CHAPTER- IV

TOURISM DEVELOPMENT STRATEGIES FOR PLANNING AND MANAGEMENT IN MALDIVES AND FIJI
In the history of tourism, the systematic planning started after World War- II. Before that (WW-II) planning for tourism was seen as a simple process of opening new hotels, planning for transportation and organizing tourist promotion campaigns. A new phase of mass tourism began after World War-II as tourism developed rapidly. The unplanned and uncontrolled approach of mass tourism brought many negative effects to tourism development. Therefore, systematic planning for tourism development and management was felt. Tourism planning is a dynamic process of determining goals, which concerns decision-making for the future of a destination or an attraction. It is a systematic consideration and alternative actions to achieve those goals that are to be targeted. According to Koontz and O'Donnell (1972):

"Planning is an intellectual process of deciding in advance what to do, how to do and who is to do it. Planning bridges the gap between where we are to where we want to go."

Planning is an integral part of human life based on a strong element of predictability of future that is always uncertain. It is an approach to future development that anticipates and determines the future course of action. But the most important question arises as to what kind of planning is required for the tourism industry? According to Heeley (1981) planning for tourism largely depends on two aspects first, social, economic, and environmental considerations and diversity of dynamism involved in the development process. Second, appropriate facilities provided at the right time, at the right place to these considerations. On the other hand, management has been defined as a distinct process consisting of planning, organizing, actuating and controlling, utilizing in each both science and art, and followed in order to accomplish predetermined objectives. For island countries like Maldives and Fiji tourism is a critical part of their economy. The Government of Maldives and Fiji has put considerable efforts for physical planning of their tourism zones. The government has made strict guidelines, rules and regulation for the

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1 The Global Partnership for Environment and Development - A Guide to Agenda-21, UN publication, 1996
growth of sustainable tourism development. In both the countries tourism zones has been prioritized on the basis of sensitivity of the natural areas and availability of services and facilities in different island resorts. The tourism zones, rules and regulations, guidelines and policy issues related to tourism development and management in Maldives and Fiji have been discussed below.

**Tourism Planning in Maldives**

In the initial years of tourism development the tourist growth was concentrated only in the central region i.e. Male' Atoll of Maldives. To diversify the tourist inflow, the Tourism Master Plan (1996-2005) broadly divided the country into three regions\(^2\) for tourism development (refer to map-9). These regions are:

A.) The Central Region.

B.) The Central Region and Beyond.

C.) Regional Expansion. This zone has been divided into two categories i.e.

C1.) Focus on the Southern region and

C2.) Equitable development in other regions.

**A) Central Region:** The central region extend from Male' to Ari Atoll. The major task for this region has been aimed at consolidating and upgrading the existing developed areas to sustain and improve the economic benefits.

**B) The Central Region and Beyond:** This region extend from Male' and Ari' Atoll to 150 Kms radii catchment zone of Hulule airport. This region aims at the expansion of tourism zone to nearby atolls of Baa and Lhaviyani on the northern and Vaavu, Meemu and Faagu in the southern region.

Age Group and Activities undertaken

An analysis of data reveals that snorkelling and diving are the single largest activities amongst majority of the tourists. Visitors in 45 plus age group showed a marked preference for boating/rafting and nature walk/bird watching. Beach sports and camping/trekking was a big hit with visitors in the 25-35 age group. The age group of 25-35, 35-45 and 45 plus participated in dolphin watching, whereas, the age group of less than 25 years didn't show any interest for the same.

Table-37

<table>
<thead>
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<th>Activities</th>
<th>&lt; 25</th>
<th>25-35</th>
<th>35-45</th>
<th>45 +</th>
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<td>12</td>
<td>2</td>
<td>11</td>
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<tr>
<td>Nature Walk / Bird Watching</td>
<td>0</td>
<td>2</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Beach Sports</td>
<td>7</td>
<td>13</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td>Boating / Rafting</td>
<td>4</td>
<td>8</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Camping / Trekking</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Dolphin Watching</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>26</td>
<td>38</td>
<td>6</td>
<td>34</td>
</tr>
</tbody>
</table>

Fig-37
C) Regional Expansion: This region has included those potential uninhabited islands that have land resources of suitable size, beach, reef and good water conditions for tourism development. The category C aimed at the *capacity to carry a critical mass of development* i.e. 2 to 3,000 beds and development of another international airport. The expanse of this region has been categorized under two sub regions such as C1 and C2.

Region C1: This region includes the southernmost atoll of Addu as the growth pole to the southern region and existing regional airstrip as growth poles to local areas. This sub region aims to *develop the Villingili Island as tourist resort* (Addu) through promotion and release of 50+ hectare of land area. The plan also includes the communication improvement programme for the development of regional port/ harbour for the same area. In addition to it, two aspects of Huvadhoo Island have also been highlighted for the development. *First, to consolidate the public and private sector and upgrade the Gan airport to a fully operational gateway.* *Secondly, Upgradation of Kadehdhoo airstrip to regional status and start the transit operations between Gan and Huvadhoo Atoll.*

Region C2: This region includes the development of all the uninhabited islands lying within the proximity (20 Kms) of all the regional airports. This plan applies to Laamu and Haa Dhaalu Atoll as well as Raa and Gaaf Dhaalu Atolls. It aims at the equitable development of these islands with respect to the other islands of the country.

Guidelines for Planning and Management

The National Environment Action Plan (MPE 1989) provides the guidelines for environmental planning and management for the whole country. These guidelines have been covered under following headings:
Architectural designs and control

The guidelines for architecture stresses on suitable landscaping using local materials i.e. thatch and imported building material for resort construction to complement the natural vegetation and island environment. The guidelines restrict the construction of buildings exceeding the treetops or more than two-stories. It also limits any construction within a distance of 5 meters from the shoreline.

Adequate water supply: The Guidelines emphasizes on restricted use of limited ground water, roof catchment, storage and desalination using the reverse osmosis technique.

Sewage disposal system: It stresses for the utilization of controlled incineration, compaction and disposal in deep-sea area. The Guidelines prohibits the disposal of plastic material and empty cans in the sea. It also encourages recycling of waste material and underground utility lines.

Control over marine ecology: The guidelines forbid the collection of corals, seashells and rocks from the sea reefs and beaches. In fact purchase on certain size of turtles, young lobsters and female lobsters ready to lay eggs may result in jail and penalty. It also prohibits the use of harpoons and guns to kill fish (spear fishing).

Control over turtle products: The guideline prohibits display and sale of stuffed turtles in shops. It also prohibits export of turtle, tortoise shells and black coral.

Management:

The Ministry of Tourism (MoT) works in close coordination with private sector for the management of tourism industry. For instance, the MoT and private sector organizes regular meetings with the resort owners, managers and tour operator for proper functioning of tourism industry.
According to Development Plans establishment of marine conservation areas and reserves has been given the topmost priority. To manage the natural environment Maldivian government has formulated and implemented environment standards, controls and established **carrying capacity** measures. These measure include guidelines for building construction such as, 1) control over tree cutting and restriction on constructing buildings above tree tops or more than two stories. 2) On an island maximum 20% of the total area can be occupied by buildings. 3) All guestrooms face the beach with a minimum of 5 meters from the shoreline. 4) 60% of the total length of beach on the island has been allocated for guestroom frontage, 20% for general resort facilities and remaining 12% for open space. In Maldives all major tourism development projects are required to carry out Environmental Impact Assessment which are examined by the Ministry of Planning and Environment and approved in consultation with the National Committee on environment which has representation from sectoral ministries including tourism.

**Tourism Policy: Maldives**

The present government policy laid emphasis on expanding and strengthening of tourism industry to attain higher economic benefits in a systematic manner. These policies also stresses on the maintenance of sound environment, societal values and community development to run a sustainable society and economy of the country. Being an Islamic country the Government of Maldives has made several socio-cultural and economic policies for strict adherence.

**Socio-cultural policies:** The Government policy restricts local people to mix up with the tourist in order to reduce the socio-cultural impacts. According to the policy on an average there should not be more than one "tourist resort" to every two uninhabited island. The policy prohibits nude bathing and imposes fines on both the bather and the owner of the resort. Without permission the
tourists are not allowed to visit the uninhabited islands for picnics, excursion and swimming. Maldivian, foreign employees and tourists are not allowed to carry liquor with them in the island resorts. Though, with permission, alcoholic beverages can be imported and served in the resorts but Maldivian employees are not allowed to serve and handle these beverages. Pork is not allowed anywhere in Maldives. Cruises can be conducted to the atolls where tourist facilities are available but not to any other atoll. The tour groups can visit traditional villages and purchase local handicrafts on a prearranged basis for sightseeing.

**Economic policies:** The government policy encourages 'Upgradation of Existing and Old Resorts' to maintain higher standards including environment standards. As the government has limited local financial resources, policy encourages foreign investment in tourism sector. According to the policy, all tourist resort owners are responsible for providing non-polluting refuse and wastewater disposal. The ministry has the power to close down the substandard resorts if even after imposing fines, operating standards are not improved by the owner of the resort. The policy also indicates that the resort owner should provide their own infrastructure of electric power, water supply, sewage and solid waste disposal, boat dock and recreation facilities in their resorts. It has made mandatory for the resort owners to provide house to the employees on their home islands to some distance away from the resorts. Government policies also include strict regulations on wind surfing and dive operations.

**Ecotourism Policy in making: Maldives**

Maldives has established itself as an important destination in the global tourism market. It has a number of unique natural features, which allow it to position strongly as the coral island paradise. The Tourism Master Plan (1996-2005) envisaged positioning of Maldives as a "Premium" destination for its 'value for money' in the world market. The future development of tourism targets to attract the rapidly growing ecotourist niche market,
environmentally conscious travellers and special interest groups. The natural asset of marine environment of Maldives has been marketed as the ultimate marine ecotourism destination. The policy framework shows a strong commitment to ecotourism- top quality research, environmental programs such as recycling, environmental interpretations, promotion and education. To achieve this target Maldives continued to appeal to its traditional market segment of the 'enthusiast scuba diver' and potential source market of 'get away from it all' holidaymaker (mostly couples).

Under the auspice of the Tourism Master Plan, 'Eco Model Resort' and 'Marine Research and Leisure Centers' has been proposed to established at Addu Atoll for marine culture and coral reef research programme. The objective of this program has been the identification and establishment of special marine protected areas. In the north and south Male, Ari, Lhaviyani and Vaavu atolls fifteen diving sites have been identified for this purpose. These areas have also been proposed as priority areas for working out a visitor management regime and effective cost recovery mechanism for sustainable management. To mark the International Year of ecotourism 2002, the Maldives organized "Asia-Pacific Ministerial Conference on Sustainable Development of Ecotourism" on 11-13 February 2002.

Tourism Planning in Fiji

The Government of Fiji has divided the whole country in three tourism' zones according to the physical setting and natural attractions of the islands (refer to map-10 Tourism Zones of Fiji). The physical planning\(^3\) of Fiji Islands with regard to tourism Zones has been categorized alphabetically such as,

a) Type A Areas

b) Type B Areas

c) Type C Areas

Maldives: Tourism Zones

Legend

Tourism Zones

Atolls

(Not to scale)
**Type A Areas**

The Type A Areas have been given the topmost priority in the tourism planning. This category includes the largest island of Fiji, i.e. Viti Levu and all the important cities and towns of Eastern (Nadi, Lautoka, Sigatoka) and Western Viti Levu (Suva- the capital of Fiji and Pacific harbour). The stress has been given to improve and maintain Type A Areas as they include two international airports, one at Suva (Nausori) and other at Nadi town (Nadi). Suva, one of the largest and sophisticated city in the South Pacific, is the political and administrative capital of Fiji Islands. It has famous University of South Pacific, the Forum Secretariat and overseas embassies. Suva has a beautiful landscape having mountain ranges across the Suva Harbour with scenic views like Joke's Thumb and interesting old building, gardens and remnants of the colonial past. Pacific Harbour is famous for the Fijian Cultural Center and Marketplace, Golf, Orchid Island Cultural Center, diving at Beqa Lagoon etc. Nadi is famous as the tourism center with abundance of places to stay (budget dorms to luxury resort hotels). It offers organized trips to Mamanuca and Yasawa Islands and to other parts of Fiji Islands. Lautoka, the administrative center of the western division is the Fiji's second largest city and second port after Suva. It is also known as the "Sugar City" of Fiji Islands. It is famous for Abaca Cultural and Recreational Park, Saweni beach, Vuda point, Garden of Sleeping Giant, Momi Bay, Natadola Beach, Sigatoka Sand Dunes, Tavuni Hill Fort and Kula Bird Park.

**Type B Areas**

Type B Areas include Levuka the old capital town of Fiji, Korovou, Vatukoula, Ba, Tavua, Rakiraki etc. This island includes Savusavu, Kioa, Matei, Taveuni, Oamea, Laucola etc. Ovalau Island on the eastern side of Viti Levu is famous for its main town Levuka. It comes under Lomaiviti group and also known as the central group. Levuka was the Fiji's old capital where
European's settled for the first time. It is the administrative, educational and agricultural center of the Eastern Division. Diving and snorkelling; Lovoni Village nested within a volcanic crater, Bua Historic Island etc are major attractions of Levuka. Korovou is famous for Wailotua Snake God Cave, Uru's Waterfall etc. Savusavu is Vanua Levu's second largest town with picturesque mountainous range and famous for Nukubolu Archaeological Site. Taveuni is the third largest island of Fiji, famous for its stunning natural beauty, diving and snorkelling, kayaking, bird watching and hiking.

Type C Areas-

Type C Areas have been divided under two island groups such as, Lau group (Vanuabalavu, Kaibu, Lakeba) and Moala group (Moala, Matuku, Totoya) that are spread over Koro Sea Region. Lau and Moala groups are under the administration of the Eastern Division. The Lau group is geographically divided into northern and southern Lau. It is an unexplored, remotely located island group with restrictions on tourism. The Fijian government officially protects Lau waters and diving is very limited. Vanuabalavu is the largest island of northern Lau group. It is a beautiful island famous for reversed S shape with lots of sandy beaches and rugged limestone hills. Kaibu is famous for diving in barrier reef, snorkelling in the lagoon, fishing, water- skiing, wind surfing, trekking and Cave Visits to an uninhabited islands. Lakeba has fertile coastal lands with grasslands and pine plantations in the interiors of the island. It is famous for caves that are worth visiting. Moala group has three islands, Moala, Totoya and Matuku that are separated geographically from Lau but administratively parts of Eastern Division. Moala is the largest and the northern most island famous for two small crater lakes. Totoya is a crescent shape volcanic island famous for land locked lagoon. Matuku Island is famous for its rich volcanic soil with steep wooded peak and a submerged crater.
Tourism Development Areas (TDA)

Fiji lacks resort centers due to land ownership issues and inadequate physical design that undermines the competitiveness of Fiji in the international market. To overcome these problems the Tourism Master Plan (1998-2005) emphasized on creating Special / Specific Tourism Development Areas (TDA). The concept of Tourism Development Area (TDA) was established to develop attractive resort centers as a separate legal entity. The reasons for creating TDA were a) to generate confidence in both foreign and local investors. b) To provide sites free of land disputes. c) To create attractive resort centers to make Fiji more competitive.

The agreement and issues for the development of TDA has become a part of government policy. These agreement includes- a) An area of land demarcated and legislated for TDA, if within a TDA comes a nature land, a pre-arranged lease agreement would be made to free the land from disputes. b) The Planning of TDA includes commercial, recreational and residential development. C) The planning also take care of the physical design and infrastructure to achieve a suitable quality of development. D) Special fiscal privileges have been given to TDA by the government. The Fijian government has selected Nadi Bay as TDA for the pilot project. Nadi Bay has been considered as the “Gateway” to Fiji as its larger part of land is freehold with favorable climatic conditions. It has the potential to develop an integrated resort on the Denarau Island, within this area a number of resort centers (catering to different levels of demand from 3-star to 5-star) are projected. The aim of TDA is to provide well designed resort center as an excellent customer base to enable local people to benefit from the utilities provided by the government.
Guidelines for Tourism Planning and Development in Fiji:


Architectural Design: The Town Planning Act of 1978 provides legal and detailed basis for the standards and control for the development and construction of buildings. The Provision 9 Schedule C covers the hotels, tourist apartments, private hotels, boarding houses and guesthouses. It covers the density, plot ratio, minimum site area, building height and parking for different accommodation and locations.

Architecture: The architecture guidelines recommend the construction of traditional tropical architecture made up of local materials and other materials which should stimulate the work of local artists, craftsman and trades people.

Building control: A Draft National Building has been prepared for covering structure, fire resistance and stability for escape, access for disabled persons, health and amenities and other facilities.

Coastal development: The Department of Town and Country Planning has set 30 meter set back line from high water mark for all coastal development. For the overwater development, the Land Department has made provision of foreshore leases for jetty license.

Development Guidelines of Tourist Establishments:

Water supply: An adequate and sustainable supply of water in terms of quality and scale of development has been recommended for all the tourist establishments.
have been suggested to consider fire and security provisions for safe and secure environment for tourists/guests.

**TOURISM POLICY- FIJI:** The Ministry of Finance and Economic Planning has formulated basic policies and strategies related to tourism development in a plan called *Opportunity for growth- Policies and strategies for Fiji in the Medium Term.* The strategies in the plan emphasized on a) active marketing through FVB and the private sector to boost visitor arrivals and diversify source markets. b) Securing adequate airline capacity by attracting additional foreign airlines to Fiji. c) Encouraging investment in tourism to realize the full development of potential of the industry. d) Encouraging local participation particularly in rural areas by developing small business/commercial activities focusing on secondary tourism activities. e) Strengthening the economy as a whole through integrated planning of tourism. The Overall tourism policy and planning strategy has placed Type A areas for the improvement, expansion and consolidating of the existing infrastructure, activities and attractions in the terrestrial hinterland. Tourism policies are based on the modification of previous plans stressing mainly on Fijian culture and tradition. Fiji has two aspects of tourism planning policy: 1) Development of quality tourism in dispersed islands and 2) Development of community tourism projects. As a policy framework the Tourism Development Plan (1998-2005) highlighted four areas for the improvement to attract more and more tourists. These areas are- a) Future distribution of accommodation. b) An assessment of the relationship between market demand and the tourism product. c) Assistance in securing appropriate investment in an environmentally sustainable tourism. d) Suitable institutional framework ownership structure, increasing opportunities for local participation, education and training to secure the future of the industry.

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**Government Policy- Air Access:** The government policies encourage the Ministry of Civil Aviation to attract new entrants that adds value to Fiji air services. *Firstly,* it includes operators of limited scheduled services and charters from the major source markets that are not adequately serviced currently. The policy suggests to create an environment to its international airline i.e. Air Pacific to maintain its operations and achieve profitable growth without any subsidy or interference with commercial management and decision-making of the board of management. *Secondly,* the government policy encourages its major source markets to invest in air route development as a stopover destination.

**Ecotourism Policy in Fiji:** In 1991 an ecotourism section was established in the Ministry of Tourism and Civil Aviation. Since ecotourism is a new approach to development and differs from conventional tourism, adequate promotion policies has not been established everywhere. Few aggressive advertising marketing policies has been undertaken by the FVB to promote Fiji Islands as "ECO ISLANDS." The Fiji government implemented an ecotourism strategy based primarily on ecotourism policy. The ecotourism policy aims to achieve two broad objectives. a) A platform for the development of small and medium tourist enterprises by indigenous Fijians and b) efforts of Native Land Trust Board (NLTB) for capacity building and development through ecotourism. Ecotourism policies in Fiji are formulated for rural areas in such a way that these areas will not become over-dependent on ecotourism for their livelihood. The policies are specifically categorized under three headings. *Firstly,* they are focussed on ethos that concerns development and environment. *Secondly,* promotion and development of ecotourism in Fiji. *Thirdly,* ensuring the quality of product for social, economic and cultural cause. There is no clear-cut environment protection law related specifically to the tourism industry. However, related documents include the "National Environment Strategy" (formulated in 1993) which recommends ecotourism as an effective way to utilize Fiji's resources. The
Ministry of Tourism has formed a special committee for the year consisting of the Fiji Ecotourism Association (FETA) and other stakeholders involved in Fiji. The Fiji ecotourism Policy and Strategy approved by the government in 1999. Fiji hosted a "Conference on the Ecotourism for the South Pacific Islands" on April 14-15, 2002 as the preparatory conference for the International Year of Ecotourism.