENTATION

In the present world, the approach to implementation must be flexible and experimental and pay the fullest attention to the environment (Gogging et al, 1990). If the outcome of a policy is uncertain then the implementers must expect to have to adjust its content from time to time; to become, as it were, more systematically tentative in our approach to policy-making (Lester and Wallace, 1984). Implementation is in the fullest sense a policy action continuum in which an interactive and negotiative process is taking place over time, between those seeking to put policy into effect and those upon whom action depends (Barrett and Fudge 1981:25). It is also the action in practice of the policy hypothesis. It is the attempt at realising policy, its trial solution. The study of implementation often assumes fully formed, complete policies as the starting-point. In fact most policies that are to be implemented are unclear, tentative and subject to negotiation, and it is precisely because of their unsettled and unfinished nature that the implementation process has a close and

creative interaction with policy, therefore the whole process maybe regarded as evolutionary (Lewis and Wallace, 1984). Neglect of implementation leaves policy advice incomplete. Early attention to implementation requirement on the other hand, enables participants to tackle the problems that would later create misunderstanding conflict and delay. According to Lewis and Wallace (1984), three sets of requirements can be inferred from the earlier discussion of implementation with respect to structural adjustment, industrial turbulence and supplement management. Firstly, implementation of large scale structural change requires substantial institutional capabilities and robust inter-organisational relations, thus there may be a marked gap between institutional requirement and existing capabilities. Successful implementation depends on closing the gaps. The second requirement of effective implementation is followed from the strategic objective of withdrawing from obsolescent industries and identifying opportunities to create new industries. Different types of adjustment problems require appropriate handling to maintain momentum for change without provoking counter-productive conflicts . Conflict is an unavoidable part of large-scale structural change. Finally, it is essential to be clear at what level problems should be addressed. Many problems can be handled only at the micro-level. Some changes in the environment involve simultaneous adjustment by the whole network of organisations in an industry, others involve redefinition of relations among industries (Lewis and Wallace, 1984). It is relatively explicit that the government should at the very early stage learn how to work with each other in its contextual environment before addressing implementation problems.

According to Hjern and Porter (1980), Implementation requires an implementation structure, appropriate mechanisms, a delivery system, institutional capabilities and an appropriate institutional setting. It is observed here that borrowing a ready-made policy from another country or another policy will not be efficient and sufficient. As discussed earlier, implementation is subject to change and adaptation over time and different situations. Feedback is therefore regarded as an essential characteristic for the implementation mechanisms and it generally comprises of two types: negative which corrects deviations from and original objectives and positive which amplified deviations (Maruyama, 1963 in Lewis and Wallace, 1984). It is, in fact, another source of information influencing a more efficient implementation process. Lester and Stewart (2000) strongly assert that implementation always involves in various actors, organisations, procedures and techniques over the policy process along with its evolution. Implementation is viewed as a stage immediately after the passage of a law and it also broadly means administration of the law which demands diverse factors to work together in order to adopt policies into effect, so as to attain policy goals. In this book, implementation can be conceptualised as a process, an output and outcome (Lester and Stewart, 2000). The five main activities or functions typically occur in the process of state implementation are summarised as state enabling laws, administrative rule making, resources, monitoring and enforcement and, finally, redesign of policies. Furthermore, there are some essential characteristics of the implementation process in which time and satisfactory performance of certain necessary tasks related to carrying out the intent of the law and policies are required. The process is also associated with regulation enacting, delegating the authority to run a programme, funding the programme and hiring sufficient staff to provide for adequate implementation. The number of violations to comply with the implementation must be taken into account. It is clear that the concept of implementation is acting as a complex phenomenon (with a process, an output and an outcome). It again inevitably involves a number of actors, organisations and techniques of control. According to Lester and Stewart, 2000), the agents in implementing policies can be broadly divided as firstly, the Bureaucracy (administrative agencies); secondly, the Legislature (legislative bodies) by formulating policy as well as its implementation; then the Courts by enforcing through the judicial branch; Pressure Groups who seeks to influence the guidelines and regulations in a way that will benefit them and finally, the community organisation by implementing public programmes at local level. It is often argued that a potential obstacle at this stage is the fact of having too close relationships with administrative agencies, distortion may occur.

Implementers can use a number of techniques for policy implementation. Most recently, the debate has focused on two approaches. They are the command and control approach and the economic incentives or market approach (Lester and Stewart, 2000:108). The first approach involves the use of

mechanisms that are somewhat coercive such as inspection and the imposition of sanctions on violators. The latter is the approach with respect to tax credits, subsidies or rewards and penalties. Another two major approaches are top-down and the bottom-up approaches. It is widely accepted that policy is made at the top and implemented at the bottom. Accordingly, it is often debatable that people at local level are the appropriate practitioners if policy is meant to be implemented locally where problems are really understood. In the meantime, top-down and combinations of these approaches are regarded as an initiative control that policy's objectives, necessary resources and powers are considered, managed and distributed. However, in any ambiguous and unstable cases, this approach would be well undermined at local level. It must be heeded and co-operated regularly by the central government. Hill (1993) asserts that the difficulty of the top-down and bottom-up dilemma lies in the fact that many administrative arrangements involve a delicate balance between legitimacies at different levels between central and local government. It can be said that a potential new approach to the solution of implementation problems is to find ways of monitoring the behaviour of lower-level actors and being more responsive to local messages towards policies and its implementation.

8. VARIABLES TO SUCCESSFUL POLICY IMPLEMENTATION

Given barriers to policy implementation as the main area for this study, some previous research has been consulted. However, they are generally associated with variables in successful policy implementation and based mainly on western perspectives with a top-down approach. Van Meter and Van Horn (1975) propose six variables that were believed to shape the linkage between policy and performance. Sabatier and Mazmanian (1983) also suggest 16 variables within three major categories for policy implementation: the tractability of the problem; the ability of the statute to structure implementation; and non-statutory variables affecting implementation. Greed (1996) indicates 20 variables for implementing town planning and Cline (2000) indicates some important variables in respect of implementing agencies and its communication. For a clear picture, a table comparing implementation factors introduced by various authors are presented in table 1.

Table 1 Conclusion of some variables for a successful policy implementation

Van Meter and Van Horn (1975 in Lester and Steward, 2000)	Sabatier, Mazmanian and Edwards (1983)	Hill (1993)	Greed (1996)	Cline (2000)
1. Policy standards and objectives	1. Availability of valid technical theory and technology	1. Planning and co-ordination	1. Harmonisation of all current built environment legislation	1. technical incompetence ...of bureaucratic agents.
2. Policy resources (funds or other incentives)	2. Diversity of target-group behaviour	2. Information systems	2. Full public consultation and participation over the contents	2. The enforcement of illegitimate political preferences by the agents.
3. Inter-organisational communication and enforcement activities	3. Extent of behavioural change required	3. Resources management	3. Redefinition of the scope and nature of planning to include the insides as well as the outsides of buildings	3. the structural characteristics of the implementing institutions.
4. Characteristics of implementing agencies (e.g. staff size, degree of hierarchical control, organisational vitality)	4. Clear and consistent objectives	4. Reduction and improvement	4. The promotion and provision of statutory powers for a wider social and economic agenda for town planning alongside and in conjunction with established physical land use planning concerns.	4. Communication failures between policy makers and subordinates.
5. Economic, social and political conditions.	5. Incorporation of adequate causal theory		5. Great emphasis on how people use cities in planning education	

6.The disposition of the implementers	6.Financial resources		6. Reinvestment in local government and greater funding for public works, physical infrastructure and social infrastructure.	
	7.Hierarchical integration with and among implementation institutions		7. Greater liaison between the different areas of planning, especially on local government committees and initiatives.	
	8.Decision-rules of implementing officials		8. Introduction of social impact assessment (SIA) for all new schemes	
	9.Recruitment of implementing officials		9. Priority on rezoning and non-decentralisation in order to create the sustainable city of short journey.	
	10.Formal access by outsiders		10. Relaxation of controls over change of use within residential areas to enable diversification of uses, to meet the needs for retail outlets.	
	11.Socio-economic conditions and technology		11. Subsidies to small shops, businesses and social facility providers.	
	12.Media attention to the problem		12.greater control and monitoring by the DOE on the decisions of its planning inspectors in order to cut down on the variability of decisions on similar issues in different parts of the country and among different borough.	
	13.Public support		13. Clearer support for development-led planning and the creation of some more compulsory.	
	14.attitudes and resources of constituency groups		14. national and improved compulsory standards on such matters as provision, disability and urban safety issue.	
	15.Support from superior authorities		15. Vastly improved public transport provision for both bus and car users.	
	16.Commitment and leadership skills of implementing officials		16. Greater representation of third party and community interests in planning appeals.	
			17. More effective organisation of the levels of planning authorities, with particular emphasis upon retaining a city-wide (or county-wide) strategic policy level, but possibly more decentralisation of policy functions	
			18. proper research is required on the actual needs of the public	
			19. Introduction of timetable plans alongside urban development plans to enable the co-ordination and most efficient use of road space and so on.	

			20. greatly improved public transport and a policy-making and management role for the planning authority in such provision, in order to make a reality of planning for practical relationship.	
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Source: Mazmanian and Sabatier, (1983); Hill, (1993); Greed, 1996; Cline (2000) and Lester, and Stewart,2000.

The existing studies shown above are evidence that demonstrate a variety of potential variables in successful policy implementation, put forward mainly on western views and different policies cases. It can be said that implementation study also requires more cases particularly in developing world contexts with respect to tourism policies in which failure often occurs leading to uncontrollable impacts. This is a given situation which will be studied throughout the PhD research.

9. RESEARCH AIMS AND CASE STUDY

As discussed earlier and based on a developing world context, the study aims to examine the causes of gaps between the intentions behind tourism policies and regulations and their successful implementation in the case of Phuket in southern Thailand. This study mainly investigates the issues such as policy resources, the substantial nature of policy, the authorities and participatory level and also the socio-economic culture of local people and tourism businesses which are believed to be the key factors involved in the implementation of tourism policy and regulation in Phuket. The study also investigates issues concerning ongoing tourism impacts as evidence of inappropriate policies and regulations and their lack of effective implementation. Most importantly, this research hopes to develop, using Phuket's context, possible options for implementing tourism policies and regulations in the area. Therefore, the overall aim of this research is

To examine the implementation of tourism policies, planning and regulations in Phuket, and notably the sources of any gaps between policies and their implementation, with the intention of developing a theoretical perspective on these issues which can be applied in other contexts.

As a case study, Phuket is chosen on the basis of suitability: being a 'typical' instance which it is hoped may be generalised for other similar cases in a scant area of study. It is also selected for pragmatic reasons as time and financial resources can be limited here when comparing with other similar cases. In practice, it is more accessible with an advantage of sharing the researcher's mother tongue. Denscombe (1998) states that a case study is the spotlight on a particular instance or case. In this study, it might well fit with Yin's (1994:13) definition as "an empirical inquiry that investigates a contemporary phenomenon within its real-life context..." It is important for this study to investigate relationships and process of policy and regulations implementation within the situation which is not artificially generated. It is believed that the case study is not distinguishable from its context. Moreover, case studies are also the source of a richness and uniqueness in data (Yin, 1993). As Finn et al. (2000:81) states "case studies tend generally to be inductive by exploring issues in depth and in context to generate or replicate theory... the aim is to understand the particular and unique features of the case but also to draw out analysis that has a wider applicability". It is said that case study research is probably the most flexible design (Hakim, 2000). It also allows us to utilise multiple or combined methods for examining things that are of interest. It is good for research triangulation and its validities. According to de Vaus (2001), case study design is helpful in both theory testing and theory building.

10. ISSUES RELATED TO IN-DEPTH INTERVIEWS

In this study, a qualitative method is employed for main data collection in investigating policy implementation. Qualitative methods are defined as "a great deal of rich information about relatively few people rather than more limited information about a large number of people" (Veal, 1992:93). Scott and Gobey (1990:201 in Finn et al., 2000) also assert that qualitative is "the appropriateness of methods to the understanding of the subject matter". Essentially, this study deals with tourism policies, regulations and its implementation, it needs an insight into its context, therefore quantitative methods, that usually produce results in numerical terms would be inappropriate. The methods in this study principally involve qualitative interviews which can be defined as, "a relatively small number of subjects, with the interview being guided by a checklist of questions and tape recorded and word for word transcription prepared" (Veal,1992:95). The researcher will conduct an interview by allowing some time for probing in order to have a clear understanding of the subject's matters. It falls on the definition of semi-structured interview defined by Bryman (2001:110) as " a context in which the interview has a series of questions that are in the general form of an interview schedule but is able to vary the sequence of questions...also, the interviewer usually has some latitude to ask further questions in response to what are seen as significant replies". The interviews will take place in Phuket, Thailand, over a period of up to 14 weeks, allowing for any delays in arranging appointments. Targeted interviewees for this research are to be some of the parties most directly involved and affected by the implementation of tourism policy and regulations in Phuket's area and will be discussed later in this section. The interviews will be recorded on audiotape in order to gain all valuable data. Little informal conversation or discussion will be made before and after the interview in order to ease or reduce pressure on the participant According to Flick (1998), it is also useful to create a documentation sheet stating date, place, time and other crucial information of each interviewee, using different folders, in order to avoid any possible mistakes deriving from conducting numerous interviews.

Not surprisingly, all potential questions should avoid sensitive matters, particularly the study mostly investigates policy process, political issues and coordination among involved parties which seems to be somewhat sensitive. It is hard to convince people to talk unless confidentiality is ensured. It is also questionable how to gain the accessibility because there are various groups of people involved from different tiers in particular at governmental agencies. In the developing world, giving opinions on something related to political issues are very limited as it can lead to a conflict. In Thailand social harmony is a crucial factor to survive within the society. Informant's persuasion can be made by means of introducing the study area and its objectives for academic purposes. A formal letter from the academic funding body will be given out before conducting the interview ensuring the confidentiality and anonymity. Interestingly, problems concerning the gatekeepers can happen although there is a consent from the above level as it is somewhat hierarchical in Thai bureaucracy. Negotiating access for this field work will be fairly demanding, hence, additional time should be well prepared.

Like other research designs, it is useful to ensure the research findings by considering the idea of triangulation. This research is designed to investigate various groups of involved parties from top-down through bottom-up levels. It is therefore evident that this design is checking itself within one method. However, other research tools are also considered useful for research triangulation. Documentation analysis, such as using local newspapers: Phuket Gazette and Phuket Post, and local government meeting agenda or minutes are also valuable sources available for across methods checking, so as to ensure the research internal validities. Observation during the fieldwork can be practical whilst investigating the naturally occurring implementation process.

Generally speaking, it explicitly appears that there are some difficulties in gaining accessibility and trust from different involved parties in this study. This study may also prove to be time-consuming, all appointments should therefore be made long before going for field work as

negotiation often takes place. As a result of the given situation, safety issues must also be taken into account. The researcher's presence might affect or influence the target participants as they may find this study as a threat even before interviewing. This can be avoided by ensuring the confidentiality and anonymity of the research findings as well as designing all the questions carefully; avoiding sensitive questions. The language must be cautiously designed in order to enable and ensure its comprehension. This can also be employed as a tool to convince the participants.

11. ISSUES RELATED TO SELECTING INTERVIEWEES

As Denscombe (1998) notes, researchers who conduct small-scale research, particularly on qualitative methods, find it difficult to adhere to the principles of probability sampling for selecting their people or events. There is also a concern on the issue of representativeness. However, qualitative research is not a tool which reflects as being representative, it is rather a tool which provides explanation and comprehension of all complexity of the given situation. According to Denscombe (1998), two things can be said about the sample size in qualitative research. Firstly, "it is unlikely to be known with precision or certainty at the start of a research project and secondly, the sample size will generally be relatively small (p.26-27)". In order to find the most appropriate stakeholders for this study, three stages have been executed. First is *the assembling stage* which generally means grouping all the familiarisation of duties and roles of each of the relevant bodies into the same group. In this way, agencies will be categorised. This study inevitably involves the tourism stakeholder who is defined by Bryson and Crosby in Yuksel et al. (1999:354) as "any group, person or organisation that is affected by the causes or consequences of an issue". The stakeholders selected here are associated with the group of people who affect and are affected by implementation policy and regulations. In the first stage, their role and duties will be considered. They are composed of authorities and tourism authorities who take part either in decision-making or implementing, business sectors who are directly affected by policy and regulations toward their business activities and development and local people who directly and indirectly involved with the implementation's consequences mainly to their way of life and safety issue in the area. *The second stage is the geographical stage*. It is improper to disregard differences in geographical characteristics over the area. The study should select the samples from different areas to present their attitudes towards policy-implementation from its geographical differentiation in Phuket. *The third stage is the numbering stage*. After the understanding of roles, duties and areas, this study creates the number of most direct and relevant sample from each group to be chosen for the interviews. The interview requests will be made in advance. In case of unavailability, the second enquiry will be executed. If still impossible, a new establishment will be selected from the same categories within the master lists.

At the assembling stage, there are a number of people involved, influenced and affected by policy-implementation in Phuket. Each category will be presented with institution name followed by its estimated number of staff. First category is implementing authorities directly involved with and influenced in implementing Phuket's policies and regulations in practice. They are Phuket Provincial Governor's office including the Governor of Phuket: one office with its estimated staff only of policy and planning department (20); Phuket Municipality Office: six offices covering Phuket with estimated staff of 20 at each (20); Phuket Provincial Elected body; one office with 15 elected members (15); Sub-district elected body: 13 bodies from 17 sub-districts with its five elected members in each (65); Police: seven stations over Phuket area with its estimated staff of 50 policemen (350); Marine Police: only one station in Phuket with estimated number of staff at 50 (50); and member of parliament: three from the same political party (3). The second category is the tourism authority associated with policy making and partly with its implementation over the area. They are TAT Region IV: one office with seven permanent staff (7); Tourist Police: one station with its staff at 25 tourist policemen (25). The third category is the business sector which is directly affected in practice by policies and regulations. They are; the Chamber of Commerce: only one organisation with 35 members representing different business sectors in Phuket (35); Hotel sectors: various from its size generally defined as small,

medium and large size hotels. In Phuket, the overall number of hotels is 450. The estimated tour operators and travel agencies in Phuket is 590; Car-hire companies are estimated to number 130 and Attractions; Pubs & Discos and special night business with estimated an overall number of 150 establishments and carrying around 20 staff at each establishment (3,000). The last category is the local community who mostly depend directly and indirectly on tourism contribution in the area, as well as to confront its negative impacts. The aforementioned registered number of local people in Phuket is 231,206. They are scattered around Phuket within 17 sub-districts. *At the geographical stage*, consideration over representativeness of each area is made, this is to avoid favouritism and biases from the interviewees from only one area.

At the number placing stage, the considerations over two other stages will be taken into account, and the accurate number of people to be interviewed will be made. The target number of interviews for this study should not be more than 35. This is considered by the nature of qualitative tools which is time-consuming when conducting as well as analysing it. The research also faces a limited timeframe influenced by the funding body. In fact, the numbers can either be cut down or increased, greatly depends on its relevance in order to gain all valuable data, so as to achieve the research objectives. In addition, three selected tourism related policies will also discover and generate an idea of how many people should be involved when conducting fieldwork. Tourism related policies of interest for this study can be generally stated as environmental, health and safety and night business policies. They are the boundary of this case study research.

12. CONCLUSION

Policy implementation studies are significant for the developing world especially with respect to tourism which is employed as a national and regional tool for national development. Phuket, Thailand is selected for this case study research. The study mainly employs qualitative interviews in collecting data. Phuket is chosen as a typical instance of tourist island destination which can be investigated for generalisation for other similar cases. Within the case study research, various qualitative methods are used to examine and investigate the issue. These include semi-structured interviews and documentation analysis. This study is facing the problem of identifying the numbers of interviewees needed for its representativeness views. There also appears to be a problem of gaining access and trust over various groups of people and other involved institutions which are believed to be demanding. Sensitivity and language over the interview questions should be carefully considered. In order to meet the research credibility, more approaches over the issue of triangulation are required. It is also constructive to look at other cases in the developing world. Furthermore, translation issues and content analysis for the research findings also need to be addressed. For the study of the developing world, it is expected that culture will be a great influence on policy implementation in the developing world context.

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