

**Stakeholder Involvement in Waterfront Planning and Development  
in Manado, Indonesia**

by

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## **AUTHOR'S DECLARATION**

I hereby declare that I am the sole author of this thesis. This is a true copy of the thesis, including any required final revisions, as accepted by my examiners. I understand that my thesis may be made electronically available to the public.

**Bet El Silisna Lagarene**

## ABSTRACT

Waterfront development is acknowledged as being significant to urban tourism planning and, ideally, the involvement of multiple stakeholders should be required in the development program. This research explores why and how Multi Stakeholder Approach (MSA) might contribute to good practice for the planning and decision-making processes for resource and environmental management, especially for long-term waterfront planning. Principles for the involvement of stakeholders in planning are reviewed and evaluated in the context of tourism and waterfront development in Manado, North Sulawesi, Indonesia. The principles of MSA are assessed in a situation in which there is tension between the achievement of socio-economic benefits and the protection of environmental quality. This research involved a mixed methods approach, combining quantitative and qualitative research techniques. Fieldwork comprising questionnaire surveys, interviews, on-site observations and the evaluation of planning documents were used to provide evidences of waterfront development in Manado, and the decision-making process that preceded it.

Waterfront development in Manado has massively expanded the economic opportunities that are urgently required in less-developed countries. However, such development is occurring at the coast of adequate environmental protection. The study provides evidence of the links between MSA, waterfront development and tourism planning in a mid-sized city in a less-developed country. Governments and Manado waterfront developers expect high returns from MWD through increasing local revenues and a stronger regional economy. However, the sustainability of the development is debatable. A stronger economy, increased incomes and wider job opportunities are widely acknowledged, but an enhanced quality of life for local people is not yet certain, especially if environmental degradation continues.

Successful MSA practices can enhance awareness which, in turn, can be used to increase the support of various stakeholders and, thereby, enhance benefit-sharing. Greater involvement of multiple stakeholders in Manado Waterfront Development (MSA) would be expected to enhance their contributions to a broad range of development issues such as tourism development, environment protection, social stability and the economy, leading in the direction of sustainability. This is relevant to the main purposes of MWD which is to create socio-economic advantages both for city residents and the region in which the city is located. MWD has greatly influenced the coastal areas and environmental modification is unavoidable. However, in the case of Manado, waterfront development is being achieved at considerable environmental costs. In a developing country which places economic gains as a priority, the tangible benefits appear to exceed the apparent costs in the short term. However, for the long term, the maintenance of environmental quality is very important.

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# CHAPTER ONE

## INTRODUCTION

### 1.1. Overview

Tourism planning for mid-sized cities in the less developed countries is undertaken to guide tourism development. However, there appear to be defects in the planning approaches that are adopted. One is that inadequate attention is often given to the waterfront as a location for tourism uses. The Manado Waterfront Development (MWD) (Note: a list of acronyms is included as Appendix 1) in Manado, Indonesia, is an example of tourism development in a mid-sized city in a less developed country. Tourism planning should draw upon the views of decision makers in the public and private sectors to arrive at decisions that promote their common goals. However, collaboration and cooperation among stakeholders are often neglected. Tourism planning processes can allow for the involvement of stakeholders in the formulation, adoption and implementation of decisions (Yuksel *et al.*, 1999). Increasing emphasis is being placed on tourism planning that involves the multiple stakeholders that are affected by tourism, including residents, public authorities and business interests, so that they may collaborate to develop a shared vision for tourism (Jamal and Getz, 1995; Ritchie, 1993). Collaboration and stakeholder engagements should ideally occur throughout the planning and development program, including in waterfront development. However, this does not often actually occur so that sub-optimal results are achieved.

The word 'stakeholder' was originally defined as someone who holds the stake in the course of a wager (Wiens, 1995). This person does not take sides and is impartial and trusted to hold the stake (money) which will be fairly handed to the winner. In the planning literature, a stakeholder is a person or organization with an

interest in an issue and there is a focus on participants representing institutions and interest groups and on those with the power to stimulate action (Innes *et al.*, 1994; Susskind and Cruikshank, 1987). The key idea in a stakeholder approach is that the stakeholder can be a person, group or organization that has direct or indirect interest in an organization or issue because it can influence or be influenced by associated actions and policies. However, while there has been strong acknowledgement of the positive aspects of a multi-stakeholder approach (MSA), there is still a need for exploration of how a stakeholder approach can be used in a multi-organizational context to increase the level of mutual understanding among stakeholders and, thus, to enhance the base for collaborative actions.

## **1.2. Research goal, objectives, gaps and questions**

Waterfront development is a part of urban tourism planning and it requires an acknowledgement that the planning and development program should incorporate understanding of ongoing physical, social and economic changes. However, many development plans are not adequate in these respects because they lack a full appreciation of ongoing local development processes, a wider involvement of various stakeholders from the initiation of planning through implementation to monitoring, as well as effective communication among the individuals and institutions involved in the planning and development. User participation in these processes can potentially lead to increased user decision-making power. Here, the term participation also means that interested lay people are enabled to voice their opinions (Habraken, 1990).

Citizen participation is a means of including more people in the decision-making process, especially in regards to environmental issues. Community planning and design should involve a diversity of groups and individuals in order to find ways to make outcomes more responsive to the needs of all users (Comerio, 1990).

### **1.2.1. Goal**

The primary goal of this research is to analyze, evaluate and make recommendations for the enhancement of MSA in waterfront development in mid-size cities in the developing world, from the problem identification stage, through the planning and implementation to the monitoring stages. Thus, this research is to present and evaluate the specific characteristics of waterfront development in a mid-sized city in the developing world. Challenges in the planning and implementation of waterfront development will be analyzed and the opportunities to enhance the process through the adoption of a Multi Stakeholder Approach (MSA) will be addressed.

### **1.2.2. Objectives**

Three objectives were identified for this research:

- 1) To critically review the theoretical, conceptual and practical underpinnings of stakeholder participation in waterfront development as a part of tourism planning.
- 2) To develop principles for successful involvement of stakeholders in planning that can be applied in the context of tourism and waterfront development in Manado, Indonesia.
- 3) To assess the extent to which Manado has followed the principles of successful involvement of stakeholders; then, where gaps are found, to determine why these gaps exist and, potentially, to indicate what might be done to reduce the gaps.

### **1.2.3. Research gaps**

Given preliminary reviews of the relevant topics, it appears that elements are missing in the existing literature. Despite the large literature on waterfront development, academic research has mostly been based on the experience of waterfront development in large coastal cities in developed countries. Few authors have

examined or discuss waterfront development in mid-sized cities in less developed countries. While MSA has been widely discussed, there is little writing concerning the implementation of MSA in waterfront development. Although the importance of urban waterfronts has been realized, it is argued that planners do not always give sufficient attention to tourism uses of the waterfront in their plans. Tourism planning and waterfront development are commonly presented separately in different documents so that there is a lack of synergy between them.

#### **1.2.4. Research questions**

Stakeholder participation in waterfront planning and development could make a substantial contribution not only to the application of users-centered designs but also to its practice, including methods, concepts and strategies. While stakeholders are those who have an interest in something and such people can be identified to participate in development programs, it is not clear at present how their involvement emerges and how MSA can it be implemented in practice? This research will address the following questions:

- 1) What characteristics should an organization or a group of people have for inclusion as stakeholders in the waterfront development?
- 2) Has the waterfront development planning emphasized collaboration, partnership and integration among stakeholders in the process of development?
- 3) How have stakeholders played their roles and influenced the decision-making process for waterfront development? To what extent did each stakeholder participate in each step of planning process? How do they share the benefits and outcomes?
- 4) Once a decision is made, should stakeholder concerns still be considered and how is this operationalized?

- 5) What are the strengths and opportunities of MSA that have significantly contributed to the process of waterfront development?
- 6) To what extent has the waterfront been considered as a means to attract tourists as well as local residents for repeat visits?

### **Conceptual framework**

MSA should be considered for any development project in which both internal and external stakeholders will be involved and where collaboration and partnership will be helpful. Participation may occur across any or all stages of a project from problem identification to evaluation. The key issue in MSA is how to involve various stakeholders in all stages of the planning process. Therefore, a research framework is suggested to guide the involvement of multiple stakeholders in project planning and implementation in the hope that MSA can be accepted as good practice for the planning and decision-making processes for resource and environmental management, especially for long-term waterfront planning and development as a part of urban tourism planning. It is argued that waterfront development is significant to tourism planning for coastal cities and, ideally, the involvement of multiple stakeholders should be required in the development program. Thus, MSA should be part of the planning process for a development project such as Manado Waterfront Development (MWD), which will be described later, and should preferably involve many stakeholders, including residents. Such projects commonly involve many stakeholders. For example, the government might be comprised of national, regional and local levels and the NGOs might be both local and foreign participants. Types of participation that might be employed in each step of the development process will be identified will be identified, although it is recognized that more than one form of participation may be used in each step. The involvement of multiple stakeholders in a

planning process is usually influenced by factors such as finance, schedules, human resources, willingness of governments to share power, motivations, interests, commitment and development goals and priorities. These elements will likely influence the number of stakeholders that can be invited into the process and the degree to which stakeholders can be involved.

### **1.3. The structure of dissertation**

This thesis is comprised of eight as follows:

#### **Chapter I Introduction**

Introduction to and background of the research, overview of key issues and subject matter, identification of the research goal, objectives, gaps and questions, and outline of the thesis.

#### **Chapter II Conceptual context**

Literature reviews of key relevant topics: 1) Tourism Planning; 2) Waterfront Development; and 3) Multi Stakeholders Approach (MSA). The first section includes discusses definitions and concepts related to tourism planning theory, economic, environmental and socio-cultural aspects of planning, the waterfront as a part of urban tourism planning, and urban tourism in developing countries. 2). The waterfront development section includes a definition and history of waterfronts, discusses the images of waterfronts, distinguishes between the waterfront and the coastal zone, introduces coastal zone planning and management (including waterfront development and land reclamation, the relationship between coastal zone planning and management, multiple uses of waterfronts, tourism and recreation as important waterfront uses,

economic and social impacts of waterfront development and environmental impacts of waterfront developments). Waterfront development in developed countries, in mid-sized cities, and the differences and similarities of waterfront development in developed and developing countries are also examined.

3). MSA is introduced and the implementation of MSA in tourism planning is discussed. Important aspects of MSA, including collaboration and partnerships, participation, decision making, MSA in resources and environmental management (REM), and challenges for MSA implementation in developing countries are considered.

### **Chapter III      Study area**

This chapter includes a description of tourism in Indonesia, and marine tourism in Indonesia and North Sulawesi. The selection of Manado Waterfront (Manado Harbour, Manado Boulevard, Manado Convention Centre (MCC) and Manado Fresh Mart) as the study area is justified and these areas are described.

### **Chapter IV      Research methods**

A detailed explanation of the field research is presented, including the research approach, research design (design of interview questions and questionnaire), ethical consideration, data collection methods, methods of data analysis, and research challenges and limitations.

**Chapter V Land Uses and Stakeholders on the Manado waterfront**

A detailed description is provided of the developmental history of Manado Waterfront (cluster A), includes a discussion of the past and present (2011).

**Chapter VI Research findings**

A detailed presentation is provided of the key findings of the research.

**Chapter VII Discussion and interpretation**

The implications of the research results are examined in the context of the literature and a number of important practical implications is suggested.

**Chapter VIII Conclusions**

Conclusions and recommendations are provided based upon the research findings and discussion. The main contributions of the research are indicated and future research directions are suggested.



## **CHAPTER TWO CONCEPTUAL CONTEXT**

This chapter has focused on pertinent concepts as revealed in the literature and has emphasized three topics: 1) tourism planning, including definitions and concepts related to tourism planning theory; economic, environmental and socio-cultural aspects of tourism planning; the waterfront as a part of urban tourism planning; and urban tourism in developing countries; 2) waterfront development, including the definition and history of waterfronts; the images of waterfronts; the distinction between the waterfront and the coastal zone; coastal zone planning and management (including waterfront development and land reclamation, the relationship between coastal zone planning and management, multiple uses of waterfronts, tourism and recreation as important waterfront uses, the economic and social impacts of waterfront development and environmental impacts of waterfront developments). Waterfront developments in developed countries, in mid-sized cities, and the differences and similarities of waterfront development in developed and developing countries have also been examined; and 3) A Multi Stakeholders Approach (MSA) has been discussed in the context of tourism planning, including important aspects of MSA such as collaboration and partnerships, and participation and decision making. Also, MSA in resources and environmental management (REM), and challenges for MSA implementation in developing countries have been described.

### **2.1. TOURISM PLANNING**

#### **2.1.1. Approaches to tourism planning**

Getz (1987) stated that tourism planning is a process which seeks to optimize the potential contribution of tourism to human welfare and environmental quality (Getz, 1987). Murphy (1985: 156) argued that planning is concerned with anticipating and

regulating change in a system, to promote orderly development so as to increase the social, economic and environmental benefits of the development process. The main thrust of these arguments is that tourism planning should be able to reduce negative impacts and increase the benefits to the destination, including the local community. From an economic perspective, tourism planning provides an opportunity to design initiatives with the potential to increase the economic benefits gained from tourism. However, planning and development that are narrowly economically-oriented are likely to create conflicts of interest with advocates of sustainable tourism. In recognition of this, Moughtin (1996) proposed four principles of sustainable development: a future orientation, attention to environmental matters, equity and participation. According to him, a balance should be achieved between economic growth and environmental quality.

Wall (2003) is critical of the existing tourism planning literature. He contends that 'true tourism planning is a virtually impossible task. The tourism system is complex, involving multiple origins and multiple destinations that are linked by multiple pathways, catering to the needs and desires of diverse and highly competitive markets and operating at a variety of scales from the global to the local. It is not possible to address all of these complexities within the compass of a single plan.' (p.3). Therefore, he argues, most of what is called tourism planning is actually the planning of destinations. Gunn (1988) listed a number of assumptions regarding the value of and approaches to tourism planning: (1) only planning can avert negative impacts, although for planning to be effective all actors must be involved and not just professional planners; (2) tourism is symbiotic with conservation and recreation and not a conflicting use with incompatible objectives or effects that cannot be reconciled; (3) planning today should be pluralistic, involving social, economic and physical

dimensions; (4) tourism planning must be strategic and integrative; and (5) tourism planning must have a regional planning perspective: because many problems arise at the interface of smaller areas, a broad planning horizon is essential. In practice, many tourism planners and professionals may find it difficult to employ Gunn's suggestions when undertaking tourism planning projects due to the existence of various constraints and conflicts that make it difficult to adopt the values and approaches that he proposed. For example, tourism planning documents may not be made available for public scrutiny and it may be difficult to have access to government personnel and other professionals to ensure that they are accountable for their decisions. Furthermore, there may be a lack of accountability as governments change, with new documents being created to replace the old but limited implementation in the field.

### **2.1.2. Economic and environmental impacts in tourism planning**

Many scholars have stressed the importance of both economic and environmental impacts of tourism in their writing. Although many tourism planning documents refer to both economic and environmental impacts, they have often failed to be implemented. Planners have tended to focus on the enhancement of economic development and this is likely to involve the to exploitation of environmental resources but the balance between economic benefits and the environmental costs may not be carefully taken into account. As a result, environmental resources may be over-used, resulting in negative environmental impacts in the long term.

Actual and assumed economic (Perdue *et al.*, 1990; Akis *et al.*, 1996) and environmental benefits (Hillery *et al.*, 2001; Yoon *et al.*, 2001) are used to generate support for tourism development. Many believe that residents' attitudes towards the environmental effects of tourism are important as revealed in many studies of residents' attitudes (Sheldon and Abenoja, 2001; Ko and Stewart, 2002; Jurowski and

Gursoy, 2004; Kuvan and Perran, 2005). Andereck *et al.* (2005: 1057) identified economic issues such as tax revenue, increased jobs, additional income, tax burdens, inflation, and local government debt and environmental issues such as protection of parks and wildlife, crowding, air, water and noise pollution, wildlife destruction, vandalism, and litter as being of concern to residents.

It is important that economic and environmental impacts should be balanced through planning. Thus, tourism, while a commercial activity, should be developed with respect for the environment that is likely to be modified as a result of development. As suggested by Inskeep (1991), tourism planning should reflect the importance of tourism's social and environmental as well as economic dimensions. Both the demand and supply sides of tourism must also be balanced while maintaining environmental quality. Therefore, an integrated approach to tourism planning and destination management is required and this may involve consensus building among stakeholders through participation.

### **2.1.3. Socio-cultural impacts in tourism planning**

Tourism development can and does happen without planning. However, tourism planners should be concerned about the perceptions and attitudes of residents towards tourism in order to gain their support (Oviedo-Garcia *et al.*, 2008: 95). Economic, cultural and environmental effects are identified as determinants of residents' attitudes towards tourism development and planning. Dyer *et al.* (2006) concluded that residents' participation in planning is a fundamental necessity for the sustainability of developments, promoting good will and the cooperation of host communities. Wall (2003) highlighted the need to consider residents as well as visitors in tourism planning for sustainable development requires that tourism be considered in a broad context for it competes with other sectors for the use of scarce resources.

Gursoy and Rutherford (2004) introduced social-exchange theory which suggests that there is an increasing likelihood of residents' involvement in tourism development if they perceive that the potential benefits are greater than the costs. If the host community perceives that the benefits are greater than the costs, the members of the community are more likely to become directly involved and give support for future development in their region. The relationships among the different elements that form the total impacts of tourism (economic, environmental, social and cultural etc.) are the foundation of the social development approach to tourism which is rooted in social-exchange theory (Yoon *et al.*, 2001). Residents' perceptions of economic, social and environmental consequences affect attitudes towards tourism (Perdue *et al.*, 1990; Gursoy *et al.*, 2002). Oviedo-Garcia *et al.* (2008: 101) provided a list of statements that can be used in the assessment of the socio-cultural impacts of tourism. To decide whether or not tourism has had socio-cultural impacts, assessments of items such as the following may be needed:

- 1) Tourism provides incentives to restore historical buildings.
- 2) The quality of public services has improved as a consequence of tourism.
- 3) Tourism increases the availability of services and leisure opportunities.
- 4) Tourism increases the demand for cultural performances.
- 5) Tourism has improved the service quality of police and fire departments.
- 6) Tourism has enabled more cultural exchange between tourists and residents.
- 7) Tourism has brought positive impacts for the cultural identity of the community.
- 8) Tourism has fostered the construction of modern buildings.

It is obvious that both positive and negative socio-cultural impacts of tourism exist. Positive socio-cultural impacts include increased demand for local crafts, opportunities to exchange ideas and cultural knowledge, and stimulation of the

provision of new services, better facilities and new alternatives for leisure (McKean, 1978; Sethna and Richmond, 1978; Brunt and Courtney, 1999). Nonetheless, there are also potential negative socio-cultural consequences of tourism. It can disrupt traditional family values, cause cultural conflicts between tourists and residents, and generate cultural dependency (Cohen, 1988; Kousis, 1989; Sharpley, 1994). Not surprisingly, there is a relationship between a positive evaluation of the social and cultural effects of tourism and support for tourism activities (Lankford and Howard, 1994; Besculides *et al.*, 2002). Awareness of possible positive and negative impacts, and the hopes and fears of stakeholders should be important inputs into planning. Thus, community participation should be a necessary component in planning and development of a tourist destination to ensure that benefits are provided to local people, thus contributing to sustainable development.

#### **2.1.4. Urban tourism planning**

Interest in urban tourism planning, according to Ashworth (1989), emerged in the 1970s as a defensive approach when tourism was seen as a danger to the quality of life in the city. However, the economic decline of cities in the UK, Western Europe and Northern America in the late 1970's highlighted the role of tourism as a catalyst to boost the economic development of urban areas and tourism came to be considered an important urban function. Tourism and urban regeneration started to become important activities and received greater attention in the 1980's related to the problems that existed in the city (Ashworth, 1989; Law, 1991). Tourism was viewed as a mean to address the changes of city functions and then was expanded to become a principal sector in the city economy.

Ashworth (1992) proposed two conditions which showed the complexity of the relationship between urban features and tourism functions in creating urban tourism.

First, the intrinsic characteristic of cities as a settlement type shapes tourism or leisure activities where urban tourism emerges. Second, the tourism and leisure functions also shape important aspects of cities. Moreover, cities are places where various major facilities such as transport, hotels and event facilities are located. Wall (2006) argued that complexity, which is inextricably melded into the nature and structure of urban tourism, gives rise, at the same time, to many challenges and opportunities. The complexity of the relationships between cities and tourism has been discussed increasingly from various perspectives such as geography, urban planning and tourism disciplines (Jansen-Verbeke, 1986, 1992; Ashworth, 1989, 1992; Law, 1991; Page, 1995; Judd, 1995).

Jansen-Verbeke (1986) sorted urban tourism products into three types of elements (Figure 2.1).

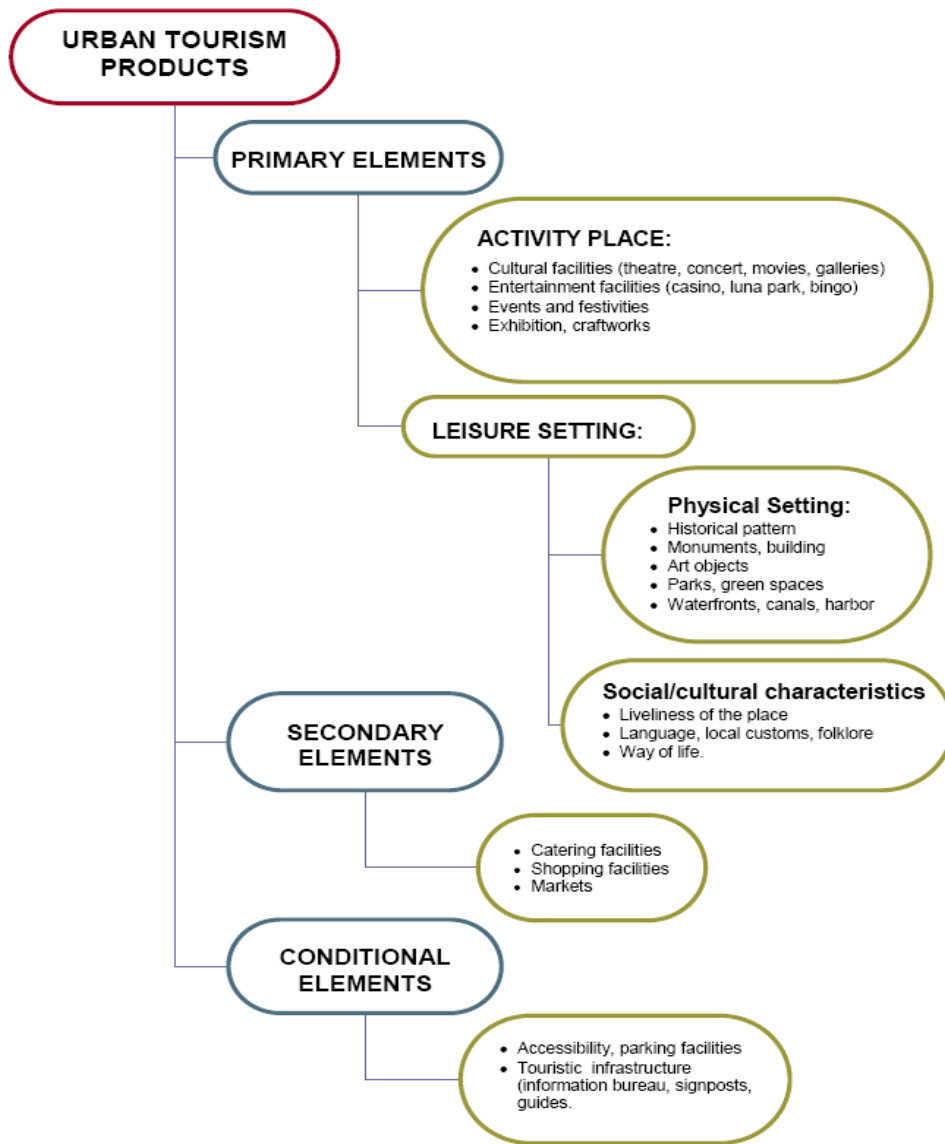


Figure 2.1: Elements of urban tourism product  
Adapted from Jansen-Verbeke (1986: 86)

Primary elements include activity places such as cultural, sports and amusement facilities and leisure settings with a variety of physical and socio-cultural characteristics. Secondary elements provide services and include accommodation, food and beverage, and various forms of shopping opportunities. The conditional elements of the urban tourism product are ancillary goods and services consisting of infrastructure, such as transportation, and information for tourists.



Rehabilitation for tourism was seen as one way to revive declining industrial areas in the western world. Tyler and Guerrier (1998) stated that urban tourism, especially in larger cities that are already well-known nationally and internationally, can suffer from a lack of focus for it may not be clear exactly why tourism is being developed. Most urban tourism investments have been located in relatively more developed western and southern regions and often in ecologically sensitive coastal areas.

Urban tourism has been used to create economic growth by providing new employment opportunities and by increasing business capacity. This has led to an increase in planning for tourism in cities based on existing resources and the creation of new products, providing a challenge to develop urban tourism in a sustainable manner. According to Dieke (2005), tourism planning refers to the methods policy makers adopt to achieve tourism development objectives. Such planning can occur at national, regional and local levels, incorporating the following components: (1) analysis of demand; (2) analysis of the availability and quality of tourism assets; (3) forecasting of visitor demand; (4) costing and financing of the tourism plan; (5) human resource development issues; and (6) marketing. Dieke stated that implementation of urban tourism plans require a plan of action. When the plan is accepted (usually by government), it should also have incorporated three additional components: (1) an implementation strategy (action plan); (2) a monitoring procedure (Is the plan meeting the objectives and/or have unforeseen problems or other difficulties arisen?); and (3) an evaluation function which relates to an assessment of whether objectives have been achieved, need to be modified or discarded. Such a process should ensure that the plan and its implementation are constantly monitored so that they can be altered as necessary to meet changing market conditions or

priorities. To plan effectively for urban tourism development while lessening its negative effects, planners need to understand the multiple sectors that exist in cities and their relationship to tourism and how these have been changing over time and space.

Urban tourism has often been viewed separately from other land uses and physical planning. However, towns and cities have rapidly changed and developed as tourist attractions. Therefore, land use planners, including planners of urban tourism, have become concerned with environmental and economic issues during the planning process. Hall (2000) argued that land use planning concerns within an ecological emphasis, such as environmental problems, have come to be defined in terms of human-environment relationships. Tourism is often considered as a challenge to the sustainability of urban environments, just as it is within wilderness and rural environments (Hinch, 1996). Tourism entrepreneurs, planners and researchers have readily adopted the rhetoric of sustainable development as ‘development that meets the needs of the present without compromising the ability of future generations to meet their own needs’ (World Commission of Environment and Development, 1986: 43). Therefore, planners should address the need for sustainability.

#### **2.1.5. Urban tourism in the Less Developed Countries (LDCs)**

Tourism development in LDCs is an incremental, long-term process, used in the comprehensive sense to include economic, socio-cultural and environmental issues. Governments of LDCs face two inter-related problems: (1) the lack of mechanisms to retain a sizeable proportion of the expenditure within the country; and (2) the need for governments to meet tourists’ expectations regarding accommodation, food, etc. in terms of requisite standards and familiarity to win tourists’ confidence in order to stay in business. Provision of goods and services is expensive and requires significant

imports which then increase the foreign exchange leakage. The key to understanding the extent of these impacts on LDCs is to be found in the market distribution network for international tourism, especially in understanding the role of travel, hotel and tour operating companies in that system (Dieke, 2005).

Planning documents in the developing world are often more difficult to access compared to the developed world. Wall (2003) argued that in contrast to the developed world, the creation of tourism plans in the developing world is still an important task (although, where knowledge is power, the documents may be confidential and such plans may be difficult to access). Tosun and Timothy (2001) identified that moving towards a more developmental, contemporary and implementable planning approach to tourism in developing countries largely depends on the macro socio-political and economic structure. In this macro system, the tourism planning team or the national planning organization cannot develop and implement a better planning approach to tourism development themselves unless some desirable changes in the system take place.

Figure 2.2 presents the shortcoming of tourism planning approaches in developing regions.

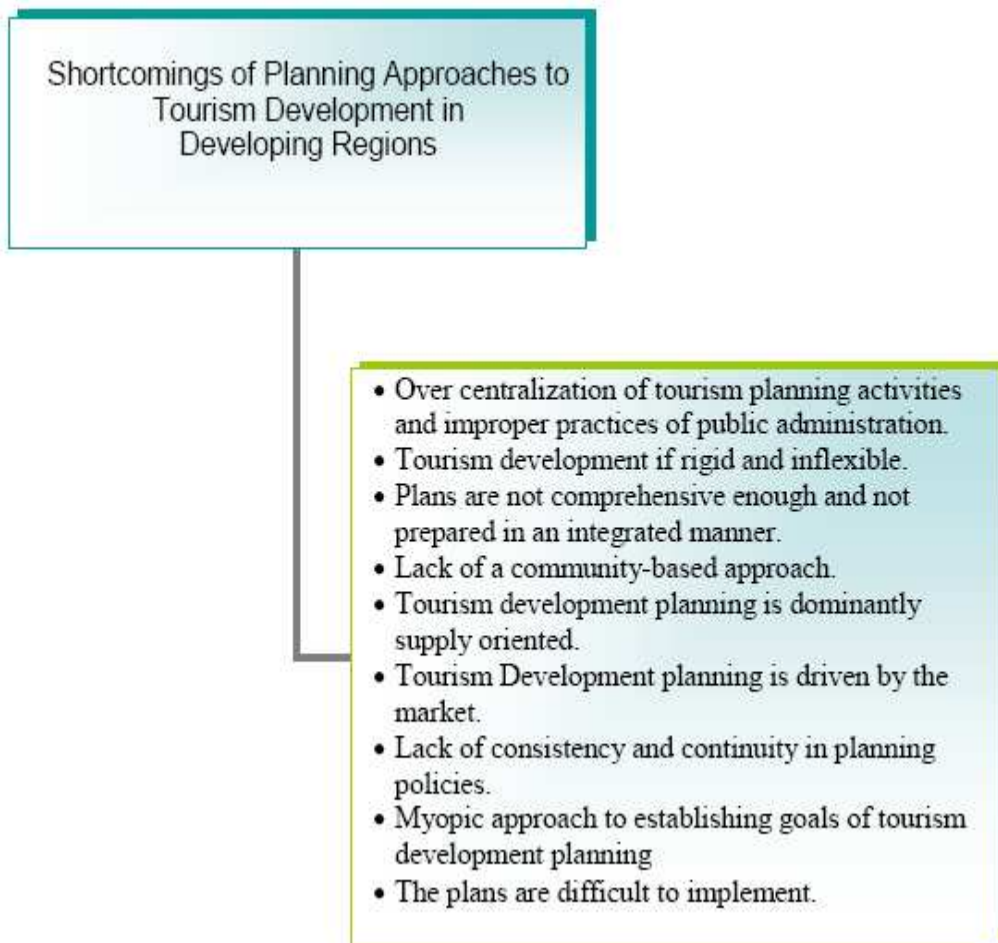


Figure 2.2: Defects in planning approaches to tourism development in developing regions (Tosun and Timothy, 2001: 353)

Urban tourism development in the LDCs is likely to be seen as a way to overcome local economic and social welfare issues. There are large disparities in the socio-economic development levels of different regions and the tourism industry can be a means of revitalizing less developed areas. Cities in developing countries are generally in an expansion phase and tourism is being used as a catalyst for development. There is a need to invest in tourism resources, such as heritage attractions and infrastructure, in order to enhance tourism activities. Tourism is seen as a regeneration strategy but protection of natural and cultural resources is also required to support tourism for the benefit of cities. However, it is not easy to achieve an acceptable balance between the protection and utilization of resources so that over-

exploitation of natural resources often occurs in developing countries. Thus, while tourism in developing countries should not become the reason to over-exploit natural and cultural resources, it is a challenge to use these resources to boost city development for both social and economic benefits within the constraints of tolerable negative impacts.

Limited attention has been made to the creation of urban tourism models for LDCs. Therefore, it is necessary to consider: (1) how the urban tourism concept should be applied (Singh, 1992), and (2) the evolution of urban tourism space (Weaver, 1993) with specific reference to case studies in less developed countries. According to Singh (1992), in the case of cities such as Lucknow in India, tourism should exist in the city as part of a concern to secure its heritage assets. In addition, the unique characteristics of cities in LDCs provide a different perspective on the adoption of tourism from that in developed countries. Urban tourism in LDCs has involved intensive development of tourism infrastructure and the adoption of a process of tourism planning. Further studies of urban-based tourism are required in LDCs in order to better understand the complexity of urban functions in such places. This research into tourism planning in Manado, Indonesia, will address this need.

## **2.2. WATERFRONT DEVELOPMENT**

### **2.2.1. Definition and history of waterfronts**

In spite of the discussion of issues of waterfront development in the city planning literature, very few and mostly imprecise definitions of the waterfront have been offered. Few academic studies clearly define the boundaries of the waterfront. A website glossary defined the waterfront as the area of a city, such as a harbour or dockyard, alongside a body of water (<http://wordnetweb.princeton.edu/perl/webwn>, accessed 12 Oct. 2008). In spite of much discussion concerning waterfront

development in the urban planning literature, few clear definitions of the waterfront exist. Few scholars have defined waterfronts precisely. Breen and Rigby (1996) consider the bay, canal, lake, pond and river, including man-made water bodies, under the generic term 'waterfront'. The Coastal Zone Management Act (CZMA) of the United States, section 306A (a) (2) defines the term "urban waterfront" or port as: "any developed area that is densely populated and is being used for, or has been used for urban residential, recreational, commercial, shipping or industrial purposes" (Goodwin, 2008).

McGovern (2008) pointed out that the waterfront in Philadelphia is situated at the edge of the city centre and adjacent to a refurbished historic district and serves as a centre of commerce, tourism and recreation. The specific nature of waterfronts provides unique characteristics for urban development (Malone, 1996). Waterfront development often is expensive, requires much investment and, therefore, involves large outside investors (Amin and Thrift, 1992). However, challenges may arise in the operational stages due to the high degree of dependency on such business operators causing the government and other public' authorities to weaken their position as the development process proceeds. Then, the development may meet business and commercial purposes while protection of the environment and natural resources may be neglected.

In contrast to definitions of waterfronts, the history of waterfront development is well documented. For the last 200 years, waterside locations have been used for port facilities, manufacturing industry, boat building, repair and maintenance, drainage and sewage-treatment plants (Craig-Smith, 1995). In the 1970s, urban regeneration of waterfront areas emerged as an area of academic study in North America with contributions made by architects, planners and urban geographers (Vance, 1987 in

Craig-Smith, 1995). Ten years later, political scientists, geographers and economists fostered this area of study in Europe (Hoyle, Pinder and Hsuain, 1988 in Craig-Smith, 1995).

Contributions to waterfront development literature have also emerged from Australia (Thorne *et al.* 1987; Bradbourne, 1989) where the international nature of the waterfront revitalization processes was traced. Redevelopment of waterfront areas in the United States began in the late 1950s under the Urban Renewal Program. In the United Kingdom, waterfront development was undertaken by Urban Development Corporations or other development agencies that encouraged acceleration of redevelopment in such places. Wrenn (1983: 9) claimed that urban waterfronts in North America have historically suffered from a lack of vision and management in their adaptations to successive demands for new functions because waterfront development and growth have been disjointed and incremental, and characterized by a web of loosely-related decisions and actions by dozens of political jurisdictions and hundreds of entrepreneurs.

Craig-Smith and Fagence (1995) pointed to some of the ways in which waterfront developments occurred in developed countries. First, after World War II, communities in many western countries gave attention to economic recovery and growth, including the reclamation of waterfronts for public access and as a contribution to the improvement of the quality of life. Second, waterfront development in developed countries has been linked to port development and redevelopment as in such cities as Liverpool (England), Richmond (Virginia, USA) and Brisbane (Australia). These places have had to revitalize waterfront areas due to changes in global transportation technology and markets. Waterfront renewal and redevelopment has since engaged the interest of planners, politicians and the public.

It is widely believed (Amin and Thrift, 1992; Craig-Smith, 1995; Malone, 1996; McGovern, 2008) that a mixed-use approach for promoting the unique characteristics of each city and its community are one of the most powerful tools for maintaining and enhancing waterfront areas especially, those in urban settings.

### **2.2.2. The image of the waterfront**

The waterfront has been a vital point for many American cities for redevelopment activity in the last few decades, presenting sites for residential towers and townhouses, hotels, shopping complexes, performing arts centres, museums, aquariums, stadiums, marinas and casinos that have multiplied on the edge of urban rivers, lakes, bays and oceans (McGovern, 2008). While many scholars have criticized waterfront images that have failed to incorporate leisure-related activities sufficiently, Fagence (1995: 153) maintains that constructive and motivational images for waterfront development can be created, in order to: (1) breathe new life into areas which were formally derelict; (2) provide development opportunities which were not bound by commercial practices and physical plants which had become obsolete because of technological change; (3) create an ambience suited to modern development and real estate practice and encourage investment; (4) provide circumstances of competitive advantages; (5) entice the public back to the waterfront by providing facilities and amenities which captured their interest; and (6) rehabilitate a built fabric which has become derelict to restore it to productive use and to foster conservation.

Kawasaki, *et al.* (1995:119) examined the images of waterfront cities by applying the semantic differential method to describe the emotional meaning of three waterside areas in Japan. This approach gave opportunities to the respondents to select their preferences among 25 pairs of items representing their ideas. The



emotional meanings of the waterside area were presented as ranging from romantic to realistic and from weak to strong images. Regardless of the arguments underpinning the various reasons for waterfront development, it is evident that waterfront development, on the one hand, has been judged as a trigger factor which harms the environment and, on the other hand, it has become a commercial and promotional tool for public authorities and business operators to attract and strengthen investment opportunities along and close to the waterfront.

### **2.2.3. Differences between the coastal zone and the waterfront**

The coastal zone is defined as the area between the landward limit of marine influences and the seaward limit of terrestrial influence (Haslett, 2009). Coastal Zone Management Programs are documented in numerous studies. In the case of New York City, the Waterfront Revitalization Program (WRP) is the city's principal coastal zone management tool. It establishes the city's policies for development and use of the waterfront and provides the framework for evaluating the consistency of all discretionary actions in the coastal zone with those policies. A proposed action or project may be considered consistent with WRP when it will advance one or more of the ten WRP policies, dealing with: (1) residential and commercial redevelopment; (2) water-dependent and industrial uses; (3) commercial and recreational boating; (4) coastal ecological systems; (5) water quality; (6) flooding and erosion; (7) solid waste and hazardous substances; (8) public access; (9) scenic resources; and (10) historical and cultural resources (Waterfront Revitalization Program, New York City, Department of the City Planning, (<http://www.nyc.gov/html/dcp/home.html>, accessed Dec. 17. 2008).

Furthermore, the NYSDOS Division of Coastal Resources, through its guidebook, 'Making the Most of Your Waterfront: Enhancing Waterfronts to

Revitalize Communities', offers local governments a step-by-step blueprint on how to create a vision for not only managing their coast, but also for turning it into an economically prosperous and aesthetically pleasing environment. The guide suggests leaders should consult with communities at large as well as stakeholders in efforts to develop a plan for the creation of a Local Waterfront Revitalization Program ([http://www.nyswaterfronts.com/communities\\_guidebook\\_LWRP.asp](http://www.nyswaterfronts.com/communities_guidebook_LWRP.asp). (Accessed 13 Dec. 2008))

The major concern in waterfront development is to see it as a part of Integrated Coastal Zone Management (ICZM). ICZM is defined as an integrated, interdisciplinary, inter-sectoral and adaptive approach for addressing complex issues for the conservation and sustainable development of coastal resources. It is a holistic perspective that recognizes the interconnections between coastal systems and uses, and encompasses the dynamic tasks of measurement, assessment, community participation, evaluation, planning, management and monitoring. It is directed at the maintenance of balance between the protection of valuable ecosystems and the development of related economies (Wall, 2003: 207-8). However, one major shortcoming of this approach is that, even on a small scale, ICZM in the developing world is difficult to implement because it requires human resources as well as institutional capacity to manage both land and seashore waters in an integrated and manner.

Most developing countries do not have an agency with adequate authority to give serious attention to their coastal zone management programs. Hinrichsen (1996) specifically noted that many coastal management plans never get beyond the paper stage. He drew attention to Indonesia's complicated proposals for managing the country's 54,000 kilometers of coastline that have not been implemented because

there is an absence of a coordinating agency or other mechanism for facilitating cooperation between the national government and the provinces. As of 1994, he recorded nine mainline ministries or departments, along with eight coordinating agencies, that dealt with various aspects of coastal zone management. Not all of these were represented at the provincial level.

While the waterfront is a part of the coastal zone, many researchers do not specifically examine the relationship between the two in terms of development planning. It is self-evident that the rapid growth of waterfront development has strongly affected the coastal zone environment. Therefore, waterfront development guidelines should refer to coastal zone management principles which contribute to environmental protection and preservation. It is admitted that the implementation of Environmental Impact Assessment (EIA) and its results are one of the techniques used in ICZM, including in waterfront development, but it is a and is a very challenging task. Nevertheless, waterfront revitalization plans should have great potential to efficiently guide community and coastal development planners in an integrated fashion across development agencies. Coordination should include inter-governmental and private-public sector cooperation and involve other related parties to establish planning and land use controls within the coastal zone as well as within the boundaries of coastal communities.

#### **2.2.4. Coastal Zone Planning and Management (CZPM)**

Coastal Zone Planning and Management (CZPM) has been discussed in the academic literature from different perspectives and with varying approaches. One of the most popular approaches is Integrated Coastal Zone Management (ICZM). The concept of ICZM is outlined by the EU as follows:

A strategy for an integrated approach to planning and management, in which all policies, sectors and to the highest possible extent, individual interests are

properly taken into account, with proper consideration given to the full range of temporal and spatial scales, and involving all coastal stakeholders in a participative way. It demands good communication among governing authorities (local, regional and national), and promises to address all three dimensions of sustainability: social/cultural, economic and environmental. It thus provides management instruments that are not per se included or foreseen in the different policies and directives in such comprehensiveness (Rupprecht Consult in McFadden, 2008: 300).

ICZM focuses on three objectives: (1) strengthening sectoral and inter-sectoral management, (2) preserving and protecting the productivity and biological diversity of coastal ecosystems; and (3) promoting rational development and sustainable utilization of coastal resources (Wall 2003 : 208). ICZM requires integration involving co-ordination between different branches and levels of government and it requires that the goals, decisions and activities of actors be co-ordinated with those of other actors. Planning and management for sustainable outcomes in the coastal zone often extend across different sectors, organizations and ownership boundaries (Hovik and Stokke, 2007). Thus, there is a need for establishing common goals and guidelines for management of the coastal zone that the various actors are obliged to follow. However, such an issue often becomes a problem in terms of conflict among stakeholders in the decision making over various interests and goals. According to McFadden (2008), successful integration in coastal management is based on the development of coastal management strategies from an agreement-building process which is defined by stakeholders and is underpinned by knowledge of the integrated behaviour of the coastal system.

#### **2.2.5. Waterfront development and land reclamation**

According to Goodwin (1999), waterfront revitalization is a process that begins with the desires of a community to improve its waterfront and that proceeds through a series of planning steps and public review to adoption of a waterfront plan.

Implementation of the plan involves public and private actions, investment decisions,

and developments which occur, ideally, in a coordinated fashion. He also presented typical elements of physical changes resulting from waterfront revitalization:

“Dilapidated structures are razed, infrastructure upgraded, and land parcels assembled for private development. Normally, public walkways and viewpoints, and waterside improvements such as visiting vessel floats or docks, are installed. Leased space is rented in new or refurbished buildings; townsfolk and visitors discover a new amenity at their backdoor; pedestrian counts rise and new businesses respond to the market opportunities they present” (Goodwin, 1999: 241).

Waterfront developments were a key feature of urban redevelopment in the 1980s as the revolution in shipping made former connections with port lands redundant. Much waterfront land was previously cut off from public access, and dock walls and buildings obscured the view of the water, but access and land could potentially be reclaimed for the community (Law, 1994). To a certain extent, land reclamation has become a solution for waterfront development in locations with scarce flat coastal land resources.

Since land in Singapore is so scarce, there is a limit to physical growth and there is not much that can be done other than to build upwards and to undertake reclamation schemes. Singapore has employed reclamation to provide the land for an airport, a bridge, commercial and industrial sites, and recreational parks and islands (Kim and Siong, 1985). Land-scarce territories like Japan, Singapore and Hong Kong have resorted to major reclamation programs that have allowed expansion and development of new infrastructure to facilitate business, port and airport growth. Particularly in Hong Kong, land reclamation for the urban core represents the sole remaining source of substantial new land and development sites, housing expansion, extension to the central business district and for specific requirements, such as exhibition and cultural sites and expansion of the port (Bristow, 1988). It is obvious that, on the one hand, waterfront development and reclamation have significantly contributed to

environmental degradation and, on the other hand, it often has environmental improvement as a primary objective. However, questions arise concerning the extent to which such developments give benefits and how to balance the two phenomena.

Jay and Handley (2001) suggested the application of Environmental Impact Assessment (EIA) to land reclamation practice. They argued that EIA is a tool to assist in limiting the potential environmental damage of developments. However, Balfors (1993) raised questions about whether or not EIA can be used in a wider design process of environmental improvement. Can it be an instrument for guiding a process that will find solutions? The reclamation of land takes a state of environmental degradation as its starting point and has positive improvement of adverse conditions as its aim (Handley, 1996). In the case of Singapore, nineteen islands were created between 1975 and 1977 and, based on a simple qualitative analysis; such developments have had more positive than negative impacts (Kim and Siong, 1985).

#### **2.2.6. Relationships between Coastal Zone Planning and Management (CZPM), waterfront development and land reclamation in coastal areas**

The relationship between coastal zone planning and management, waterfront development and land reclamation in coastal areas is moving into a stage where there is a growing recognition of their interdependence. This is a positive trend for adjusting and balancing the environmental, social and economic benefits. The rapid growth of land reclamation for waterfront development has strongly affected the coastal zone environment. Therefore, waterfront development guidelines should refer to the coastal zone management principles which, in turn, refer to environmental protection and preservation. Accordingly, the relationship between coastal zone planning and management, waterfront development and land reclamation in coastal areas is very complex in the sense of protection from undesirable activity.

In the case of Manado waterfront development in Indonesia, there has been a lack of communication between coastal planners and land reclamation developers to discuss such development. Criticism and complaints have been made regarding the waterfront development, charging that it has been developed without a real contribution and limited participation of all stakeholders in the planning and decision-making processes. The result may have been failure to control the development and may also be an indicator of limited interest and understanding of what has been happening in the area and what should be done on the Manado waterfront. It is very obvious from field observation that most developers are undertaking the land reclamation projects without compliance with the EIA documents which state the types of business and mode of operation that they should deliver within the waterfront area (EIA document, 1991:201). This has likely happened due to market needs during project implementation. Developers may not be able to afford a reduction in revenues if the types of businesses provided are not needed by customers (pers.com. 15 August 2009). Therefore, items in the EIA documents are ultimately neglected or ignored to meet the need for business and profits.

#### **2.2.7. Multiple uses of waterfronts**

Waterfront development has multiple uses, creating new economic activity, redeveloping historic areas, improving waterfront recreation and restoring and protecting natural resources. Chang *et al.* (2004) highlighted reasons why Singapore waterfront developments are undertaken: for attracting tourists and positioning the city as a global hub, while providing leisure sites for locals. The authors examined important multiple functions of waterfront development as follows: (1) aspects of business (ownership of businesses and entrepreneurship); (2) clientele (public participation and patronage), and (3) identity (place themes) as specific sites of

global-local intersections. This study eventually argued that appreciation of the interplay of global and local forces, at times conflicting and at other times negotiating with and even accommodating one another, is crucial to understanding the waterfront development purposes.

Waterfront development objectives have been examined in the literature. Wrenn (1983) and Craig-Smith and Fagence (1995) drew attention to various motivations for waterfront development, such as: (1) provision of public access to the waterfront; (2) improvement of the image of neglected waterfront areas; (3) achievement of economic regeneration by breathing new life into such areas; (4) opening the city to the sea for people and leisure uses; (5) preserving historic buildings; (6) creating a waterfront residential community; (7) increasing the number of city visitors and attendant facilities and accommodations; and (8) strengthening the city's economic base, attracting private investment, increasing employment and increasing municipal revenues. Therefore, the priority of waterfront development strategies is not only recreation and leisure for tourism but involves the multiple uses that not only create environmental, social and economic changes over time but also offer the best opportunities for success.

#### **2.2.8. Tourism and recreation as important uses of the waterfront**

In the modern era of increased leisure and recreational activities and increased environmental and heritage concerns, many of the world's major waterside cities have been redeveloped to meet conservation, recreation and tourism goals. Craig-Smith (1995) claimed that there is little doubt that recreation and tourism can be used as a catalyst for redevelopment, but there may be concerns when tourism and leisure are used as the only purposes of redevelopment. He suggested, therefore, that the future of waterfront revitalization efforts should be to generate self-sustained economic



growth by building new and permanent markets as fundamental programs in redevelopment strategies.

Several attempts to transform the city from a single economic base to a more diversified one involve strategies not simply of diversifying its economic potential, but also of changing the city's industrial image and replacing it with a new vibrant one. A study of the work of the Dundee Project by Di Domenico and Di Domenico (2007: 327) indicated that the aim was to establish the city as the 'City of Discovery' in order to change its image for the better, to transform its economy from a manufacturing base to a modern one and to put the city on the tourism map. The key issue in this study is that the waterfront development is being undertaken to make the city a pleasant place to visit and to stay, which is attractive not only to tourists but also for the local residents.

There are many common issues in the development and redevelopment of waterfronts for tourism and recreation. The most usual case in the creation of leisure-related activities in waterfront areas is that the waterfront provides opportunities not available elsewhere where leisure activities may flourish and be enhanced (Fagence, 1995: 143). Perhaps one of the major concerns regarding waterfront development and redevelopment for coastal cities is that such developments become very significant and, in fact, they are the main common attribute of coastal cities.

One key issue is that tourism and recreation are likely to be important functions of waterfront development and redevelopment. Serious attention is required to support cities with waterfront development to apply information technologies, and to globalize and internationalize the cities as tourist destinations. This has challenged both private and public sectors and other involved parties to enhance the role of recreation and tourism in waterfront development. This issue has a close relationship

with discussion of the recreation and tourism developments which contribute to the image of the waterfront cities. One question that needs to be addressed, however, is whether an increased demand for the urban waterfront to provide tourism and recreational opportunities will also continue to increase the range of future benefits to the environment and the local community within the areas.

### **2.2.9. Economic and social impacts of the waterfront development**

Regardless of the negative impacts of waterfront developments, the literature has stated that successful waterfront revitalization throughout North America has made contributions to the strength of the development. Wrenn (1983: 40) argued that many waterfront projects have a mix of recreational, residential and commercial uses that clearly demonstrate the tremendous development potential of urban waterfronts. Probably the most significant social advantage of waterfront development is that it creates a centre for business, leisure and lifestyle that can remarkably strengthen the local community and local economy.

Moreover, waterfront development has been widely perceived as a potential economic support, providing opportunities that may improve the quality of life, such as employment opportunities, economic diversity, tax revenues, business opportunities for festivals, restaurants, natural and cultural attractions, and outdoor recreation. Employment opportunities surrounding the waterfront could range from malls, food stalls, fashion shops, taxi services to parking services and they will have consequences for the improvement of the quality of life for local people. However, there are also serious concerns that it can have negative impacts on the quality of life in the form of crowding, traffic and parking problems, increased crime, increased land prices in surrounding areas, increased cost of living, conflict between tourists and residents and alteration of hosts' lifestyles. Thus, there is a need to define within the

context of an urban community what should be done to enhance both the economic and social impacts resulting from waterfront development.

#### **2.2.10. Environmental impacts of waterfront development**

As in other developments, waterfront development causes physical changes to the environment. In addition to the benefits and good opportunities created on the waterfront, development unfortunately has contributed to unavoidable physical and environmental changes through the creation of new land. It is an ongoing process which can create remarkable changes.

Wrenn (1983) listed several case studies of waterfront development. In Boston, conflicts occurred over the location of waterfront facilities where new lands were created by filling in the harbour. Toronto's shoreline was changed in order to create land for new uses and the expansion of existing uses. The Toronto waterfront has successfully used landfill operations to extend the shoreline further into the harbour. Perhaps one major drawback of the waterfront developments is that the environmental and physical changes reflect the uncertainty and conflicting practices associated with the complexity of development goals. McGovern (2008) suggested that many cities view their waterfronts as an engine for economic growth, as a vehicle for generating jobs and tax revenues, and as a means of stimulating private reinvestment in surrounding areas. However, efforts should be made to combine and balance the economic benefits and the environmental risks that stem from the planning through to the implementation processes.

#### **2.2.11. Waterfront development in developed countries**

The history of waterfront development in developed countries is well documented in the academic literature. The USA has had successful waterfront development with its Local Waterfront Revitalization Programs (LWRP) due to strong capital support from

the government. NOAA (National Oceanic and Atmospheric Administration) also provides states with grants to enhance their waterfronts with the following objectives:

- 1) to preserve or restore specific areas of the state because of their conservation, recreational, ecological, or aesthetic values, or because they contain one or more resources of national significance;
- 2) to redevelop deteriorating or underutilized urban waterfronts or ports;
- 3) to provide public access to public beaches, coastal waters and areas of recreational, historical, aesthetic, ecological or cultural significance; and
- 4) to develop a coordinated process for regulating permits for aquaculture facilities.

It is obvious that waterfront regeneration is widespread world-wide. The great majority of waterfront developments in large cities of developed countries can only be made with considerable financial support, huge investments, strong government support and adequate technical skills with a high level of environmental awareness. It is believed that these circumstances are less likely to occur in the cities of less developed countries. Therefore, a different approach should be made to meet the needs of different waterfront development programs in various countries.

The following are three examples of major waterfront cities in the developed world where massive waterfront improvement projects have taken place.

**Baltimore:** Baltimore is the capital city of Maryland and a major US east coast port. Waterfront development became a priority to increase public access around the waterfront as well as to restore the city economy. The main focus in redevelopment was on commercial purposes. In order to attract visitors and enhance the local image and perceptions of the inner city area, an aggressive program of activities and free entertainment was presented (Craig-Smith, 1995). The waterfront development of Baltimore not only attracted tourists and visitors but also strengthened Baltimoreans'

attitude to their home city from one of negative impressions about the downtown area to one of local pride. According to Breen and Rigby (1996), Baltimore's waterfront transformation is a unique story of business and political leadership coming together at a particular time in history so that the waterfront has a successful combination of features serving residents, a downtown business community and a major tourist population. The successful story of Baltimore's waterfront transformation was further enhanced through supporting facilities such as a convention centre, aquarium, hotel, office towers, festival marketplaces, science museum, park, restaurants, ferries, tour boats, condominiums, public art installations and a biotechnology research centre.

**Liverpool:** Liverpool was the largest port in the world in the 1890s and was home to ten percent of the world's ships (Breen and Rigby, 1996). Economic and social problems have been associated with industrial decline in many of the older cities in the UK. Liverpool, the principal port in the northwest of England, was one such city to experience the problems. It has a long maritime history and its name derives from *lither*, meaning lower pool, because the first settlement was located by a pool enclosed by estuary sand banks (Craig-Smith, 1995). In November 1980, the central government of the UK announced plans to establish a development corporation independent of the city council called the Merseyside Development Corporation (MDC). The MDC had sufficient powers and resources to address the problems and realize the area's opportunities. Liverpool was the largest of three areas of waterfront which were initially placed under the control of the MDC. The area comprises three sub-areas: 1) Liverpool waterfront immediately adjacent to the central business district; 2) Brunswick to the south of the waterfront section and; 3) Riverside to the south of the Brunswick section. Tourism and recreation projects have been concentrated into two of the three sub-areas. For Riverside, an International Garden

Festival was launched in 1984; and for Liverpool waterfront, a major complex of retail, educational and an entertainment activity was planned.

**Montreal:** In the 19<sup>th</sup> century, Montreal's waterfront, as in other port cities, served as the primary interface between the city and the markets of the world. The largely undeveloped waterfront of Montreal as of 1830 was repeatedly adapted and transformed into a modern port district by 1914 (Gilliland, 2004). Global innovations in transport and cargo-handling technology are recognized as the precondition for the contemporary re-dimensioning of the Montreal waterfront, and these changes were adopted in response to commercial challenges to remove barriers to circulation and to reduce the turnover time and capital requirements. Gilliland (2004: 450) argued that “for cities to survive and grow, they must again and again accelerate circulation and expand the capacity of the urban vascular system; in particular, they must periodically redimension the entire waterfront time-space.” All the technological changes were developed by investors, ship owners, factory owners, land owners and railway owners caught up in their own competitive situations, each one continually striving to enhance circulation to expand their market, lower costs and increase profits. The ‘old port’ of Montreal has been re-created as a post-modern landscape of leisure (Breen and Rigby, 1996; Gordon, 2000).

With respect to the characteristics of waterfront development in large cities, waterfront developments have some common goals and challenges. The mixed-use approach for promoting the unique characteristics of each city and its community is one of the most powerful tools for maintaining and enhancing waterfront areas. Referring to the previous three case studies, several characteristics concerning waterfront development in the developed countries can be drawn:

- a. Underlying reasons for the waterfront regeneration involve a variety of economic, social, environmental and preservation issues.
- b. In all case studies, major large-scale waterfront development was perceived as the practical solution to serious local problems.
- c. Waterfront redevelopment is a manifestation of the flexibility of cities and their ability to adapt to changing circumstances, to adjust to new technological impacts, to capture opportunities and to enhance new city images, as well as to create new neighborhoods for residents.
- d. Though urban waterfront projects do not always succeed and have many challenges, successful waterfront developments cause a dramatic and visible impact that can strengthen the city's economy and improve its collective self-image.
- e. The investments needed for large-scale waterfront development in the developed countries were beyond the resources of the city council alone and depended highly on state and federal funding and the private sector.
- f. An organization was needed outside of local government constraints to kick-start the process, although close cooperation has often been achieved between the business community and the city council following a difficult start.
- g. Although recreation and tourism were not the main reasons for redevelopment, they are often assumed to be of greater importance as the project has evolved. For example, Baltimore is known world-wide as a successful industrial port that also attracts tourists.
- h. By attracting tourism to the waterfront area, the local people have begun to recognize that their city has something to offer and their self-esteem and pride in the city has improved. However, tourism is not considered to be the only genuine

use of waterfronts but it can be used as one of the tools of economic regeneration.

It has contributed to the successful preservation of historic dock buildings in large coastal cities of the developed world.

- i. While business action groups and development agencies outside the control of local government may be able to get the job done, there is an associated problem of accountability. The knowledge and preferences of local resident populations may be ignored or undermined. However, in all three case studies, there have been no crucial points of local citizen criticism of the waterfront developments.

### **2.2.12. Waterfront development in mid-sized cities**

The ways of measuring the size of a city have been discussed in the literature. Hall (2004: 36) classified a global urban hierarchy based on population size:

- a. Global cities; typically with 5 million people within their administrative boundaries and up to 20 million within their hinterlands, but effectively serving very large global territories.
- b. Sub-global cities; typically with 1-5 million people and up to perhaps 10 million in their hinterlands, performing global service functions for certain specialized services (banking, fashion, culture, media).
- c. Regional cities; with populations of 250,000 to 1 million.
- d. Provincial cities; with populations of 100,000 to 250,000.

Other academic literature suggests that a mid-size city is a city or region with a population between 100,000 and 500,000 (Filion *et al.*, 2004; Filion and Gad, 2006; Seasons, 2003). The Rochester Conversation on Mid-size Cities (2002) identified a mid-size city as any city with a population of between 100,000 and 300,000 persons.

The following are examples of waterfront developments in mid-size cities documented by Breen and Rigby (1996) and Di Domenico and Di Domenico (2007).



**Halifax, Nova Scotia:** Halifax is located on Canada's east coast. As the capital city of Nova Scotia, Halifax is the centre of economic growth in the area. It has a population of over 370,000 with an annual population increase of 1 percent (Public Halifax Profile, 2007). The waterfront has become the centre for recreational activities and economic revitalization of the city. The federal and the provincial government initiated a program in the early 1970s to speed up the city redevelopment and took over waterfront land. Because of discontinuities in the program, the provincial government created a program called Waterfront Development Corporation Limited (WDCL) in 1976 with the purpose of putting back waterfront functions in the area. The new initiative gave wider investment opportunities and greater accessibility to private investors. The WDCL proposed several planning tools for the waterfront related to a number of issues such as management, development, marketing and promotional activities to draw public attention to the waterfront (Public Halifax Profile, 2007; Waterfront Development Corporation; Halifax Business Directory and Community Information (<http://www.greaterhalifax.com/en/home/halifaxprofile/default.aspx> and [www.cmhc-schl.gc.ca/en/inpr/su/sucopl/unload/Waterfront-Development-Corporation-Halifax-N-S.pdf](http://www.cmhc-schl.gc.ca/en/inpr/su/sucopl/unload/Waterfront-Development-Corporation-Halifax-N-S.pdf), accessed Dec. 17. 2008). A collection of classic wood and stone sheds and warehouses on the central Halifax waterfront in Halifax harbour have been restored. This historic mixed-use waterfront covers 4 acres. The Halifax urban renewal program has restored the area and has made it into a top tourist attraction (Breen and Rigby, 1996: 190).

**Dundee, Scotland:** The 2006 record estimates that the population of Dundee City is around 141,930. Dundee Central Waterfront Master Plan 2001-2031 identified a Central Waterfront area with a new image and transportation system

([http://dundeelibdems.org.uk/news/000451/dundee\\_libdem\\_finance\\_convener\\_council\\_tax\\_pledge.html](http://dundeelibdems.org.uk/news/000451/dundee_libdem_finance_convener_council_tax_pledge.html), accessed Dec. 17. 2008). Urban redevelopment has increased interest in creating a new stage of waterfront development which was further expanded to the east along the riverside to the 'Discovery Point Heritage Centre'. It uses the symbol of Captain Scott's ship 'The Discovery'. It became the main marine visitors' centre and was used to brand the city as the 'City of Discovery'. The city's facilities, attractions, services and images have been improved to increase the city's potential as a tourist destination. Regarding these developments, Dundee City has increased opportunities to establish itself as a world-class tourist destination but also as a centre for research and academic development. Dundee, as a modern city, now has high capacity to cater for both business and residential activities (Di Domenico and Di Domenico, 2007).

Characteristics of waterfront development in the mid-sized cities are reviewed for this study. Most academic research on waterfront development is about waterfront developments in large coastal cities and little research addresses mid-size cities, especially in the Less Developed Countries (LDCs). Waterfront development is indeed being extended to mid-sized cities in developed countries due to the benefits that it offers to the local economy and community. Given the examples that have been previously reviewed, waterfront development in mid-sized cities has specific characteristics:

- a. Minor external intervention because most such developments are initiated by the local community and local volunteer experts.
- b. A relatively small development program to meet local needs and desires, tending to be locally designed by community members.

- c. Lesser scale and complexity: a small or mid-sized city may have a single abandoned industrial site that dominates its waterfront, while a large city could have several waterfront districts, each with its own problems of deterioration or under-utilization and unique opportunities for redevelopment.
- d. Funding support: waterfront development in mid-sized cities might involve a major redevelopment project on the waterfront without any outside assistance or funding.
- e. Technical assistance: knowledge about and the skills needed to achieve waterfront revitalization are often available in larger cities' planning, community development, and public works departments, but smaller or mid-sized cities will have to contract with urban design and planning consultants and waterfront development experts for such knowledge and skills.
- f. CZM approach: revitalizing waterfronts in smaller and mid-sized cities may be part of a broader program of urban renewal or downtown revitalization that most likely will be proceed without detailed CZM reviews and assessment.
- g. Coordination and partnerships: waterfronts in the mid-sized cities are developed for urban renewal without detailed coordination and partnerships as well as assigned roles and responsibilities of stakeholders being involved.

### **2.2.13. Similarities and differences of waterfront development in developed and developing countries**

While there is a considerable amount of academic literature on waterfront development in larger cities in developed countries, there are few references that present research on waterfront development in developing countries. In fact, some port cities in developing areas have begun to develop new attitudes to the conservation of their urban heritage and, notably, to obtain funding specifically for

waterfront development e.g. Havana (Cuba), Santos (Brazil), Bombay (India), Dalian (China) and Singapore (Hoyle, 2002). A detailed description and critical analysis of urban tourism in Asia, Africa and South America is missing and requires attention to provide a complete picture of urban tourism. There is a lack of urban tourism research in such places and this has resulted from lack of innovation in general tourism texts in the last 15 years (Buhalis, 2001). Accordingly, limited tourism planning literature includes waterfront development as a part of urban tourism. Regardless of the potentials that the waterfronts have, very few authors have examined and discussed such development in the LDCs.

#### **2.2.13.1. Similarities**

There are several common characteristics of waterfront development in developed and developing countries that will now be illustrated.

**Goals and purposes:** A growing number of people recognize that vibrant waterfronts can bring new life and a new image to their communities both in developed and developing countries. Waterfront development has multiple objectives: creating new economic activity, redeveloping historic areas, improving waterfront recreation, and restoring and protecting natural resources. Chang *et al.* (2004) described reasons why Singapore waterfront developments were undertaken: for attracting tourists and positioning the city as a global hub, while providing leisure sites for locals. They examined important multiple functions of waterfront development as sites where global and local interests intersect: (1) business aspects (ownership of businesses and entrepreneurship); (2) users (public participation and sponsorship); and (3) identity (place themes). They argued that it is crucial to understand the interplay of global and local forces, at times conflicting and at other time negotiating with and even accommodating one another, in waterfront development.

A major issue for downtown waterfront plans is the competition among possible uses that are often incompatible, such as industry, fishing, commerce, housing, recreation, open space and tourism. There are different opinions concerning the use of waterfront development as a tool to sustain the environment (Robertson 1995).

Accordingly, waterfront developments are widely addressed in the urban development literature, for they possess unique potential to provide diverse opportunities for economic development, public enjoyment and city identity.

**Environmental impacts:** As in all forms of development, waterfront development typically causes physical changes both in developed and developing countries. This is especially the case where new land is created. Unfortunately, this has often been done in the absence of adequate consideration of currents and sedimentation patterns and it can cause changes well beyond the confines of the development site. It appears that environmental and physical changes reflect the uncertainty and conflicting practices associated with the complexity of development goals. McGovern (2008) indicated that many city managers have viewed their waterfronts as an opportunity to stimulate economic growth, as a vehicle for generating jobs and tax revenue, and as a means of stimulating private reinvestment in surrounding areas. In such cases, efforts should be made to combine and balance the economic benefits and the environmental risks and this requires vigilance throughout the planning and implementation processes.

**Economic and social impacts:** In spite of some negative impacts, the literature indicates that successful waterfront developments have increased the incentives for development. Many waterfront projects have a mix of recreational, residential and commercial uses that clearly demonstrate the tremendous development potential of urban waterfronts. Probably the most significant social advantage of waterfront development is that it creates a centre for business and leisure activities that will strengthen the local community and economy.

Waterfront development in Dundee is aimed not only to provide a new image of the city to the outside world but also to give it a new identity and its citizens more pride, confidence and hope for the future (Di Domenico and Di Domenico, 2007).

Waterfront development has been widely perceived as an economic activity that may improve the quality of life through employment opportunities, economic diversity, tax revenues, business opportunities for festivals, restaurants, natural and cultural attractions and outdoor recreation. However, it could also have negative impacts on the quality of life in the form of over-crowding, traffic density, increased crime and other social issues which can influence the local community. Awareness and actions are required to maximize the economic as well as the social impacts of waterfront development on the urban community. This argument remains open for debate as all stakeholders need to work within the community to identify a socially acceptable development form that is economically viable, aesthetically pleasing and ecologically sound.

#### **2.2.13.2. Differences**

Differences between waterfront development in the developed and developing countries can be identified as follows:

**Tools and process:** Environmental assessment and reviews become the starting point for waterfront development in developed countries. Given the importance of these, the Coastal Zone Management (CZM) program reviews:

“1) what is the significance of the state CZM program’s role in waterfront revitalization?; 2) did CZM involvement accelerate revitalization?; and 3) did CZM expand the number of coastal communities choosing to undertake revitalization?” (Goodwin, 1999: 244).

In US, over 300 urban waterfront districts nationwide have benefited from the 25 state and territorial Coastal Management Programs (CMPs) for which there are substantial

environmental reviews and assessments. The most active states are in the Great Lakes, Pacific Coast and North Atlantic regions (Goodwin, 1999).

Additionally, ICZM is difficult to implement in the developing world because it requires human resources as well as institutional capacity to manage both land and seashore waters in an integrated and comprehensive manner. Astonishingly, in most developing countries, waterfront developments that are part of urban tourism planning may be implemented and expanded without a proper Environmental Assessment (EA) as well as without detailed and comprehensive planning with input from all stakeholders. Additionally, if an Environmental Impact Assessment (EIA) exists, it is likely to be neglected in order to speed up the development process to acquire rapid economic and social benefits. This is very common for any development in developing countries. A previous study identified that:

“The most important is not whether EIA is present in a particular country, but rather, whether it is structured and positioned well enough within the overall development planning framework to reduce negative impacts of development. Often EIA is formally required under a developing country’s legislation yet is marginalized, of poor quality, elitist or technocratic, initiated too late, manipulated by vested interests, or largely ignored in the development planning decision-making structure” (Doberstein, 2003: 25).

The implementation of EIA and its results, as one of the techniques used in ICZM including waterfront development, is not an easy task. Local waterfront revitalization plans should guide community and coastal development planners in an integrated fashion across development agencies. Coordination should include inter-governmental and private-public sector cooperation and involve other interested parties to establish planning and land use controls within the coastal zone as well as within the boundaries of coastal communities.

**Partnerships:** Partnership in tourism development is specifically reported by Long (1997: 239) as the collaborative efforts of autonomous stakeholders from

organizations in two or more sectors with interests in tourism development who engage in an interactive process using shared rules, norms and structures at an agreed organizational level and over a defined geographical area to act or decide on issues related to tourism development. A multi-stakeholder partnership would, ideally, ensure that environmental, social, cultural and economic aspects are incorporated into an overall strategy for development (Graci, 2007). Such partnerships have been used to address the constraints to sustainable development that have resulted from rapid economic development.

Unlike the waterfront revitalization in the LDCs, developed countries have many partnerships and support from various organizations and agencies that get involved in the waterfront projects. Goodwin indicated that:

“On June 1, 1978 more than a dozen federal agencies in US that signed a memorandum of understanding (MOU) promising to promote urban waterfront revitalization efforts included National Oceanic and Atmospheric Administration’s (NOAA’s), Office of Coastal Zone Management (OCZM), Environmental Protection Agency (EPA), National Endowment for the Arts (NEA), National Trust for Historic Preservation (NTFHP), U.S. Army Corps of Engineers (USACOE), Department of Transportation (DOT), Heritage Conservation and Recreation Service (HCRS), National Park Service (NPS), Economic Development Agency (EDA), Maritime Administration (MARAD), and the Office of Federal Insurance and Hazard Mitigation (OFIHM)” (Goodwin, 1999: 242).

Such an approach does not exist in less developed countries due to the low level of awareness of both the public and private organizations and agencies of the need to invest in the waterfront development projects. In addition, waterfront development is a high cost program that needs a huge investment and is unaffordable by most developing countries.

While collaboration and partnership approaches have been well developed for many years, less research attention has been given to reasons for collaboration and partnership and their consequences. Given an increased awareness of the importance



of involving stakeholders in community development projects, there is still confusion concerning how to implement such processes. In addition, very few authors have explored the implementation of MSA in waterfront developments in LDCs. There are challenges in the application of multi-stakeholder partnerships in many LDCs due to limitations of human and capital resources as well as lack of experience and an uneven distribution of power. Enhancement of the capacity of local people, as the most important stakeholders, is required to equip them to participate actively throughout the entire process.

**Government support:** Government support for urban development, including waterfront revitalization, in developed countries is usually much greater than that in developing countries. Funding support and technical assistance to local government in US are provided for those who engage in partnerships with individual communities and other agencies. Waterfront development in developing countries is an incremental, long-term process, used in the comprehensive sense to include economic, socio-cultural and environmental issues. Government funds in developing countries are limited and waterfront development becomes left behind in terms of national priorities. In addition, lack of coordination between public and private sectors hinders and weakens opportunities to obtain funding from government.

**Financial resources:** Financial support through CZM programs can be used to designate specific deteriorated waterfronts as targets for state funding and technical assistance. To provide some initial funds, the initiative to act on such designations must arise within the cities themselves. A city undertaking revitalization will seek financial and technical assistance for planning and constructing waterfront improvements not only from CZM sources, but wherever it might find them, such as

federal block grants, state or regional community development agency loans and distressed fishing community assistance programs.

Most likely, financial supports are provided due to the application of ICZM to waterfront development in developed countries. Goodwin (1999) stated that in the US, the Office of Ocean and Coastal Resources Management (OCRM) provided funding to states for waterfront revitalization planning, design, engineering, land acquisition and certain low-cost construction. The projects include paths, walkways, fences, parks, and the rehabilitation of historic buildings and structures, as well as the rehabilitation or acquisition of piers to provide increased public use, including compatible commercial activity, and installation or rehabilitation of bulkheads for the purpose of public safety or increasing public access and use (Section 306A.(c)(2)). Many waterfront projects have been supported by CZM awards to local governments undertaking waterfront revitalization plans and projects.

Most waterfront developments in LDCs are not based on EIA as an essential tool for a CZM program. For this reason, less developed countries are unlikely to have financial support from international development agencies or other donors.

**Community involvement in decision making:** The level of community involvement in the decision making for waterfront development projects will vary from developed countries to developing countries. It is important to address the capability of different community members or groups to participate in decision making as well as their interest in participating in the entire process from planning to implementation. While the concept of citizen participation in decision making is believed to be applicable to most planning and development issues in developed countries, such an approach is unlikely to be applied widely in the LDCs due to lack of understanding, capacity and interest.

Community participation in the decision-making process is necessary in the context of planning and development policies. Many observe the involvement of citizens in this process as an indication of equality in a democratic system. Others distinguish community participation as an excellent strategy for successfully enrolling high support for community development projects. Decision analysis, as the conceptual basis for implementing social learning in the public sector, involves small groups of stakeholders who offer recommendations on public policy choices. This approach proposes a series of steps needed to implement problem solving, decision making, or planning in any context. Multi-party deliberative processes have become a popular way to increase public participation in public policy choices (McDanniel and Gregory, 2004; Gregory *et al.*, 2005). However, community members often feel unsure about how fully they have been consulted and what influence their input has had.

#### **2.2.14. The waterfront as a part of urban tourism planning**

Buhalis (2001) commented critically that no books that he has reviewed deal satisfactorily with tourism outside of the western economic realm. A detailed description and critical analysis of urban tourism in Asia, Africa and South America is missing and requires attention to provide a complete picture of urban tourism. He claimed that this is as a result of the lack of urban tourism research in such places. It has resulted in lack of innovation in general tourism texts in the last 15 years. Also, only a few authors of tourism texts have taken cities as the focal points of their work.

Few authors have examined and discussed waterfront development as an important part of urban tourism planning. In fact, waterfronts in urban centres have great potential to: (1) attract local residents as well as tourists for repeat visits; (2) extend the re-use of heritage buildings; (3) affect the proximity of the central business

district on the success of redeveloped areas; (4) link new sites with existing urban transportation systems; (5) include local residents in the benefit sharing of the success of improvement to their areas through employment, better settlements and quality of life (Craig-Smith and Fagence, 1995).

More and more people are being drawn to live on the coast due to quality of life considerations. However, increased productivity stimulated by sea trade requires that the economic activity of coastal cities is overwhelmingly concentrated within a short drive of the ocean. Harbours can make a large contribution to productivity. In one of the greatest human migrations of modern times, people are flocking to giant urban agglomerations along shorelines in both developed and less-developed countries. Tibbetts (2002) stated that in 1950, New York City was the planet's only 'megacity', defined as a city with more than 10 million people. Now there are 17 megacities around the globe and 14 are located in coastal areas. Eleven of today's megacities are located in Asia and the fastest-growing ones are located in the tropics.

McBee (1992) defined three types of waterfront uses to help planners determine a city's priorities: (1) water-dependent uses are those totally dependent upon the waterfront, such as marinas, ferry terminals and shipbuilding; (2) water-related uses are those that are enhanced by a waterfront location but which could also prosper elsewhere, such as resorts, aquariums, restaurants and seafood processing plants; and (3) water-enhanced uses are those, such as hotels and condominiums, that exist in many settings but can attract more patronage with waterfront amenities. Such a classification of uses may be helpful in assigning priorities in allocating land for particular uses for some uses have more locational flexibility than others.

Fuller (1995: 51) documented lessons that can be learned from the results of Alexandria's (US) waterfront revitalization efforts, particularly with respect to the

underlying planning principles that were used to structure the redevelopment process, taking into account both economic and environmental aspects of development. These principles included: (1) waterfront redevelopment must be based on realistic economic potentials; (2) protecting the waterfront's historic values and enhancing the waterfront experience for local residents and visitors is important for successful redevelopment; (3) water-related commercial activities can play an important role in preserving and increasing waterfront vitality; and (4) there is a need to achieve a balanced use of scarce land resources along the waterfront for both public and private purposes.

One of the planning strategies underlying waterfront plan is that rather than create linear continuity along the waterfront, land use continuity is achieved by linking waterfront development with adjacent inland uses (Fuller, in Craig, 1995: 47). Therefore, successful waterfront development, as a part of tourism planning, must take into account more than the waterfront itself and should occur within the context of regional planning. The aim should be to bring together stakeholders (private sector, local authorities, NGOs, community members and government) to work collaboratively to encourage good practices and put in place development procedures within a system to minimize negative impacts of development and improve environmental management practices. It is also recommended to protect key areas, generate positive contributions to conservation efforts from tourism activities and support the well-being of local people.

#### **2.2.15. Roles of tourism in waterfront development**

Tourism is described as an inherently spatial concept with various overlapping dimensions (such as economic, environmental and social) and, as such, it is best viewed from a broad perspective (Wall, 2003). Waterfront revitalization

conventionally offers the opportunities for commercial retailing, heritage appreciation and leisure activity. Accordingly, various types of customer groups will mix and share their capacity to enhance the competitive advantage created in the waterfront. As quoted earlier, although tourism in developed countries is not typically the main reason for waterfront development, it is assumed to achieve greater importance as projects evolve.

#### **2.2.15.1. Strengthening leisure and recreational activities**

In the modern era of increased leisure and recreational activities and increased environmental and heritage concerns, many of the world's major waterside cities have been redeveloped for leisure and recreation. There are many common issues in the development and redevelopment of waterfronts. Tourism and recreation are likely to be important components of waterfront development and redevelopments. In the most usual case, leisure-related opportunities not available elsewhere are created in waterfront areas (Fagence, 1995: 143). Tourism and recreation at the waterfront include social and open spaces, playgrounds, environmental art and galleries, marine museums and musical performance venues. Perhaps one of the major attributes of waterfront development and redevelopment in coastal cities is that they are very significant in leisure business activities.

There are two conditions which show the complexity of the relationship between urban features and tourism functions in creating urban tourism. First, the intrinsic characteristic of cities as a settlement type shapes tourism or leisure activities where urban tourism emerges. Second, the tourism and leisure functions also shape important aspects of cities. Accordingly, cities are places where various major facilities are located, such as transport, hotel and event facilities (Ashworth, 1992). Waterfront settings provide users with a place to enjoy, often in proximity to the

urban core, and commonly at small or no cost. However, it is important to consider whether an increased demand for the waterfront to provide tourism and recreational opportunities will also increase the range of environmental benefits and enhance the well-being of the local community.

#### **2.2.15.2. Enhancing the city's image**

Tourism may be used in waterfront development to enhance the city's image. The city is an area of unique characteristics and a district of many attractions for community life. Public agencies and the private sector with an interest in waterfront development are concerned about city image. A positive image of a city arises from all that the core has to offer and negative images arise from that which the core lacks or cannot provide (Bryfogle, 1975). Attempts to transform a city from a single based economy to a more diversified one involve more than simply diversifying its economic structure, but also changing the city's industrial image and replacing it with a new vibrant one. Di Domenico and Di Domenico (2007: 327) revealed that the Dundee Project in Scotland was aimed at establishing the city as a 'City of Discovery' in order to change its image for the better, to transform its economy from a manufacturing base to a more modern one and to put the city on the tourism map. The waterfront development is intended to make the city a pleasant place to visit and stay that is attractive to both tourists and local residents. Private and public sectors and others involved are challenged to incorporate tourism in an effort to globalize and internationalize cities as tourist destinations and to promote a distinctive image.

#### **2.2.15.3. Including waterfront development in urban tourism planning**

Tourism is viewed as a means to manage the changes of city functions and then is expanded to become a principal sector in the city economy. The need to consider residents as well as visitors in tourism planning for sustainable development requires

that tourism be considered in a broad context for it competes with other sectors for the use of scarce resources (Wall, 2003). Community participation is one of the most essential components in planning and development of a city as a tourist destination to ensure that benefits are provided to local people, thus contributing to sustainable tourism development.

The complexity of urban tourism can be addressed through three elements that involve: (1) the tourist, (2) the tourism industry and (3) the city. These elements are interact, producing a complex ecological system where each of them is unique but strongly related (Fainstein and Judd, 1999). Thus, the relationship is viewed as involving: (1) the needs, tastes and desires of tourists, which (2) require cities to transform the environment for tourists to inhabit and, therefore, (3) requires the constant transformation of urban landscapes because the tourism industry has become a significant feature in the political economy of cities.

As suggested by Inskip (1991), tourism planning should reflect the importance of tourism's social and environmental as well as economic dimensions. Demand and supply sides of tourism must also be balanced while maintaining environmental quality. Therefore, an integrated approach to tourism planning and destination management is required and this may involve consensus building through participation. Waterfront development in urban tourism planning gives opportunities to participants to consider many elements. Examples include shoreline protection, adequacy of recreational resources, habitat preservation, health of the economy, housing adequacy and affordability, entrance monuments, street beautification, design of structures, the quality of air and water, opportunity to work and shop, transport congestion, accessibility and noise levels. It is important that economic and environmental impacts are balanced through tourism planning which should not only



focus on tourism as a commercial activity but also respect the environment that could be modified as a result of development.

Therefore, successful waterfront development, as a part of urban tourism planning, must take into account more than the waterfront itself and should occur within the context of regional planning. The aim should be to bring together stakeholders (private sector, local authorities, NGOs, community members and government) to work collaboratively to encourage good practices and put in place development procedures within a system to minimize negative impacts of development and improve environmental management practices. It is also recommended to protect key areas, generate positive contributions to conservation efforts from tourism activities and support the well-being of local people.

#### **2.2.15.4. Promoting sustainable development**

Sustainability and sustainable development have been made popular by the Brundtland report. It defined sustainable development as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs” (World Commission on Environment and Development (WCED), 1987: 24). Economic issues include tax revenue, increased jobs, additional income, tax burdens, inflation, and local government debt and environmental issues include protection of parks and wildlife, crowding, air, water and noise pollution, wildlife destruction, vandalism, and litter (Andereck *et al.*, 2005). In recognition of this, Moughtin (1996) proposed four principles of sustainable development: 1) a future orientation; 2) attention to environmental matters; 3) equity and participation within the context of planning and; 4) development where a balance should be achieved between economic growth and environmental quality.

Lack of land for commercial purposes around waterfronts has stimulated the creation of new land. In this regard, the development of risk-minimizing strategies is required to balance local, regional and global concerns. Approaching sustainable tourism through critical and normative judgments entails considerable knowledge and comprehension (Bramwell, 2007; Kunzmann, 2008). Due to its complexity and imprecision, sustainable tourism needs to be perceived as an on-going process rather than as an end state that can be achieved in particular locations and at a specific time. Consequently, tourism and waterfront development within the city should be looking to add value for environments, communities, entrepreneurs and tourists to strengthen sustainability.

#### **2.2.15.5. Accelerating potentials for a competitive tourist destination**

Waterfront development offers multiple opportunities for increasing marketing strategies of the city as a tourist destination. There are five major factors that characterize cities as tourism destinations: (1) high populations, which attract high numbers of tourists who are visiting friends and relatives; (2) major travel nodes that serve as gateways or transfer points to other destinations; (3) focal points for commerce, industry and finance; (4) concentrations of services such as education, government/administration, health and others; and (5) places that offer a wide variety of cultural, artistic and recreational experiences (Blank, 1994). Globalization, information technologies and internationalization of tourist destinations are having significant impacts on spatial development as a part of regional development, including on town and cities (Kunzman, 2008). Increase competitiveness by using waterfront potentials is increasingly being explored world-wide. Consequently, waterfront cities as tourist destinations need to differentiate their products and develop partnerships between the public and private sectors locally in order to

increase coordination that will improve the efficiency and the effectiveness of existing tourism development and marketing efforts while providing an opportunity to establish a stronger and more unified identity. Since tourism play roles in waterfront development, the communities and other related stakeholders should assist in maintaining attractiveness to both tourist and local visitors.

#### **2.2.15.6. Enhancing tourism product diversification on the waterfront**

Tourism introduces new uses, such as marine sport tourism, to the waterfront. Marine sport tourism is one of the fastest emerging sectors of tourism develop (Oram, 1999). Marine sport tourism refers to marine and coastal-based sports presented as tourist attractions around the waterfront. Such attractions can occur in a diversity of settings which: 1) enhance the knowledge and understanding of how marine sports are related to the sports industry and its management as well as of the variety of marine sports that can occur at the waterfront; 2) develop an understanding of the opportunities and demands for both marine sports and the need for waterfront development; 3) provide communities with an awareness of the diversity of marine sports as a leisure activity and; 4) introduce a wide range of marine sports tourism development within a waterfront context and also diversify tourism development.

Marine sports on the waterfronts can be commercial activities and have become widely popular as tourist attraction. They depend on certain types of coastal environment or conditions and they include surfing, windsurfing, fishing, scuba diving, snorkeling, water-skiing and sailing. Each of these activities has millions of regular participants globally. Tourism communities increasingly realize the value of marine sports attached to the waterfront and marine sport events continue to grow in size and number.

A number of benefits can be realized by communities of all sizes that have developed a strategic marine sports tourism plan, such as: 1) economic development for the city with increased benefits to the host community and to the city in general; 2) marine sports system development by hosting events that are strategically planned, leading to increased capacity within the city's marine sport system; and 3) social and community development with trained volunteers increases community pride and the opportunity to enrich facility infrastructure. The community needs to be well-equipped with a high standard of knowledge, skills and a supportive attitude to be employed in marine sport tourism opportunities.

As marine sport tourism activities increase, a greater demand from tourists for better access to the coast results in greater pressure on authorities to increase facilities to accommodate greater numbers. This, in turn, can lead to degradation of existing habitats. Hence, the city government and the community should be well aware that the continuing popularity of marine sport tourism in waterfront areas depends on preserving the coastal environment.

#### **2.2.15.7. Stimulating the local business around the waterfront**

Tourism generates employment and income for residents of destination areas and is often perceived as a means of heritage and environmental preservation and as a stimulus for the creation of infrastructure, inter-cultural communication and even political stability (Andriotis, 2005; Ioannides, 1995; Squire, 1996). Tourism can stimulate local business around the waterfront, promoting economic development and employment in the city, including MICE (Meetings, Incentives, Conferences and Exhibitions), shopping centres, malls, housing, restaurants, resorts, and taxi and parking services. These will have consequences for increased employment and improved quality of life. Commercial, residential and recreational components in the

waterfront may be perceived as icons for urban communities and the trademarks of urban character. The profitability of businesses around the waterfront can be increased, strengthening both the local community and the economy. Tourism business operators should provide customers with a high standard of service performance, including a commitment to change and continued improvement, retaining a highly skilled workforce, having a team-based management structure, adopting innovative technologies and focusing on customer needs.

#### **2.2.15.8. Increasing the integration between land and water areas**

Pressures on coastal areas arising from tourism are multi-faceted and often interrelated. Social and economic benefits are counterbalanced by congestion impacts and costs and land use competition which threaten to degrade habitats (Harrison and Price, 1996). Coastal cities have rapidly changed and developed as tourist attractions. Therefore, land use planners, coastal planners and urban tourism planners have become concerned with environmental and economic issues during the planning process.

Tourism concerns in coastal areas should be addressed through an ecological approach to deal with environmental problems in terms of human-environment relationships. Consequently, all parties involved in the development program should be highly concerned with the adoption of sustainable development principles to meet the needs of the present generation without compromising the needs of future generations (WCED, 1987: 24). To plan effectively for development in coastal locations while lessening its negative impacts, tourism planners need to understand the multiple sectors that exist in cities and their relationship to both land and water and how these have been changing over time and space. They should managing coastal land carefully to turn it into economically prosperous and aesthetically

pleasant environments. Tourism's role in the use of land and water in coastal areas is a challenge to the sustainability of urban environments.

### 2.3. STAKEHOLDERS

**Table 2.3: Approaches to who is a stakeholder**

Source	Who is a stakeholder	Areas of Research
Freeman (1984, p.46)	Any group or individual who can affect or is affected by the achievement of the organization's objectives	Business Management
Bowie (1988, p.112, n.2)	without whose support the organization would cease to exist'' (cited in Mitchell <i>et al.</i> , 1997)	Business Management
Clarkson (1995, p.106)	persons or groups that have, or claim, ownership, rights, or interests in a corporation and its activities, past, present, or future	Business Management
ODA (1995)	persons, groups or institutions with interests in a project or program	Development
Grimble and Wellard (1997, p.175)	any group of people, organized or unorganized, who share a common interest or stake in a particular issue or system	Natural Resource Management
Gass <i>et al.</i> (1997, p.122)	any individual, group and institution who would potentially be affected, whether positively or negatively, by a specified event, process or change.	Natural Resource Management
Varvasovszky and Brugha (2000, p.341)	actors who have an interest in the issue under consideration, who are affected by the issue, or who—because of their position—have or could have an active or passive influence on the decision-making and implementation process.''	Health policy
Mitchell (2002, p.189)	a person or group directly affected by or with an interest in a decision, or with legal responsibility and authority relative to a decision.	Natural Resource Management
Buanes <i>et al.</i> (2004, p.211)	any group or individual who may directly or indirectly affect or be affected, planning to be at least potential stakeholders	Natural Resource Management

Source: Modified from Billgren and Holmen, 2008:553

A considerable amount of academic literature classifies stakeholder characteristics.

This topic is discussed in the fields of management studies and business

administration and it is also now widely addressed in political science, development

studies and environmental studies (Overseas Development Administration-ODA, 1995; Grimble and Wellard, 1997; Brugha and Varvasovszky, 2000; Mitchell, 2002; Buanes *et al.*, 2004; de Groot *et al.*, 2006). While scholars have their opinions based on their academic interests and, therefore, the stakeholder approach is presented from different perspectives, the existing studies fail to explain to what extent a group or groups should be given responsibility to keep up constantly with the issues leading to decision making.

Several characteristics of stakeholders are presented in Table 2.1. From these definitions, it can be seen that a stakeholder means different things to different people and varies with the types of development projects being carried out. The definitions of stakeholder have some common aspects. They all refer to individuals or groups that support and affect decisions. However, each of them emphasizes different aspects, such as direct and indirect influences (Freeman, 1984; Gass *et al.*, 1997; Mitchell, 2002; Buannes *et al.*, 2004); dependence on stakeholders (Bowie, 1988); rights and obligations' (Clarkson, 1995); common characteristics (ODA, 1995; Grimble and Wellard, 1997) and open-ended roles (Varvasovszky and Brugha, 2000). The author adopts the definition of stakeholder presented by Varvasovszky and Brugha, 2000, where the stakeholders in a development project are individuals and or representatives of organizations or institutions who are invited by the project initiators to participate in the process of public consultation, both passively and actively, to develop a collective vision but without formal agreement or legitimacy nor a commitment that all decisions will be implemented. Therefore, decisions may be open to further changes and refinement depending upon circumstances (human and capital resources, government policies and level of community empowerment).

One major question concerning a stakeholder approach is whether it is a method or a tool and whether it is considered to be a single theory or method or an integration of many theories or methods. Freeman (1999) and Brugha and Varvasovszky (2000) argue that stakeholder theory does not consist of simply one theory or method but of many. Another study by Donaldson (1999) reveals that stakeholder analyses can have instrumental, normative or descriptive utility. Thus, there is concern about the theoretical relationship between objectives and possible ways to reach them (instrumental approach), with how something should be (normative approach) or how something actually is (descriptive approach).

Gray (1989:57) has traced the process of collaborative planning which can be broadly classified into three phases. First, there is a problem-setting phase in which stakeholders become involved and a convener is determined. Second, there is the direction-setting phase, in which the stakeholder groups interact in an effort to reach consensus. Finally, stakeholders work to implement their decisions through individual and joint actions. One of the limitations with this description is that it does not propose if a group or groups of stakeholders will be asked for a strong commitment and to take on responsibilities in the planning process, and what requirements they should fulfill. Constructive suggestions are required through which this three-step conception could be improved and implemented in practice.

### **2.3.1. A Multi Stakeholder Approach (MSA)**

ODA (1995), in discussing aid, proposed a distinction between primary and secondary stakeholders. The former are those ultimately affected either positively or negatively whilst the latter are the mediators in the aid delivery process. This description of stakeholders includes both winners and losers, and those involved in or excluded from decision-making processes. In order to determine the characteristics that a group of



people or an organization should have for inclusion as stakeholders, a stakeholder analysis should be done at the beginning of a project. The steps that should be followed in the stakeholder analysis are shown in Table 2.2.

**Table 2.2: Stages in the stakeholder analysis**

Steps	Check list of questions
1. Draw up a stakeholder table	<ul style="list-style-type: none"> <li>• Have all primary and secondary stakeholders been listed?</li> <li>• Have all potential supporters and opponents of the project been identified?</li> <li>• Has gender analysis been used to identify different types of female stakeholders (at both primary and secondary levels)?</li> <li>• Have primary stakeholders been divided into user/occupational groups, or income groups?</li> <li>• Have the interests of vulnerable groups (especially the poor) been identified?</li> <li>• Are there any new primary or secondary stakeholders that are likely to emerge as a result of the project?</li> </ul>
2. Do an assessment of each stakeholder importance to project success and their relative power and influence.	<ol style="list-style-type: none"> <li>a. Which problems, affecting which stakeholders, does the project seek to address or alleviate?</li> <li>b. For which stakeholders does the project place a priority on meeting their needs, interests and expectations?</li> <li>c. Which stakeholder interests converge most closely with policy and project objectives?</li> </ol>
3. Identify risks and assumptions which will affect project design and success.	<ol style="list-style-type: none"> <li>a. What is the role or response of the key stakeholder that must be assumed if the project is to be successful?</li> <li>b. Are these roles plausible and realistic?</li> <li>c. Are there negative responses which can be expected, given the interests of the stakeholder?</li> <li>d. If such responses occur, what impact would they have on the project?</li> <li>e. How probable are these negative responses and are they major risks?</li> <li>f. In summary, which plausible assumptions about stakeholders support or threaten the project?</li> </ol>

Source: Adapted from ODA, 1995

The stakeholder analysis might help in the assessment of a project's environment and provide information on the likely negotiating positions in the project discussion. More specifically, stakeholder analysis can draw out the interests of stakeholders in relation to the problems which the project is seeking to address i.e. the

purpose of the project. It also can be used to identify conflicts of interests between stakeholders, which will influence a project's risks. In addition, stakeholder analysis may help in the assessment of the type of participation appropriate to different stakeholder at successive stages of the project cycle. However, the question arises concerning who should undertake the analysis to make it acceptable and reliable? This point remains open for discussion in the literature.

### **2.3.2. MSA in tourism planning and waterfront development**

While MSA has been discussed broadly in the social sciences, it has also been addressed specifically in the tourism literature. Nevertheless, although increasing attention has been given to MSA in natural resource management and business management, there is limited such research specifically on urban tourism planning, including waterfront development. The Center for Environmental Leadership in Business (CELB) has initiated and facilitated multi-stakeholder dialogues in key tourism destinations on the island of San Andres, Colombia. This area has high tourism potential and biodiversity. By establishing a management process and action plan for the destination involving multiple stakeholders, it is hoped that conservation of the biodiversity and the well-being of local people will be ensured (Coralina CBC and CELB, 2003).

Hall and Feick (2004) applied a Multi-Criteria Decision method (MCDM) to assist in decision making concerning tourism development on the island of Grand Cayman in the western Caribbean. By using Geographic Information Systems (GIS) and MCDM methods, the various interests of stakeholders were assessed for inclusion in the decision-making process regarding the spatial distribution of future development. In the case of Manado Waterfront Development (MWD), it is also imperative to be highly aware of the land uses and their spatial distribution. Thus, it is

necessary to consider the important factors of MSA in the decision-making process of MWD, including the decisions that determine the public goods and services, public facility locations, transportation routes and natural resources protection within the reclamation area. These will have an important bearing on tourism planning for Manado as a waterfront city.

MSA has been also implemented in tourism destination development in the island destinations of Hainan, China and Gili Trawangan, Indonesia (Graci, 2007) with the aim of protecting the resources that sustain the destination. Multi-stakeholder partnerships have been developed and implemented to address the barriers to sustainability that result from rapid economic development. This approach involves all major stakeholders in the destination through assignment of roles and responsibilities.

Although, since late in the last century, opportunities for waterfront development have been recognized and pursued, there is limited academic literature which examines and discusses MSA in waterfront development. This should be an important part of urban tourism planning in coastal locations. Waterfronts have multiple uses and therefore are likely to be of interest to and involve a variety of stakeholders. If the interests of various groups are to be incorporated into development plans, leading to greater support for them, then stakeholder involvement should occur and, ideally, partnerships among stakeholders should be established.

Wrenn (1983) argued that waterfront development requires cooperation between public and private development interests. However, the involvement of numerous citizen groups will also potentially hinder the process of development when each has a special interest in the condition and use of the waterfront. In addition to groups typically associated with urban development, such as neighborhood associations,

preservation organizations and school districts, many other groups such as fishing organizations, recreational boating clubs, tugboat operators and conservation groups are interested in waterfront development. Therefore, while citizen participation is a necessary ingredient of good urban development, waterfront projects often become caught in a trap of conflicting demands of single-interest groups.

### **2.3.3. Importance of MSA**

MSA is an important topic in many fields and its history continues in the form of participatory planning. Important concepts in participatory planning will now be discussed.

#### **2.3.3.1. Participation**

Arnstein's (1969) model of citizen participation is probably the most well-known conceptual framework of the participatory approach. The so-called 'Ladder of Citizen Participation' is well known and has been referenced in a wide range of literature. It has been reprinted more than 80 times, cited on 2,103 occasions and has been translated into several languages (Google Scholar accessed 13 Dec. 2008). Arnstein (1965: 216) defines participation as the means by which citizens can induce significant social reform, which will enable them to share the benefits of the affluent society. She differentiates an eight-rung ladder that comprises manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizen control. Eight levels of participation are grouped into three broad categories, and arranged in the form of a ladder with each rung corresponding to the degree of citizens' power in decision making (Figure 2.3 and Table 2.3).

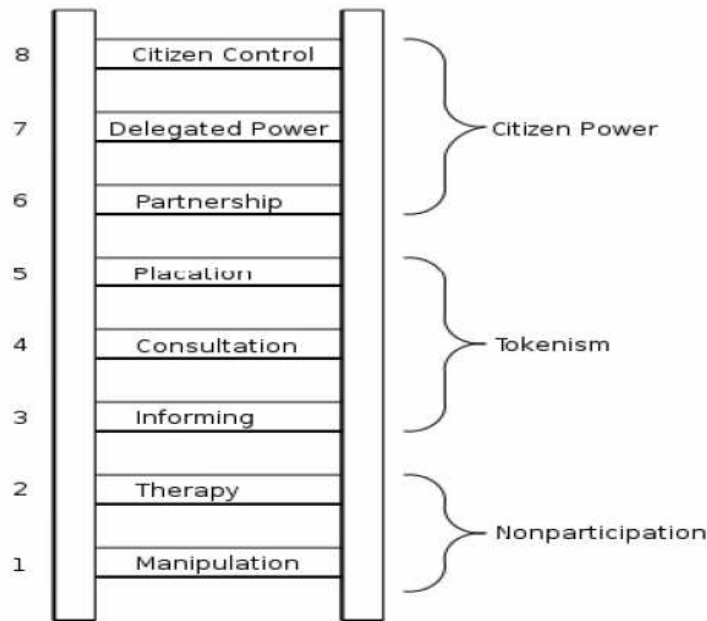


Figure 2.3: Eight rungs on the ladder of citizen participation (Arnstein, 1965:217)

Table 2.3: Descriptions of eight rungs of the ladder of citizen participation

(1) Manipulation and (2) Therapy  (NONPARTICIPATION)	These two rungs describe levels of "nonparticipation" that have been contrived to substitute for genuine participation. Their real objective is not to enable people to participate in planning or conducting programs, but to enable power holders to "educate" or "cure" the participants.
(3) Informing and (4) Consultation (TOKENISM)	These two rungs of tokenism allow the have-nots to hear and to have a voice. When they are proffered by power holders as the total extent of participation, citizens may indeed hear and be heard. But under these conditions they lack the power to ensure that their views will be heeded by the powerful. When participation is restricted to these levels, there is no follow-through, no "muscle," hence no assurance of changing the status quo.
(5) Placation (TOKENISM)	is simply a higher form of tokenism because the ground rules allow have-nots to advise but retain for the power holders the continued right to decide. Further up the ladder are levels of citizen power with increasing degrees of decision-making clout.
(6) Partnership (CITIZEN POWER)	In order to achieve a semblance of participation, people are placed on rubber-stamp advisory committees or boards. The express purpose is educating them or, more frequently, engineering their support. The government increasingly leaves the communities to themselves.
(7) Delegated power and (8) Citizen control (CITIZEN POWER)	At the topmost rungs, the have-not citizens obtain the majority of decision-making seats or full managerial power

Source: Arnstein (1965:217)

Choguill was one of the first critics of the Arnstein's model of citizen participation (Figure 2.4 and Table 2.4). One major criticism is that the model is not fully applicable and implementable in certain social contexts. He stated that 'the theory is adequate for analysis in developed countries but provides misleading results within a development context' (1996: 431). To show the effects of his study, Choguill classified levels of involvement in the form of a ladder composed of the following rungs: empowerment, partnership, conciliation, dissimulation, diplomacy, informing, conspiracy and self-management as shown in Figure 2.4.

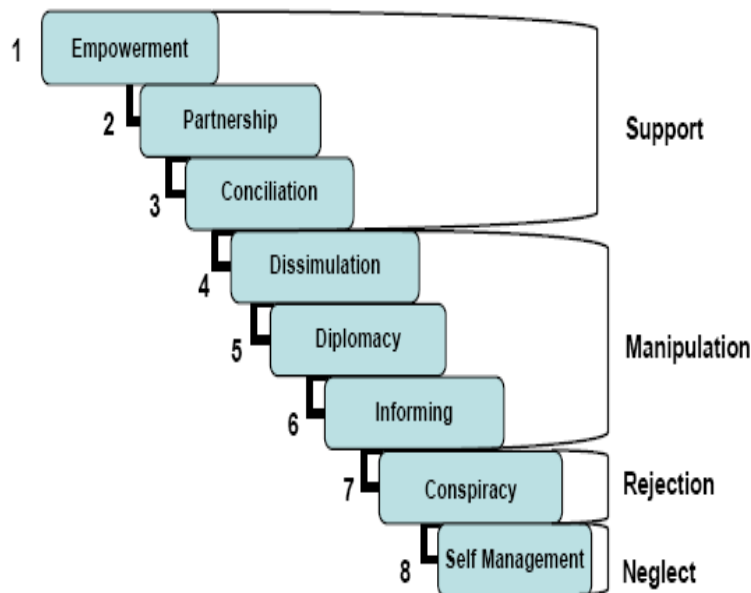


Figure 2.4: A ladder of community participation for underdeveloped countries (Adapted from Choguill, 1996:442)

This study suggested a different tentative categorization for the evaluation of participation within developing countries. His suggestions were based on the degree of involvement of external institutions in facilitating community mutual-help projects. Although the model draws attention to distinctive categories of participation observed in less developed countries, it remains open for further research and refinement through the application of evidence from the field. The author argues that this

approach may also be different in its application depending upon the type, size, goals and the context where the project exists.

Table 2.4: Descriptions of a ladder of community participation for underdeveloped countries

1. EMPOWERMENT	It may take the form of community members having a majority of seats or genuine specified powers on formal decision making bodies over a particular project or program involving community participation, when municipal authorities are unable or unwilling to undertake improvement themselves. Community members are expected to initiate their own improvements possibly with the assistance of outside organizations such as NGOs or other allies demonstrating actual control of the situation and influencing the process and outcomes of development.
2. PARTNERSHIP	Members of the community and outside decision makers and planners agree to share planning and decision-making responsibilities about development projects involving community participation through such structures as joint policy boards, planning committees and eventually other informal mechanisms for resolving problems and conflicts. Involvement of government is more intense than in the case of empowerment.
3. CONCILIATION	It occurs when government devises solutions that are eventually ratified by the people. It may take the form of appointing a few representatives of the community to advisory groups or even decision-making bodies, where they can be heard but also where they are frequently forced to accept the decisions of a powerful and persuasive elite. It is frequently a top-down, paternalistic approach.
4. DISSIMULATION	In order to achieve a semblance of participation, people are placed on rubber-stamp advisory committees or boards. The express purpose is educating them or, more frequently, engineering their support. The government increasingly leaves the communities to themselves.
5. DIPLOMACY	As in the case of dissimulation, it is a type of manipulation. In this case the government, for lack of interest, lack of financial resources or incompetence is likely to expect the community itself to make the necessary improvements, usually with the near-heroic assistance of an outside organization. There is a possibility that the community by itself accomplishes real improvement or when NGOs are involved. The government may change its attitude, frequently for tactical reasons, providing limited amounts of aid. Diplomacy may take the form of consultation, attitude surveys, public hearings, visits to the neighborhood or meetings with dwellers. In this event, government officials pretend that they are seeking opinions on a potential project or that they are going to promote/support some kind of improvement to the neighborhood. However there is no assurance that new projects will be implemented and that concerns and ideas from the community will be taken into account in these projects, or that support to the

	community effort will be provided.
6. INFORMING	This consists of a one-way flow of information from officials to the community concerning their rights, responsibility and options, without allowing for feedback or negotiation, in projects that have already been developed. It is a top-down initiative, frequently with controversial results. It is a level of manipulation and constitutes the next rung down on the participation ladder.
7. CONSPIRACY	Here no participation in the formal decision-making process is allowed or even considered, as the government seems to reject any idea of helping the poor. To the government, the poor communities are little more than an embarrassment. It includes cases where the reasons given by authorities for action disguise ulterior motives or may benefit other groups.
8. SELF - MANAGEMENT	It takes place when the government does nothing to solve local problems and the members of the community, by themselves, plan improvements to their neighborhood and actually control the projects, not always successfully. Usually, although not always, communities work with outside assistance of NGOs or the support of independent financial institutions which seem to affect positively the outcome of the community efforts

Source: Choguill (1996: 435-440)

Pretty's typology (1995) described seven levels of local participation, ranging from manipulative involvement, where virtually all power and control rest externally with other groups, to self-mobilization, where residents act to change systems by taking initiatives independently of external institutions. Table 2.5 shows different degrees of involvement by externals and local residents, including the power relationship between them.

**Table 2.5: Typology of participation**

Typology	Characteristics of each type
1. Manipulative participation	Participation is simply a pretence: 'People' have representatives on officials boards, but they are unelected and have no power
2. Passive participation	People participate by being told what has been decided or has already happened: involves unilateral announcements by project management without any listening to people's responses; information shared belongs only to external professionals.
3. Participation by consultation	People participate by being consulted or by answering questions: external agents define problems and information-gathering processes, and so control analysis; process does not concede any share in decision making; professionals under no obligation to account for people's views.
4. Participation for material incentives	People participate by contributing resources (e.g. labour) in return for food, cash or other material incentive: farmers may provide fields and labour but are not involved in testing or the process of learning; this is commonly called participation, yet people have no



	stake in prolonging technologies or practices when the incentives end.
5. Functional participation	Participation seen by external agencies as a means to achieve project goals, especially reduced costs: people may participate by forming groups to meet project objectives; involvement may be interactive and involve shared decision-making, but tends to arise only after major decisions have already been made by external agents; at worst, local people may still only be co-opted to serve external goals.
6. Interactive participation	People participate in joint analysis, development of action plans and strengthening of local institutions: participation is seen as a right, not just the means to achieve project goals; the process involves interdisciplinary methodologies that seek multiple perspectives and use systemic and structured learning processes. As groups take control of local decisions and determine how available resources are used, so they have a stake in maintaining structures and practices.
7. Self-mobilization	People participate by taking initiatives independently of external institutions to change systems: they develop contacts with external institutions for resources and technical advice they need, but retain control over resource use; self-mobilization can spread if governments and NGOs provide an enabling framework of support. Self-mobilization may or may not challenge existing distributions of wealth and power

Source: Adapted from Pretty (1995:3)

Pretty (1995) presented two broad interpretations of local participation. First, levels one to five allow all power and control over the development to be in the hands of people outside the community and, in these situations, most major decisions have been made before they are taken to the community. Second, at the last two levels there is full participation in which the local residents have power and control over the development of proposed initiatives. Pretty's model emphasizes that in the five first types, external organizations and agencies dominate and play important roles and that local residents are not involved. Arnstein and Choguill underline the levels and the values of local participation and emphasize different degrees of involvement of local citizens. Each type of participation may be implemented depending upon the degree of involvement of the various stakeholders in the development projects. One of the main concerns is the capability of the local people to participate effectively in planning and project operation.

In a large and growing body of literature, the terms local participation, community participation, public participation and citizen participation are used interchangeably. These terms refer to the involvement or participation of the local community or citizens in the planning process, decision-making process and the formulation and implementation of projects and programs that affect them. Collin (2000) pointed out that participation develops an individual's capacities for practical reasoning, as well as the kind of mutual respect entailed in the very possibility of discourse. Soen (1981) drew attention to citizen or community participation as a necessary precondition to the successful implementation of any renewal or rehabilitation project. In another study, Di Domenico and Di Domenico (2007) argued that residents' participation was a critical part of MSA practices in the case of heritage and urban renewal in Dundee, Scotland. They provided in-depth analysis of the MSA for the central waterfront development that involved residents' participation through the City Centre Community Council and other city centre associations and events. Their research was based on information obtained from interviews with various Dundee city centre residents and government officials and through a search of the literature which included the local and national press.

#### **2.3.3.2. Collaboration and partnership**

Collaboration has been discussed in many subject areas and is widely perceived to be a key element contributing to the sustainability of a development program. However, various authors define collaboration differently. An early publication (Himmelman (1996) introduced collaboration as gathering information for mutual benefit.

Collaboration involves a variety of activities, including sharing resources and enhancing the capacity of another for mutual benefit and to achieve a common purpose. Collaboration exists when a group of autonomous stakeholders of a problem

domain engage in an intensive process, using common rules, model and structures to act or decide on issues relevant to that area (Wood and Gray, 1991). Corbun (2003: 425), writing in an environmental context, maintained that collaborative approaches are required for system development and learning, in which people combine their knowledge into an enlarged and enhanced system. All forms of information and knowledge are included, from current views of the ecological system, whether scientific or experiential, to traditional knowledge of ecological relationships. Mechanisms are required for creating such a collaborative learning environment and knowledge-building process.

Unlike other authors, Mattessich and Monsey (in Fyall and Garrod, 2005) signify that collaboration is a more resilient and pervasive relationship than mere cooperation or even coordination. For them, it means to have full commitment to a common mission where the authority is determined by the collaborative structure and, hence, risk is much greater. James (1999) also made a distinction between collaboration and partnership. He explained that a partnership is an ongoing arrangement between two or more parties based upon satisfying specifically identified mutual needs. On the other hand, collaboration is a process through which parties who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible. The key difference here is that in a partnership, the needs are identifiable and readily understood, but in collaboration, none of the stakeholders has a full understanding of the issues that generate the alliance. Moreover, in seeking solutions to a problem that none of the stakeholders fully comprehends, collaboration must be flexible regarding the intended outcome. A partnership addresses very specific needs and, therefore, predetermined outcomes can be identified.

Various authors suggest that cross-sector partnerships are recommended for their likelihood of resulting in sustainable development outcomes (Selin, 1999; Bramwell and Alletorp, 2001). Partnerships in planning for regional development can bring together stakeholders representing interests at national, regional, and local geographical scales (Araujo and Bramwell, 2002). Partners are described as individuals that belong to various public and private sectors that come together in order to reach certain goals unattainable by the partners individually (Selin, 1999). Partnership is a mutually agreed arrangement between two or more public, private or non-governmental organizations to achieve a jointly-determined goal or objective or to implement a jointly-determined activity for the benefit of the environment and society.

Partnership in tourism development is specifically reported by Long (1997) as the collaborative efforts of autonomous stakeholders from organizations in two or more sectors with interests in tourism development who engage in an interactive process using shared rules, norms and structures at an agreed organizational level and over a defined geographical area to act or decide on issues related to tourism development (p 239). However, this author fails to discuss in detail how the partnership should lead to development that enables the destination region to utilize resources while, at the same time, increasing environmental protection.

Governments in many countries endorse the use of partnership arrangements in planning for tourism development. By encouraging regular, direct meetings among various participants, partnerships provide the opportunity to promote discussion, negotiation, and the building of mutual and acceptable proposals about how tourism should be developed (Hall, 2000; Healey, 1997). A partnership in waterfront

development as a part of urban tourism planning could address the economic viability of tourism as well as other issues.

MSA in development could be used to help to protect the resources that sustain the environment if appropriate stakeholders are included in discussions and decision making. A multi-stakeholder partnership would, ideally, ensure that environmental, social, cultural and economic aspects are incorporated into an overall strategy for development (Graci, 2007). Such partnerships have been used to address the constraints to sustainable development that have resulted from rapid economic development. It is worthy of note though that while collaboration and partnership approaches have been well developed for many years, less research attention has been given to reasons for collaboration and partnership and their consequences, as well as awareness of the importance of collaboration.

### 2.3.3.3. Decision making

**Table 2.6: Steps in a structured decision-making process**

<b>Questions to characterize the steps of a structured decision process</b>
a. What is the problem or decision you want to address?
b. What are the objectives that matter for this decision, from the view of relevant affected parties?
c. What are the alternatives that should be considered and how can we develop more attractive, new alternatives to better achieve the objectives?
d. What are the important consequences of the alternatives we are considering, defined on the basis of the objectives?
e. What tradeoffs arise in selecting among the alternatives?
f. What are the uncertainties regarding the consequences?
g. What are our attitudes toward the risks involved?
h. What can we learn for linked decisions?

Source: Adapted from Hammond *et al* 1999 in McDaniels and Gregory (2004:6)

The existing literature on decision making assumes that community participation in the decision making process is necessary in the context of planning and the creation of development policies. Many observe the involvement of citizens in this process as an indication of equality in a democratic system. Others distinguish community participation as an excellent strategy for successfully enrolling high support for

community development projects. McDaniels and Gregory (2004) proposed decision analysis as the conceptual basis for implementing social learning in the public sector, involving small groups of stakeholders over a sustained period to offer informed recommendations on public policy choices (Table 2.6). This approach proposes a series of steps needed to implement problem solving, decision making, or planning in any context.

The major challenge of this approach is probably how to convince the community being consulted to give their opinions. Gregory *et al.* (2005) pointed out that multi-party deliberative processes have become a popular way to increase public participation in public policy choices. However, community members often feel unsure about how fully they have been consulted and what influence their input has had. The concept of citizen participation in decision making is believed to be applicable to most planning and development issues. As noted by Shipley and Michela (2006: 225), “It is true that the idea of fostering community involvement in planning had been growing steadily from its beginnings in the popular social ferment of the 1960s when Jane Jacobs set out a kind of manifesto about why ordinary people should have a say in the shaping of the places where they live”. One major issue that needs to be addressed, however, is the capability of different community members or groups to participate in decision making as well as their interest in participating in the entire process from planning to implementation.

#### **2.3.4. MSA in Resources and Environmental Management (REM)**

Environmental management literature explains how people perceive natural resources and the way resources should be managed. Stakeholder analysis is one of the most commonly used approaches to management issues and it is widely used in REM (Bilgren and Holmen, 2008) to incorporate both economic and ecological inputs to

strive for sustainable development. The problem is how to frame theoretical and methodological approaches to REM. In this context, Grimble and Wellard (1997) and Mitchell *et al.* (1997) identified the aims of stakeholder analysis (SA) as: (a) to identify and categorize the stakeholders that may influence and perhaps transform an organization or a system; (b) to develop an understanding of why changes occur; (c) to establish who can make changes happen; and (d) to discern how to best to manage, for instance, natural resources. Bilgren and Holmen (2008) explained that stakeholders are likely to carry, consciously or subconsciously, different views of nature into an REM committee negotiating process. Turbulence, resulting in chaotic circumstances, may occur due to complexity and uncertainty, and due to rapidly changing conditions and associated conflicting interests and positions in many environmental and resource management situations (Mitchell, 2002: 27). While most REM and development approaches in the west today emphasize stakeholder involvement, there is little in the literature concerning the different roles that stakeholders should have.

MSA is a means that can be used to link the groups in planning and decision making. Buannes *et al.* studied coastal zone planning and management in Norway where an opportunity is provided for the community to get involved in the planning process and to present their concerns. However, problems arise in cases where the interactive process involves both stakeholder groups and the municipal local authority. They concluded that “coastal management can only become a truly participatory process when it involves bottom-up approaches, including provision for the formulation and implementation of plans with the full and active participation of local communities.” (2004: 208).

### **2.3.5. Challenges for MSA implementation in Less Developed Countries (LDCs)**

MSA is concerned with the network of stakeholder relationships. However, there has been conflict, complexity and uncertainty in the application of MSA in many practical projects and programs, especially in LDCs. The implementation of MSA is not an easy task given a complex system of interests and influences. Although there has been awareness of the importance of involving stakeholders in community development projects in many LDCs, there is still confusion concerning how to implement such a process. There are challenges in the application of MSA in many LDCs due to limitations of human and capital resources as well as lack of experience and an uneven distribution of power. Enhancement of the capacity of local people, as the most important stakeholders, is required to equip them to participate actively throughout the entire process. Few references explore the implementation of MSA in waterfront developments in LDCs.

Adeniyi (in Mitchell, 2002: 30-31), drawing upon Nigerian experiences, lists constraints as source of conflicts in development programs and many of these may apply to waterfront developments in LDCs. They are as follows:

- a. Lack of vision and national consensus regarding the roles of resource and environmental management.
- b. Political instability.
- c. Frequent administrative changes.
- d. Uncritical adoption of external development policy models and programs.
- e. Overbearing power of government, inadequate involvement of the private sector, NGOs, academics and community leaders.
- f. Lack of coordination and cooperation among public organizations at all levels, and lack of respect for the local people by public officials.



- g. Lack of accountability, transparency, proper evaluation of program outcomes and opportunity to learn from past mistakes.

With respect to challenges for MSA implementation, McGlashan and Williams (2003) provide a distinction between ‘institutional stakeholders’, which are organized groups representing a large number of interests with the technical expertise and resources to be effective participants (e.g. industry, public organizations such as local government authorities and state government agencies), and ‘local stakeholders’ that are small groups or individuals with limited resources and organizational capacity to engage effectively in consultative processes and influence decision making (e.g. recreational groups, local conservation groups). However, a decision should not be made by only one of the mentioned groups. There should be further discussions of mechanisms that can be used to facilitate the working together of these two types of groups.

#### **2.3.6. The weaknesses of MSA**

MSA is widely perceived as a being process to facilitate development planning but has several weaknesses. First, it is time-consuming. Given the importance of stakeholders, careful identification of stakeholders is required through stakeholder analysis (SA) where primary stakeholders and secondary or tertiary stakeholders should be determined. It will take time to identify the stakeholders and to solicit their involvement. Second, MSA may result in high costs, in both time and money, related to the step-by-step process of involving a wide range of stakeholders with different needs and interests. Generally, the longer the time consumed, the higher the cost will be. Third, it is often difficult to reach consensus. Determining the stakeholders and developing the relationships between them will likely involve many challenges for they may have divergent positions and may be hesitant to commit to a lengthy decision-making process (Gregory *et al.*, 2005). Thus, it is helpful to have a skilled

convener to guide the process. To conclude, MSA alone will not solve all problems but it is a step in the right direction of involving people so that their views can be heard and considered, and so that they can understand alternative perspectives on what are usually complex situations. Thus, MSA may be a useful approach to be incorporated into development programs such as waterfront development.

### **2.3.7. MSA versus traditional decision-making methods**

MSA could be useful if appropriate stakeholders are included in discussions and decision making. However, the ease with which such an approach may be adopted may vary with the cultural context. Where there is not a tradition of local involvement in decision making, local people may not desire to participate in decision making, believing this to be the task of designated authorities, such as governments (Timothy, 1999). MSA was discussed in the First European Forum Meeting in 1971 in Davos where Schwab presented the stakeholder approach to management (Pigman, 2007). Schwab's ideas were originally developed from the context of industrial manufacturing firms in the 1960's. He argued that in order to be effective in maximizing a firm's potential, managers needed to be aware of the interests of all stakeholders in the firm. This included not only the shareholders but also customers, clients, employees, managerial staff and the broader interest of the communities within which the firm is situated, including neighbors in the immediate proximity of the firm, government and fellow users of the environment in which the firm operates. However, there have been contradictions between traditional planning and participatory planning. The National Planning Council of Columbia (2008) listed the paradox between traditional planning and participatory planning as presented in Table 2.7. Participatory planning through MSA can help to create a balance between various developmental perspectives, to develop trust among groups that are usually skeptical of and unreceptive to each

other, to expand analytical capabilities for addressing policy and development issues and, eventually, to promote good governance and democracy (Lambert, 2007).

Table 2.7: Traditional vs. participatory planning

Traditional Planning	Participatory Planning
a. Centralized (from the center to the periphery).	a. Decentralized (from the periphery to the center).
b. Vertical and imposed (from the top to the bottom).	b. Horizontal and agreed upon (from the bottom to the top).
c. Technical (done by experts).	c. Dialogue-based (promoting discussion of different knowledges).
d. Done by sector or industry.	d. Integral, considers the whole picture.
e. Short term (focused on annual budgets).	e. Long term (focused on building a vision of the future).
f. Done to meet legal requirements (what matters is compliance).	f. Is seen as a real necessity (what matters is the content).
g. Prioritizes sector or industry investment.	g. Prioritizes social investment.
h. Assigns who is responsible for what task but does not assume responsibility.	h. Assigns responsibilities and social commitment.
i. Homogenizing and unifying.	i. Recognizes diversity and respects differences.
j. Excluding	j. Inclusive.
k. Authoritarian	k. Democratic.
l. Distances States and Civil Society	l. Brings State and Civil Society closer together.
m. Recognizes a certain population as an object that will benefit from the plan	m. Recognizes social actors as active subjects in their own development.
n. Responds to an intervening/controlling State.	n. Encourages a facilitating State.
o. Is ignorant of the condition specific to each location.	o. Is based on a knowledge of concrete and particular conditions of that location.
p. Creates lack of confidence in institutions.	p. Builds relationships of confidence.
q. Promotes confrontation and the imposition of power.	q. Promotes tolerance and living together peacefully.
r. Decreases manageability.	r. Recovers manageability.

Source: National Planning Council of Columbia, 2003

Much recent writing has promoted participatory planning rather than traditional planning. With respect to these two types of planning, there may be challenges for a group or an institution to initiate a participatory planning process where traditional planning processes have long been in place and, as a result, both reflect and are a part of the cultural tradition. For example, democracy is a recent occurrence in Indonesia which experienced a strong colonial influences prior to independence and then an authoritarian top-down decision-making system. While there has been strong acknowledgement of the positive aspects of MSA, there is still a need for more information on how a stakeholder approach can functioned in a community in a country which is newly democratic. It requires greater appreciation of the means that might be employed to increase the level of mutual understanding among stakeholders and, thus, to enhance the base for collaborative actions. It may be expected that the

implementation of a stakeholder approach may face difficulties in Indonesia where a top-down management approach has been in place for generations and where the decision to adopt a stakeholder approach is vested in authorities that currently have the ultimate power to decide whether or not to involve stakeholders. To conclude, the form that the implementation of MSA may take will need to take into account the local cultural traditions.

#### **2.4. Chapter Summary**

The application of MSA in any development project, including the waterfront development, has the potential to enhance development outcomes. Therefore, the adoption of MSA is considered to have the potential to increase the likelihood of establishing and implementing a successful development program. However, the implementation of MSA requires the awareness and commitment of stakeholders. The involvement of key stakeholders should assist in the achievement of development objectives. However, not all jurisdictions, especially in the developing world, have a tradition of stakeholder involvement. Thus, it is necessary to examine the potential of MSA to enhance decision-making in such contexts. Thus, the actual and potential role of MSA in a waterfront development in the developing world will be explored.

In this thesis, the MSA process in the Manado Waterfront Development of North Sulawesi, Indonesia, will be described, analyzed and evaluated in terms of the extent of the stakeholders involvement, the capacities of the stakeholders involved, the stakeholders' roles from planning to monitoring, the influence of the stakeholders on the decision-making process, as well as the benefits that result from their engagement. Furthermore, the use of the waterfront development for tourism purposes is also highlighted because it is an important use in most waterfront developments. This is the case in Manado, Indonesia, where waterfront development is being used to

strengthen the image of the city and as an asset to attract tourists and increase the recreational opportunities for visitors and residents. In the process of Manado waterfront planning and implementation, including tourism development, important factors such as economic, environmental and socio-cultural impacts should be taken into account. In this regard, collaboration and partnership among stakeholders, as fundamental elements of MSA, are considered to be vital to the waterfront development process. These topics will be examined in subsequent chapters. However, in order to place the research in context, the next chapter addresses the Indonesian situation which forms the locational context of the detailed empirical investigation.

## **CHAPTER THREE STUDY AREA**

### **3.1. Introduction**

Waterfront development and redevelopment are one of the most prominent environmental changes in urban coastal development. Such major initiatives offer both opportunities and challenges to economic and social policy making, as well as to environmental and natural resources management. Reclamation to create new land for economic purposes has been widely undertaken in many waterfronts in both developed and less developed countries. Massive land reclamation is occurring along the waterfront of Manado Bay, North Sulawesi, Indonesia. This is being undertaken by the local governments to boost the city's economic and social and development, with implications for the surrounding region. The area has been designated as a trade and business centre for the city residents and visitors by the project developers with strong government support.

This study focuses on Manado as an example of waterfront development in a mid-sized city in a developing country, in this case Indonesia. Therefore, the Indonesian situation will be described, with particular emphasis on water-based recreation and tourism, leading to an examination of the Manado situation. This is the context in which stakeholder involvement will be examined in later chapters.

### **3.2. Tourism in Indonesia**

Indonesia is a very large country that is rich in natural resources. Throughout history, it has been a meeting place of many cultures and religions, giving it a very rich cultural and archaeological inheritance. Thus, there is potential to make investments in various types of tourism, including urban tourism and marine tourism. However, the great biological and cultural diversity create both challenges and opportunities for

Indonesia as a country and as a tourist destination (Wall, 2006). Tourism is viewed by the governmental authorities as a sector with significant potential to generate and stimulate economic growth.

At the national level, the tourism development campaign has been focused on growth, job creation and poverty alleviation. By the year 2006, the Ministry of Culture and Tourism had announced 5 new main tourist destinations: North Sulawesi (Manado), South Sulawesi, West Nusa Tenggara, East Nusa Tenggara, and South Sumatra. In establishing these regions, areas and centres, the country has been taken as a whole with its natural, historical, archaeological, socio-cultural and tourism values, as well as marine tourism and water-based sports tourism potential. Combining these different types of tourism and enhancing cooperation between regions will create a synergy in the tourism sector of the country. As Indonesia is very large, the most attractive points with high tourism potential, such as cities and their tourism facilities, should be determined and the spatial distribution of these places should be taken into account in an effort to increase productivity.

### **3.3. Marine tourism in Indonesia**

A growing expanse of sea is being explored by nature lovers and the increasing number of protected areas being designated and promoted as tourist destinations has enabled marine tourism to become a very fast-growing phenomenon worldwide.

Marine tourism uses the ecosystems and their biodiversity to support conservation and benefit local communities. However, the resources are under pressure from unsustainable exploitation and destruction both by human and natural impacts. This has challenged tourism developers to implement programs in a more sustainable manner. While marine tourism has increased environmental protection and benefits

local communities in destination areas, there are a number of conditions under which this potential can be devastated.

Marine tourism, in particular, has been separated from other types of tourism for reasons such as: (1) it occurs in an environment in which we do not live and is dependent on equipment for survival; (2) it has been growing at a quicker rate than most forms of tourism; (3) it has significant negative impacts; (4) and it presents special management challenges (Oram, 1999; Christ *et al.* 2003). It is one type of tourism which is seen as having great potential in Indonesia where it has been growing substantially in recent years.

Indonesia as the world largest archipelago consisting of more than 17,500 islands spread across 5,120 km of tropical ocean between Australia and Asia with a coastline of 81,000 km and 5 main islands (Sumatra, Java, Kalimantan, Sulawesi, Papua) (Figure 3.1). It has a tropical climate with a mean annual temperature of 21°C–33° C.



Figure 3.1: Indonesian archipelago



Although Indonesian territory is only 1.32% of the total world area, with more than 17,000 islands and many different ecosystems, it is rich in natural resources and is known as a “megadiversity” country. In terms of biodiversity, Indonesia has 10% of flora, 12% of mammals, 16% of amphibians and reptiles, 17 %of birds, 25% of fish and 15% of insects of the world’s species. It has 40,000 species of flowering plants, including 3,000 species of trees and 5,000 orchids, and tropical forests cover 55 percent of the land (Indonesian Culture and Tourism Department, 2009). The water area is much larger than the land area (Figure 3.2) and Indonesia is also known as a centre of the ‘coral triangle’ area that has the highest marine biodiversity on earth (Figure 3.3).

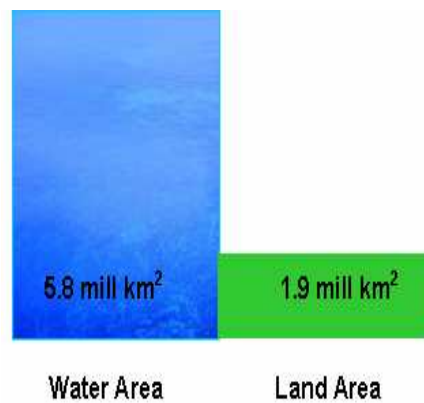


Figure 3.2: Proportion between land and water area (Nirwandar, 2009)

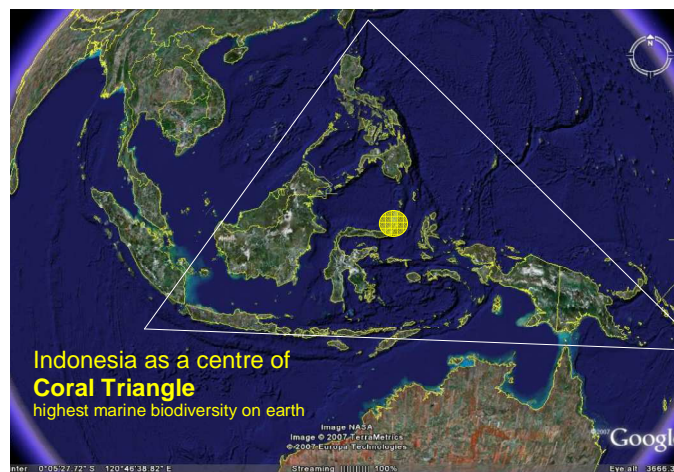


Figure 3.3: Indonesia as a centre of the coral triangle (Lagarens and Daud, 2009)



Raja Ampat (Papua), Tulamben (Bali), Bunaken (Manado), Komodo National Park, Derawan Islands (East Kalimantan), Wakatobi (South East Sulawesi), Ambon and Banda (Mollucas), Lombok (West Nusa Tenggara), and Alor (East Nusa Tenggara). Cruise activities are located in Medan, Jakarta, Central Java, Lombok, Bali, Komodo, Batam-Bintan, Makassar and Papua, and surfing is in Nias Island, Mentawai Island, G-Land (East Java), Bali and Bima (Indonesia Culture and Tourism Department, 2009).

Recreational scuba-diving is a rapidly growing element of the collection of marine tourism activities worldwide. This leads to increasing pressure on marine resources and growth in such tourism might raise conflicts with ecological values. Over-crowding at dive sites may lead to deterioration of those sites and the congestion may have two interrelated impacts: first, it may reduce the amenity values; second, a high level of use may reduce the ecological functions and values at particular dive sites. Consequently, some environmental degradation in marine areas is unavoidable.



Figure 3.5: Marine tourism destination for sailing and fishing (Nirwandari, 2009)

Other types of marine tourism activities (Figure 3.5) include sailing or yachting in East Nusa Tenggara, the Mollucas, North Sulawesi and Central Java; fishing competitions in Aceh, Natuna Islands, Siberut, Ujung Kulon (West Java), Moyo Island (West Nusa Tenggara) Karimunjawa Islands (Central Java), and Phinisi (the traditional cruise) in Makassar (South Sulawesi).

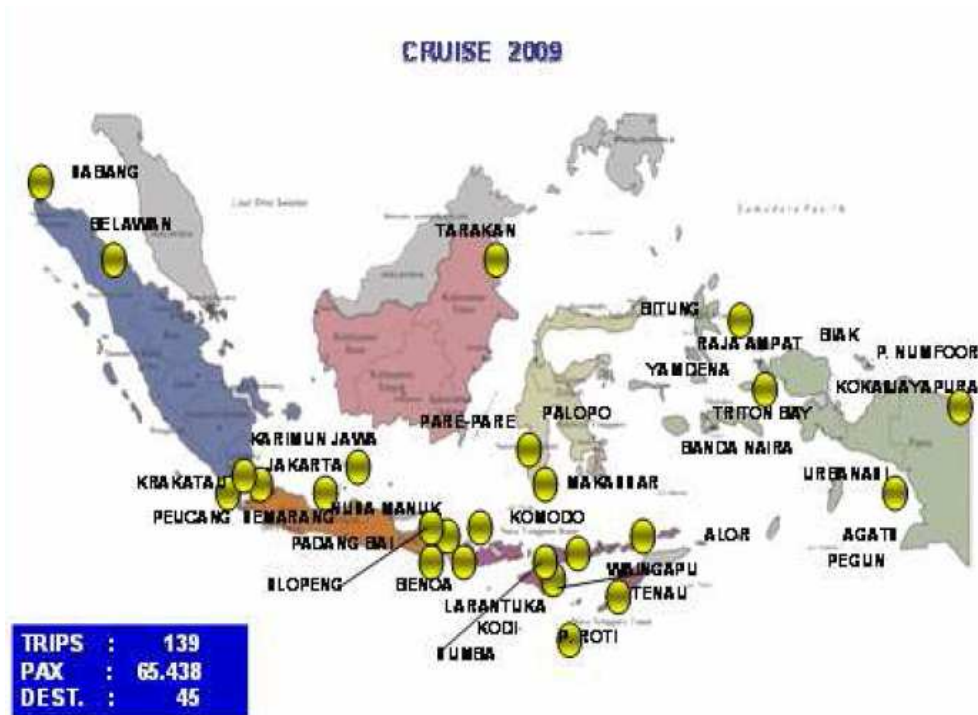


Figure 3.6: Cruise destinations for 2009 (Nirwandar, 2009)

Table 3.1: International and national marine tourism events in 2009

Events	Place	Dates
Sea and beach festivals :	Balikpapan	22 May 2009
	Sangir Talaud	20-25 May 2009
	Togian (Central Sulawesi)	23 July 2009
	Senggigi (Lombok)	20-25 August 2009
	Ambon	25-28 September 2009
International youth and marine sport	North Sumatera	5-12 June 2009
International surfing competition	West Nusa Tenggara	July 2009
Phinisi nusantara festival	South Sulawesi	1-6 October 2009
Darwin–Ambon international yacht race	Darwin–Ambon	July 2009
Sea eagle boat festival	Batam	July 2009
Dragon boat festival	Bintan	October 2009

Source: Nirwandar, 2009

A variety of special events has been introduced to create new products and enhance awareness of marine tourism opportunities. The 2009 events are listed in Table 3.1.



Figure 3.7: International cruise calls (2010 – 2011)  
(Preliminary data BPS, 2009)



Figure 3.8: Targets for the Indonesia cruise market (Nirwandar, 2009)

Indonesia's cruise ports are shown in Figure 3.6 and the number of international cruise calls to Indonesia is shown in Figure 3.7. The main target markets for cruise tourists in 2009 can be seen on Figure 3.8. Marketing and promotion of Indonesia's

marine tourism is done through: 1) participating in international marine tourism fairs such as Sea Trade and DEMA (Diving Equipment and Marketing Association) in order to increase awareness; 2) hosting international events involving marine tourism in order to establish Indonesia as a marine and MICE destination; and 3) supporting domestic events to increase local awareness.

Table 3.2: Indonesia's mainland area, sea area, coastline length in 2006

No	Type of Data	Total
<b>1</b>	<b>Land (km<sup>2</sup>)</b>	<b>1,910,931.32</b>
<b>2</b>	<b>Big islands (km<sup>2</sup>)</b>	
a	Bali-Nusa Tenggara Barat-Nusa Tenggara Timur	73,070.48
b	Java	129,438.28
c	Kalimantan	544,150.07
d	Maluku-Papua	494,956.85
e	Sulawesi	188,522.36
f	Sumatera	480,793.28
<b>3</b>	<b>Sea (km<sup>2</sup>)</b>	
	Territorial Sea	284,210.90
	Economic Exclusive Zone	2,981,211.00
	12 Miles Sea	279,322.00
<b>4.</b>	<b>Coastline length (km)</b>	<b>104,000.00</b>

Source: National Survey and Mapping Coordination Agency (2010)

A feature of Indonesia is that both its marine and land resources have great potential (Table 3.2) and its economic development is being increasingly directed to the former. Marine tourism has the potential to become an important engine of growth for Indonesia's economy (Junaedi and Bengen, 2009). In order to better use Indonesia's marine potentials, it is necessary to increase accessibility and improve services by: 1) increasing the availability and quality of infrastructure; 2) enhancing coordination among inter-related institutions on customs, immigration and quarantine; and 3) developing cruise ports. In addition, the need for quality human resources development should be highly prioritized, such as the training of dive masters and cruise crews and the standardization of professional qualifications.



### **3.4. Marine tourism in North Sulawesi**

Marine tourism in North Sulawesi has been growing rapidly for the last few years and it has had economic benefits. However, it is evident that if the tourism activity destroys the attraction upon which it is based, then the investment in tourism infrastructure and businesses is ultimately lost. Therefore, sustainability is critical for the long-term economic success of any marine-based tourism venture. Human impacts on marine resources and protected areas have brought serious problems. Higher rates of human use would lead to a greater incidence of coral damage. There is need for conservation efforts to protect the marine resources so that sustainable resources development can be attained (Ross and Wall, 1997; Wood, 2002; Tighe *et al.*, 2005). Reef rehabilitation and coral restoration are required and it has been suggested that the number of 'new' dive sites should be expanded and diversified in Manado Bay (Daud, 2007)

As a centre of world biodiversity, North Sulawesi is very rich in natural resources; however, there has been lack of human resources to develop and manage the available resources. Involvement of various stakeholders, including education institutions, is required to enhance capacity building for tourism. According to Shrestha and Rayamajhi (2007: 228), the sustainability of tourism depends largely upon effective institutional factors at the local and national levels. Among the various institutions involved in the tourism industry, universities and educational centres should play a vital role as they have professional responsibility to train the human resources needed for tourism. The distribution of marine tourism attractions in North Sulawesi can be seen in Figure 3.9.

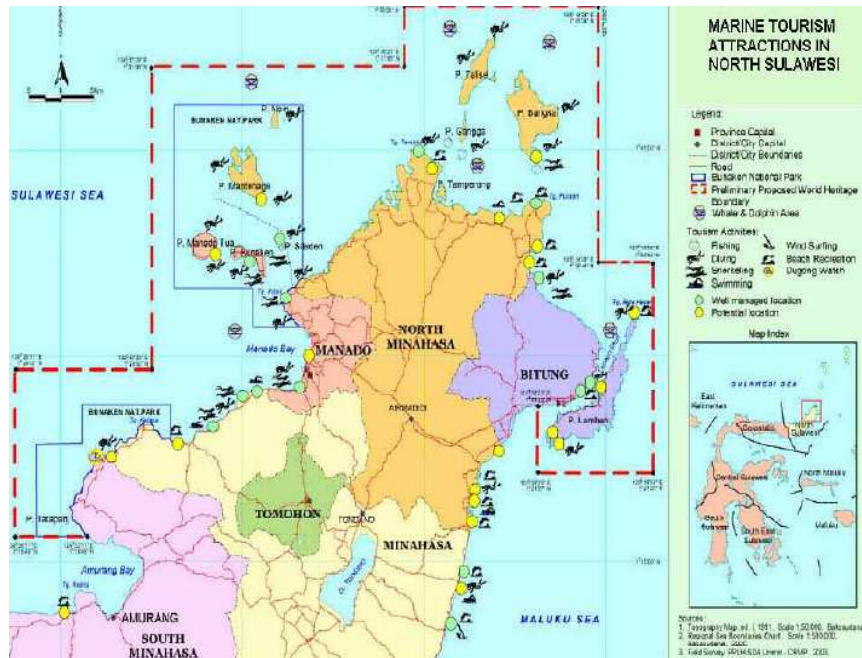


Figure 3.9: Marine tourist attractions in North Sulawesi  
(Source: Mitra Pesisir, 2004)

In recognition of the large area and high diversity of marine organisms, North Sulawesi has been nominated to be a World Heritage Protected Area. The area would cover Bunaken National Park and the coastal areas of Likupang and Lembeh Strait in Bitung (Figure 3.10). Bunaken National Park (BNP) specifically could become a model for collaborative management in the Asia-Pacific. Entry fees are shared with 20% for the government and 80% is managed by Bunaken National Park Management Advisory Board. Almost all (95%) of the income from the entry fee generated within North Sulawesi province is used for conservation efforts. In addition, the local community has a direct interest in this portion of the fee through a village conservation fund.



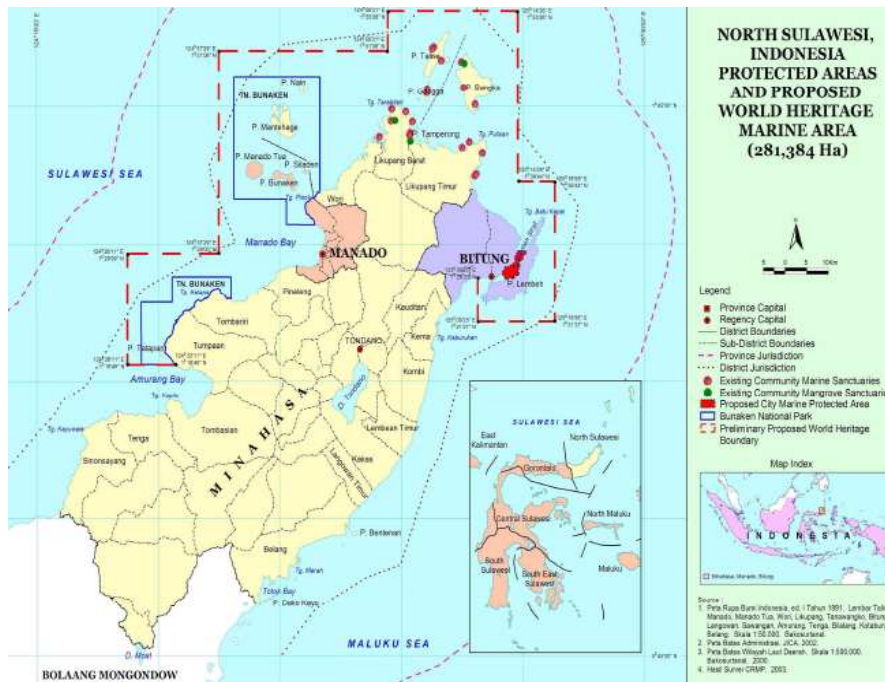


Figure 3.10: Protected areas and proposed world heritage marine sites (Mitra Pesisir, 2004)

The zoning system has been determined based on participatory initiatives. A patrol system within BNP is conducted by BNP head office, water police and local community members. International recognition has been accorded BNP, including its establishment as an ICRAN (International Coral Reef Action Network) pilot site, and acknowledgement of MPA (Marine Protected Area) Management Effectiveness from IUCN/NOAA/UNEP, as a Millennium Assessment Site. In addition, international awards have been received, such as British Airways National Parks and Protected Areas Winner 2003; British Airways Global Winner 2003, UNDP Equatorial Initiative Award 2004 and SKAL International Ecotourism Award 2004. For this reason, BNP management ultimately has obtained a wide range of responsibilities and opportunities such as:

- 1) To increase public and government awareness, nationally and internationally toward natural heritage and biodiversity sustainability.

- 2) To get consultant support, advocacy, and funding from international agencies for the management of the area.
- 3) To get international acknowledgement for the natural qualities of BNP.
- 4) To increase biodiversity and ecosystem protection as well as the use of tourism potentials which can be controlled through sustainable management principles.
- 5) To share experiences in a good management practice with other regions.
- 6) To perform networking at local, regional and international levels.
- 7) To improve the quality of locals' lives through capacity building and enhancement of sustainable area management.

Furthermore, BNP is one of the marine conservation locations in North Sulawesi possessing great potential as a location of marine tourism. The importance of BNP was identified in a nation-wide review of marine tourism potential because of the status, extent and quality of coral reefs. The 89,000 hectare area containing five near-shore islands and one mainland coastal component off Manado's northeastern coast is a primary tourism attraction. Besides its high conservation value as a marine protected area in the epicentre of global marine biodiversity, this park contributes substantial tourism revenues to the North Sulawesi economy (Lagarense and Daud, 2009).

However, rapid development has increased marine space uses and coastal exploitation within the North Sulawesi region. Conflicts existed both between the users and the jurisdiction makers. Earlier research (Putra and Cotter, 2000) recorded several coastal conflicts within the region (Table 3.2). The existences of such conflicts result, in part, from overlapping jurisdiction resulting in uncertainty regarding who has power over the resource management. Thus, clear and effective management plans and strong law enforcement are urgently needed to prevent further resource degradation.

Table 3.3: Coastal conflicts in Minahasa District and Manado City of North Sulawesi

Type	First Party	Second Party	Location
User	Traditional fishers	Foreign commercial fishers	North Sulawesi *
User	Traditional local fishers	Pearl farm operators	Talise *
User	Traditional fishers	Developers of reclamation area	Manado Bay *
User	Coastal land owners	Developer of reclamation area	Malalayang **
User	Bunaken communities	Bunaken Park rangers	Bunaken NP*
Jurisdiction	Tourism & Fisheries Agencies	Ministry of Forestry	Bunaken NP*
Jurisdiction	Government of Minahasa	Mining Agency/PT Newmont Minahasa	Minahasa District **
* Interview & observation			
** News Paper: Manado Post, Suara Pembaruan Daily			
Note : NP = National Park			

Source: Putra and Cottre (2000)

### 3.5. Descriptions of the study area: Manado waterfront

Manado waterfront was selected as the site for this study because it is a location that is undergoing massive land reclamation in an area that has important tourism resources in a mid-sized city in a developing country. For development purposes, Manado waterfront has been divided into three clusters that are to be developed consecutively: clusters A, cluster B and cluster C (Figure 3.11). However, for the study purposes, cluster A was selected as the study area. This site was selected due to the high level of use by the local community as described in the Manado Tourism Plan Document (2007). The Boulevard area has become the primary zone for shopping and local recreation and provides access, through the port, to the offshore islands, including Bunaken National Park. There are many buildings that are used for trade and business purposes. The spatial distributions of tourism, commercial and residential land uses overlap as can be seen in the development plan (Site Planning of Developers, 2010). The area exists in the middle of the city or Central Business District (CBD) with a high level of use and a wide variety of uses by and for the local

community. Furthermore, changes in waterfront uses to date have primarily taken place in cluster A. One of the fishers said during an interview that the area was the place where the family made a living a few years ago but it has now developed rapidly (personal communication, 20 June 2010). Consequently, massive environmental impacts have arisen as economic and social benefits have been sought from Manado waterfront development. The study site within cluster A covers **Manado Harbour** as the border with cluster C in the north, the **Manado Boulevard area**, the **Manado Convention Centre (MCC)** and the **Manado Fresh Mart** as the border zone to cluster B in the south. Division of Manado Waterfront into Cluster A, Cluster B and Cluster C is shown on the maps in the appendices.



### 3.5.1. Manado harbour

Manado Harbour, as a part of the waterfront development, has been redeveloped since 2007 to be Manado Tourism Harbour (MTH). The development opportunities of MTH initially underwent a pre-feasibility study that was conducted in 2006. The pre-feasibility study was undertaken to assess the opportunity of developing Manado harbour into Manado Tourism Harbour (MTH). The land area of 52,580 m<sup>2</sup> with a building area of 15,642 m<sup>2</sup> is considered to have commercial value due to the following advantages: 1) It is situated in the business area; 2) The area is surrounded by various shops, offices and a trading area; and 3) It is easily accessible.



Figure 3.12: Site planning of MTH in the pre-feasibility study  
(Source: MTH document, 2006)

Figure 3.12 presents the location of the MTH in the pre-feasibility study. The pre-feasibility study took various aspects into consideration such as technical, legal, environmental, human resources and financial aspects, and market opportunity. The conclusion of the pre-feasibility study was that the MTH project, located at the

existing Manado Harbour, should be undertaken because it was considered to be profitable.

In the Regional Spatial Plan (RSP) of North Sulawesi, both the national government and the provincial government policy for sea transportation infrastructure development are described. One of the policies is the development of Manado harbour as a tourism harbour to support the development of tourism activities in North Sulawesi. The development is intended to serve the tourism flows visiting BNP and other island destinations. The sea transportation service of Manado city currently relies on the facilities of Manado Harbour. The location of Manado Harbour is strategic for several reasons:

- a. Close distance to various facilities such as: 1) Bunaken National Park as a prime marine tourism attraction of North Sulawesi; 2) An historical area including the old city property and heritage buildings; 3) Religious tourism potential, such as Ban Hin Kiong Temple in Chinatown, as a part of the cultural resources of Manado City; 4) Shopping Tourism: in additions to shopping activities in the old part of town, tourists are also able to enjoy a variety of shopping facilities in the reclaimed area now known as “B on B” (Boulevard on Business); and 5) Culinary tourism at various locations along the coastline of Manado Bay.
- b. Historically, this location has functioned as a harbour since 1917 and, technically, the area has all the necessary requirements for a harbor, namely: 1) A position that is sheltered from the open sea, protecting the stability of boats in the harbour’s pool or entering or exiting the harbour (Figure 3.13); 2) The depth of the channel (4 meters) is suitable for within-country boats and inter-island ships; and 3) Other facilities, including warehouse and safety facilities, are present.





Figure 3.13: Manado harbour in 1989 (Source: Moudy's collection)

The area was developed by the Dutch Indies government. Therefore, Manado Harbour area is an historical remnant and should be maintained because it has had an important role in the historical development of Manado City (Figure 3.14). As the only harbour in Manado City, it has had a strong role in the development of the surrounding trading area, as well as Manado city and other areas in North Sulawesi. The historical aspect is considered to have commercial value for city tourism development.



Figure 3.14: Manado Harbour in 1910 (Source: Moudy's collection)



- c. MTH is an important element of Manado waterfront area. It has strategic meaning because it is a transition area from land to sea and it also has potential resources. Therefore, it should be justly and wisely managed based on the principles of integration and continuity so that it can contribute an optimal benefit to economic and socio-cultural development, as well as to avoid degradation that could occur to the natural resources, coastline and sea. MTH will require processes of planning, utilization and control of the coastal resources, continuously integrating government activities, tourism businesses and community planning among stakeholders to increase the people's welfare.

### **3.5.2. Manado boulevard**

The development trend of Manado City spatially is currently along the coastline of Manado Bay. This can be seen in the development activities in the reclaimed areas. This has implications for tourism. The development of MTH in the old harbour area (Figure 3.15) will complement the other tourism facilities already existing in Manado city and can become the landmark of Manado as a waterfront city.

Shopping tourism with a variety of shopping facilities in the waterfront area called 'Boulevard on Business' (B on B) and culinary tourism at various locations along the coastline of Manado bay are also being pursued.



Figure 3.15: Manado harbour area in 1925 (Moudy's collection)



Figure 3.16: Mega Mall on Boulevard on reclamation area  
(Photo taken by author, June 2009)

The development and redevelopment of Manado City is currently concentrated along the coastline of Manado bay. This can be seen in the development activities in the reclaimed areas where new land has been created (Figure 3.16). A variety of service and trading facilities are now spreading along the Boulevard, *Jalan Piere Tendean*. However, the waterfront development has raised growing criticism and high concern from various parties, such as environmentalists, NGO representatives, and

academics regarding shoreline revitalization, particularly the creation of new land for waterfront development and its possible environmental implications.

Given this key issue, it is important to review critically what has been done in terms of protection and improvement of the environment leading to sustainable development. On the one hand, waterfront development and the considerable tourism attraction potential attached to it have created good opportunities to gain economic benefits through regional and community development. On the other hand, environmental degradation has gradually increased within and surrounding the area. There is a need to reconsider the balance between these two important aspects of development to make sure that as many stakeholders as possible share in the benefits. Therefore, in the process of planning and development, it is essential to have active participation from different types of groups and institutions to seek their insights and to incorporate them into the development program.

The theme for development of the boulevard and other areas is as a lifestyle centre - as a meeting point of the city community or commuters to and from outside the city. This area has been built to be a modern place for shopping in an atmosphere with modern ornaments and a place for entertainment. It accommodates the needs and interactions among families and individuals of all ages. It functions as a modern shopping centre, and contemporary entertainment and culinary centre. Recreation is another potential use of the area that has not been exploited yet and there is also potential for urban tourism. There has been a growing amount of construction along the boulevard area, such as shopping centres, entertainment, culinary and recreation facilities, and also facilities for MICE tourism. The Boulevard area has attractive views of the island, mountain, sky and clouds with their changing formations.

### 3.5.3. Manado Convention Centre (MCC)



Figure 3.17: MCC on Boulevard held World Ocean Conference (WOC) (Photo taken by author, May 2009)



Figure 3.18: Modes of transportation for WOC (Photo taken by author, May 2009)

MICE tourism in the Asia Pacific region has been growing rapidly in the last two decades. Singapore, with its modern infrastructure, has become one of the leading locations in the ASEAN region, especially for big convention and art exhibitions. One of the competitive advantages of this country is its function as a regional and international hub that enables it to be a meeting place. Manado City, on a smaller scale, is functioning as a hub which connects regions in the eastern part of Indonesia and has been expanded to meet the needs of Pacific Rim areas. The infrastructure

available, such as the Manado Convention Centre (MCC) on the boulevard (Figures 3.17 and 3.18) may enable the city to become the MICE centre of Eastern Indonesia. In 2009, MCC hosted the “World Ocean Conference” (WOC) in North Sulawesi which promoted Manado worldwide.

#### **3.5.4. Manado Fresh Mart**

Next to the MCC there is another zone at the border between Cluster A and B. This site, besides the shopping area at the border called ‘Fresh Mart’, has also become an important part of the Manado waterfront as it offers opportunities for water sports. Community-based sports and leisure facilities, including jet skis and parasailing are available within the area (Figures 3.19 and 3.20). This has introduced the community to the nature and significance of both marine sports and tourism which are integrated with commercial activities. The marine-based sport opportunity provides community members with an awareness of the diversity of marine sports and development within a tourism context. The supply of opportunities for marine-based sports activities combines natural, cultural and social attractions and special events.

Next to the mall area there is a floating restaurant called ‘*Wisata Bahari*’ which serves sea food for tourists and other visitors. This is one of the favourite restaurants for city visitors (Figures 3.21 and 3.22). Culinary tourism combined with sport tourism within the area offers multiple opportunities for enhancing the marketing of North Sulawesi’s tourism. A well-planned and integrated approach implemented by tourism stakeholders is urgently required to meet the need for a high standard of facilities and services for tourists.



Figure 3.19: Jet sky on Fresh Mart and MCC area  
(Photo taken by author, May 2009)



Figure 3.20: Parasailing competition on Fresh Mart and MCC area  
(Photo taken by author, May 2009)





Figure 3.21: Floating Restaurant “*Wisata Bahari*” around reclamation (Photo taken by Anton, 2002)



Figure 3.22: Floating Restaurant “*Wisata Bahari*” between Fresh Mart and the MCC area (Photo taken author, 2009)

### 3.6. Chapter summary

Manado has the potential to attract tourists to the urban area. This has led to an increase in its tourism profile through product development based on tourists’

demands. Tourism is seen by local authorities as a significant sector to generate economic growth. This has led to an increase in planning for tourism in the city based on existing resources and the creation of new products. Tourism in Manado is in an expansion phase and tourism is being used as a development catalyst. At the same time, there is a need to invest in other tourism resources, such as heritage and/or historical attractions, and also in infrastructure, in order to enhance the tourism image leading to competitive advantages for the city.

However, urban tourism development provides many challenges for Manado City if urban tourism is to be planned and developed in a sustainable manner. Urban tourism in Manado has emerged as a result of intensive development of tourism infrastructure and product development that has required a process of tourism planning. However, further studies are needed in order to understand the phenomenon and the complexity of urban functions which will influence tourism development in the area. Waterfront development, as a part of urban tourism, has been adopted to support the growth of the city. Heavy investment by the local authority in infrastructure for tourism, including the development and redevelopment of the waterfront, requires integrated planning for the overall urban tourism development in the area and integration with broader urban development concerns.

Waterfronts have multiple uses and, therefore, are likely to be of interest to and involve a variety of stakeholders, not only tourism interests. If the interests of various groups are to be incorporated into development plans leading to greater support, then stakeholder involvement should occur and, ideally, partnerships among stakeholders should be established. MSA for waterfront development could make a substantial contribution not only to the concepts and theory of user-centered designs but also to its practice, including appropriate strategies and methods.



## **CHAPTER FOUR RESEARCH METHODS**

### **4.1. Introduction**

A review of literature revealed that although much has been written on waterfront development, academic research has mostly addressed waterfront development in large coastal cities in developed countries. Few authors examine waterfront development in mid-sized cities in less developed countries. Somewhat similarly, while MSA has been discussed in much academic literature, there is little such writing concerning the implementation of MSA in waterfront development. Although the importance of urban waterfronts has been widely recognized, few urban tourism planners include waterfront development as an essential part of their planning.

This research is aimed at exploring why and how MSA might contribute to good practice for the planning and decision-making processes for resource and environmental management, especially for long-term waterfront planning and development as a part of urban tourism planning. It will develop principles for the successful involvement of stakeholders in planning which could be applied in the context of tourism and waterfront development in Manado, North Sulawesi, Indonesia. This research will also assess the extent to which waterfront development in Manado has followed the principles of MSA. The analyses and discussion will identify deficiencies in the decision-making process that has been used to date and make suggestions concerning how it might be improved.

### **4.2. Case study**

The research questions will be explored through a case study of Manado, North Sulawesi, Indonesia. Case studies are a qualitative strategy through which the researcher explores in-depth a program, event, activity, process, or one or more

individuals. The case(s) are bounded by time and activity and the researcher collects detailed information using a variety of data collection procedures over a sustained period of time (Stake, 1995; Cresswell, 2009). The advantage of a case study approach is that it permits a particular case to be explored in depth. However, there is no guarantee that a particular case is typical and this limits the extent to which findings can be generalized to other cases.

This research focuses on the case of waterfront development in Manado, Indonesia, which has been planned since 1991. The study examines the MWD program, process and the people involved in the project. City governments of Manado have introduced waterfront development to the public over a period of almost two decades. Since 1992, a vision has existed to establish Manado as a waterfront city to attract tourists and visitors to the area. As a part of that program, the city government declared the vision for Manado to become a world-class tourism city in 2010. The city development program was reinforced by the achievement of the green and clean city award in 2002 and 2007 from the central government.

#### **4.3. Selection of the study site and justifications**

The study area for this research is the Manado waterfront area which has been previously identified as Boulevard Cluster A by the local communities. The study area covers Manado Harbour area in the northern part of Manado city to the Fresh Mart area in the southern part of the city (Figure 4.1).



Figure 4.1: The Northern (left) and the Southern (right) parts of Cluster A  
(Photos taken by author, 2009)

The main attributes of the selected study area are:

- 1) Manado Harbour which is being converted into Manado Tourism Harbour (MTH).  
The harbour has historically had unique opportunities in trade and tourism. Since 2006, the central and local governments have proposed that the old harbour be converted into MTH to meet the need for sea trade and tourism development within the area. Manado harbour is located on the border zone between cluster A and cluster C of Manado waterfront.
- 2) Manado Boulevard is currently being developed to be a business and trade centre of the city and is called B on B (Boulevard on Business). This site offers multiple uses such as a shopping centre, meeting points, and a place for tourism and leisure activities for both local residents and city visitors. The Boulevard is located at the centre of the reclamation area of Manado Bay which is being intensively developed to gain economic benefits for the region.
- 3) Manado Convention Center (MCC) is located at the heart of the boulevard area and has been established as the primary place to accommodate MICE tourism in the city. There is a growing demand in the city for spaces where people can deliver services, such as art galleries, concerts, festivals and conventions. MCC

has become an important icon for Manado city to host various international events such as the International Choir Competition (June 2004), the World Ocean Conference (2009) and Sail Bunaken (2009).

- 4) Manado Fresh Mart is located at the border between cluster A and cluster B of Manado waterfront. This site was the first shopping area (Bahu Malls) that was established within the reclamation area. The existence of the Manado Fresh Mart is important for both the local communities and city visitors as it is surrounded by other features, such as marine-based water sports and restaurants to cater to broader interests.

These contiguous sites were selected for emphasis due to their high levels of use by the local community. However, there are many buildings and uses sandwiched between these sites and tourism, commercial and residential land uses overlap. The idea of Manado as a waterfront city has been established by the local government and communities but there is a lack of detailed planning that addresses protection of the natural environment both within and surrounding the area. Environmental impacts have been neglected to speed up the production of economic and social benefits from MWD.

#### **4.4. Research approach**

The research process or methodology is the process by which evidence is acquired to address the research questions. In this study, mixed methods were used. Mixed method research is a type of research that combines both quantitative and qualitative approaches and techniques in a single study (Johnson and Onwuegbuzie 2004; Creswell 2009). Research approaches are often divided into three types: quantitative, qualitative, and what is variously called multi-method (Brannen 1992), multi-strategy (Bryman 2004), mixed methods (Creswell 2003, 2009; Tashakkori and Teddlie 2003),

or mixed methodology (Tashakkori and Teddlie 1998). In evaluation research and in several other applied fields, the case for a multi-strategy research approach seems to have acquired especially strong support (Tashakkori and Teddlie 2003). Figure 4.2 shows the components of the research that is essentially a case study of Manado waterfront in Manado, North Sulawesi, Indonesia. The attributes of this area are have been described above. The details of these methods will be described below.

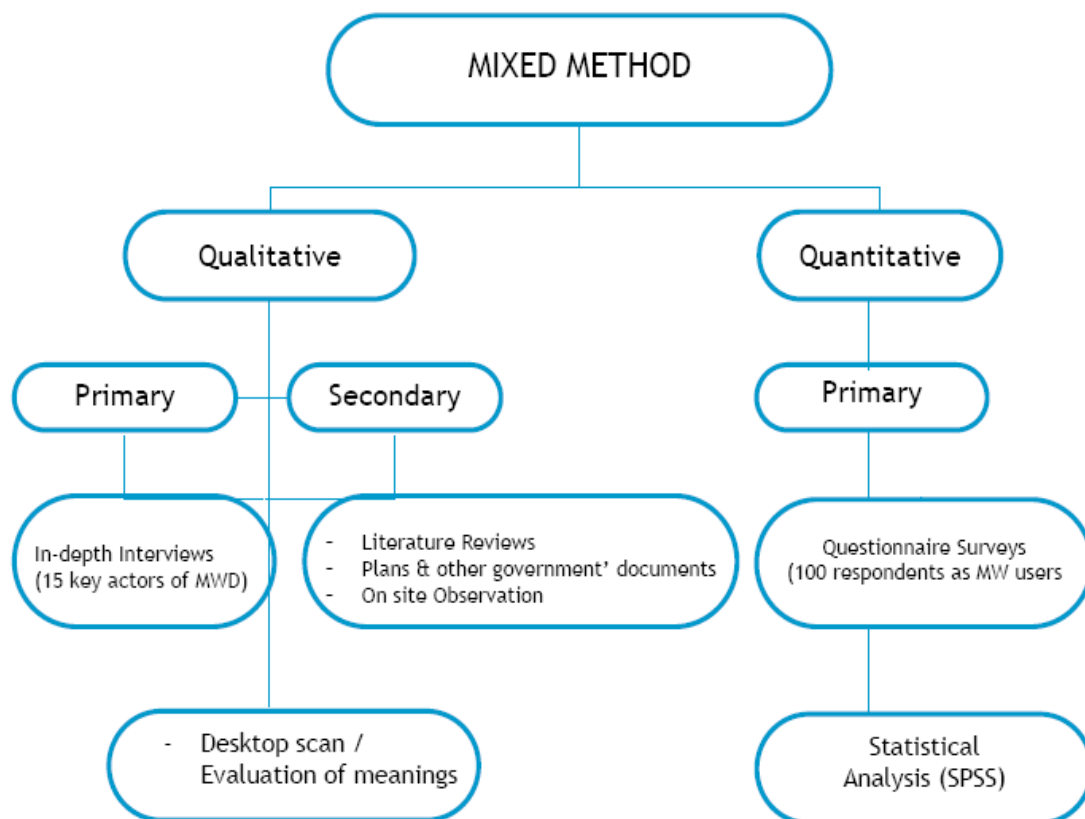


Figure 4.2: The basic nature of the research

#### 4.4.1. Qualitative research

The field research was undertaken from July 2009 to July 2010 in Manado, Indonesia. This research involved a questionnaire survey, in-depth interviews and on-site observations. Initially, qualitative research was undertaken by conducting in-depth

interviews with informants who were key actors in Manado waterfront development from the planning through the implementation and monitoring phases.

#### **4.4.1.1. Primary data**

**In-depth interview:** Interviews were conducted to ascertain the involvement of the respondents in each step of MWD planning process. In-depth interviews are a technique used for collecting primary data. The primary data are crucial to get first-hand information about the process of Manado waterfront development. The interviews are used to gain an understanding of the underlying reasons and motivations for people's attitudes, preferences or behaviour (Dissertation Guide, TVU London, 2005). For the purposes of this study, structured interviews were carried out with 15 key informants who had been involved in waterfront planning and the development process in Manado. The key actors ranged from environmentalists and academics (who were mostly included in the Environmental Impact Assessment Team for the Manado Waterfront), land owners, monitoring team members, field surveyors, NGO representatives and community forum members. They included practitioners undertaking the planning process for Manado waterfront and members of different backgrounds and experiences at different level of government (city and province). The mix also included people from the public and private sectors, residents and non-residents, community members and academics, males and females, bureaucrats and NGO representatives, business operators and environmentalists. The interviews were conducted in Manado during the research was undertaken (August, 2010) with diversity of people in order to gain a wide variety of perspectives in the waterfront development.

A carefully-worded interview schedule was prepared with some items requiring short answers that could be ticked off. However, the interviews were semi-structured

because, when some questions were asked, respondents were encouraged to express themselves at length. The interviews were conducted in Indonesian and the records were translated and transcribed into English by the author.

**Interview question design** : Interview questions were designed specifically for key actors who had participated directly in Manado waterfront development. Interviews were of two types: 1) face-to-face interviews which were conducted following initial delivery of the information letter with a consent form and 2) telephone interviews which used a recruitment script. These two methods resulted in completion of 15 interviews with no refusals. The participants were recruited by using the snowball technique, one informant referring to another and so on. Informants were contacted from different organizations that had been directly involved in Manado waterfront planning and development. They included the director and other staff of the Environmental Studies Centre, Sam Ratulangi University, city planners, coastal planners, consultants, Manado Waterfront developers, and the Regional Planning and Development Board (at both city and provincial levels). These individuals had first-hand experience with the operational process or were particularly well informed about Manado waterfront planning and development. Unstructured interviews, also called in-depth interviews, were used to encourage the respondents to talk freely. The unstructured format meant that direction of the interview was determined by the respondent's initial reply. The interviewer then probed for elaboration, with questions such as "Why do you say that?" or "That is interesting, tell me more" or "Would you like to add anything else?"

The aim for the interviews was to explore the process of planning and development of the Manado waterfront. The questions covered important issues such as involvement in the development project, capacity to participate, the extent of

involvement, planning documents and development guidelines, EIA implementation, teamwork, challenges, overall assessment of the project, monitoring and suggestions that the informants might have for project development in the future.

#### **4.4.1.2. Secondary data**

The advantage of qualitative research is that the researcher is able to independently analyze all the available data based on her perspective as they apply to the research questions and draw conclusions in a broader context. However, conclusions derived in this way might be biased by personal views unless confirmation is obtained from second or third parties. Interview data and planning documents on MWD were analyzed to extract the important points and their meanings were confirmed from interviews with key actors and the public.

**Literature review:** A literature review was undertaken in order to provide a context for the current research. It established the importance of the study as well as an understanding of other relevant research for possible comparative use (Creswell 2009). Literature was reviewed concerning tourism planning, urban tourism, tourism development in less developed countries, waterfront development, land reclamation and coastal zone planning and management, stakeholder participation, collaboration and partnership. Most of this work was undertaken at the University of Waterloo in Canada in between December 2008 – May 2009.

**Desktop scan:** This research also used desktop research to identify key issues in planning documents and other related materials published by government on MWD. The terms ‘desktop scan’ and ‘desktop research’ are used to describe research that involved accessing information from published and unpublished sources, including relevant books, articles, archival material and extensive use of the internet (Delaney Woods, 2005; Shava, 2008; Mitchell, 2010). The secondary data were collected to



examine whether or not MWD had formal documentation providing the authority to begin the projects and specifying what should be done. A review of planning documents collected from the government departments and public documents was carried out. Thus, for example, information was collected from the EIA documents attached to the Environmental Management Plan (EMAP), as well as the Environmental Monitoring Plan (EMOP) for land reclamation within Manado Bay. A thorough review of several planning documents was undertaken as follows:

1. Spatial planning of Manado city.
2. Five year-plan for tourism development in North Sulawesi.
3. Master plan for Manado tourism.
4. A study of Manado's tourism potential.
5. EIA for the reclamation of Manado bay.
6. Environmental Management Plan for the reclamation of Manado bay.
7. Environmental Monitoring Plan for the reclamation of Manado bay (Documents No 5, 6 and 7 containing the Manado waterfront development guidelines).
8. City profiles containing a description of the city's coastal zone affecting the waterfront development in Manado.
9. City policies and regulation for areas in which waterfront uses have been expanded.
10. Information on the staging of waterfront revitalization and land reclamation and the modifications made in Manado.
11. Information on the actual development that has occurred on the Manado waterfront.

The documents were examined to: 1) examine general information on the reclamation impacts being assessed for Manado waterfront development; 2) identify the criteria for measuring the impacts being assessed; 3) identify the reclaimed land uses of each Manado waterfront development; and 4) evaluate the important impacts of land reclamation in Manado Bay.

**Observation;** Observational data were also recorded for this research and was used to document the physical setting and the developments that had occurred up to the time that the study was undertaken. It was done by walking systematically in the study area while observing and taking photographs. This information is used to describe and illustrate the current situation in the planning areas of the Manado waterfront.

#### **4.4.2. Quantitative research**

The primary quantitative data were procured from the questionnaire survey administered to the users of Manado waterfront as well as the communities surrounding the Manado waterfront. Reflecting the variety of users of the area, questionnaires were completed by government personnel, academics, NGO staff, business operators (individuals and groups) and others such as shoppers and local residents.

**Questionnaire:** Questionnaire surveys can be used to collect both descriptive and analytical information. Descriptive questions reveal ‘what’ the situation is and analytical questions indicate ‘why’ it is that way (Kitchin and Tate 2000). Both closed-ended questions (CEQ) and open-ended questions (OEQ) can be used. CEQ is where the respondent is given a number of answers from which they must choose. OEQ does not provide possible answers and the respondent is able to respond freely. Although this type of question avoids the problems of suggesting potential answers to the respondent, it is harder to analyze quantitatively, requiring some form of content

analysis. The information obtained from the questionnaires was primarily analyzed quantitatively.

**Questionnaire design** : A questionnaire was used to examine to what extent multiple stakeholders were involved in the process of Manado waterfront development. Some of the questions were open-ended but most were closed questions using Likert scales. The questionnaire was designed to: 1) identify the participants' knowledge of the Manado waterfront and the media from which they get information; 2) gain information on the roles, level of participation and motivations of stakeholders as participants in Manado's waterfront development; 3) examine the description of Manado waterfront and its meaning to people; 4) explore the various impacts of Manado's waterfront development; and 5) understand the importance of Manado's waterfront uses and associated changes.

The questionnaire survey was conducted in two ways: 1) 60 questionnaires were sent in a closed envelope, along with an information letter, consent form and a stamped, addressed return envelope, using random sampling method, to those using and doing business in the study area, such as business operators, government authorities, academics and NGO representatives; and 2) 40 questionnaires were administered on site using the intercept method with a verbal recruitment script. This type of survey was given to local residents and pedestrians including local residents and visitors who passed by while walking around the waterfront. As most questionnaires were not completed immediately, the information letter and a stamped addressed return envelope were provided. The questionnaire surveys were followed up with personal interviews. Respondent provided contact information in their responses, allowing clarification and probing of responses to the open-ended

responses. The response rate was 100%, indicating the enthusiasm of participants to be involved in this study.

**Statistical analysis** : The questionnaire surveys were coded and analyzed using The Statistical Package for the Social Sciences (SPSS). It was used to calculate descriptive statistics, such as frequencies and means; to generate cross-tabulations; and to prepare graphs. Likert scales were used in the questionnaire, with possible scores from 1 to 3, and 1 to 5, to generate numerical indicators of the level of importance that respondents attached to their responses.

#### **4.5. Ethical consideration**

All surveys and interviews were conducted following ethics clearance was from the Office of Research Ethics, University of Waterloo, Canada (26 June 2009). A list of interview guidelines was prepared prior to conducting the interviews and given to the interviewees as appropriate. Both the survey and the interview information were collected in confidence.

#### **4.6. Research challenges and limitations**

Several challenges were experienced in the field while undertaking this research as follows:

- 1) **Unwillingness to share information:** Studies are often difficult to obtain due to the confidentiality of the information or possibly because of the “closed door” that limits the availability of information and, hence, informed criticism. Key documents are not made public for it may be felt that public access is not relevant: planning and development are often not undertaken in public. Furthermore, key decisions may not always appear in the documentation.

- 2) Lack of transparency; transparent procedures include open meetings, financial disclosure statement, development legislation and the freedom to share information and they were often lacking in the case that is being explored.
- 3) Frequent administrative and government changes; collecting data and gathering information from the public sector is always challenging, particularly when the administrative staff are not well informed as they are relatively new in their positions. In such cases, information gaps exist and it is not possible to obtain continuous information for certain periods of time.
- 4) Lack of human relations; this social aspect plays an important role in communication between the informants to researchers. Lack of motivation and employee satisfaction may reduce the likelihood of key informants of an organization providing company information
- 5) Lack of interest in the research results; lack of awareness and understanding of previous studies and research are common. Accordingly, there may be substantial gaps between the contents of documents and actual practice.

In addition to the above challenges that are inherent to research of this type in many developing countries, a number of additional limitations can be noted. It was initially planned to undertake 30 interviews using the snowball technique to identify informants. Such an approach is started without an initial decision on the desired number of interviewees but it stops when no new insights are being gained or no more potential participants are identified by informants. However, it was found that, by using this method, participants from one group (developer management and staff) were over-represented. Thus, it was necessary to seek representatives of other groups (EIA team members, academics, EMOP team members and community forum members). In the end, 15 participants were used representing 5 major different

groups. This process took longer than what was expected, as did the use of a combination of in-person and telephone interviews.

Another drawback was that few key actors in MWD were involved from the beginning of MWD as the development team members changed frequently. Lack of continuity and inconsistency in the team membership has existed throughout the project. Thus, information and arguments on the whole MWD project may reflect the situation at a particular time. Additionally, to ensure the anonymity of individuals, quotations are attributed to interest groups rather than to individuals, thus limit understanding of the variability of responses within the group.

The author was involved in several informal meetings and discussions on MWD as an academic. This greatly increased the ease of acquiring relevant documents as well as accessing key stakeholders involved in the planning process. On the other hand, there is a danger that the author could be viewed as an “insider” whose ideas and interpretation may have been influenced by this involvement. However, the use of a mixed methods approach in the study, including interviews with stakeholders with a diversity of perspectives likely reduced possible biases.

## **CHAPTER FIVE LAND USES AND STAKEHOLDERS ON THE MANADO WATERFRONT**

### **5.1. Introduction**

This chapter describes the changes that have occurred and are occurring on the Manado waterfront. MWD is a large project which is transforming the waterfront and the city. The chapter is essentially descriptive and is derived primarily from interpretation of the plans and personal observation. The purpose of providing this information is, first, to describe the changes in land use and environment of the case study area and, in doing so, to introduce the varied stakeholders whose involvement, or lack thereof, is the subject of the following chapter.

With abundant ocean tourism potential, the government of North Sulawesi is giving special attention to developing the tourism sector as stated in the MSTDP (Medium-short Term Development Plan, 2007). The major responsibility for realizing the program of the provincial government lies in the hands of the government of Manado city. As the provincial capital, Manado city has the responsibility for promoting area tourism, particularly marine tourism. In an effort to build and brand the destination, the master plan for spatial city planning has focused on creating a city with a waterfront image and developing the coastal area. The aim is to create a city that has an aesthetically pleasing river and coastal waterfront, and is well-planned and managed (City government, 2007).

The coastal tourism plan for Manado city is based on an analysis of marine tourism potentials and tourist arrivals. The latter is important because Manado is in a strategic position as a gateway to North Sulawesi and is the first place visited by most of those who enter the province. As such, it sets the tone for their visit. Physically,

Manado has tourism products that can be core attractions, major attractions and supporting attractions for marine tourism market segments. Attractions are arranged along Manado's coast in areas such as the Boulevard, Karang Ria, Malalayang and Bunaken island. One of the most popular annual events in Manado is called *festival pante*, which means coastal festival. The event celebrates Manado city's anniversary with activities such as an industrial expo and cultural, culinary and marine sport tourism festivals. It is held in July each year.

The area under the jurisdiction of Manado city is large, comprised of land and sea, as well as a number of islands in the northern part. The combination of land and sea results in a special natural tourism potential, such as coastal areas with beautiful panoramas, a wealth of sea ecosystems, a variety of cultures, a city with panoramic mountain views, lakes and other elements that are the basis of the tourism of the region.

Manado Waterfront Development (MWD) has been taking place since 1991 along the coastal line of Manado city. This is a huge and time-consuming project that will affect a wide range of stakeholders from fishermen to the authorities with power over the development. Cluster A of the Manado waterfront is the initial area of development and redevelopment. It is in the city centre which has been greatly expanded and made into a business and trade centre for the whole city without a detailed plan. Rapid change within cluster A of Manado waterfront has created serious environmental issues and these are associated with different perspectives and interests among the stakeholders. Debate has occurred for years about land reclamation and the best way to develop Manado waterfront. MWD, particularly cluster A, was formally initiated in 1991 with a length of about 3 km. It is an area of substantial land reclamation. The area is designated especially as a centre for trade



and business, leisure and recreation, lifestyle enhancement and tourism activities. The plan is to equip the city with various business and tourism facilities as an integral part of the city development plan. At the time of writing (2010), this component of the plan is being implemented. It was observed in the field that almost all new and extended services and products within the area are for private-sector trade and other business purposes.

The developmental stages of MWD are set out to distinguish development areas and associated land uses. These are summarized in a table at the end of this chapter, particularly for cluster A which is the focus of this research. Clusters B and C are to the north and south of cluster A respectively and will be developed later. They are not considered in detail in this research. This section of the thesis describes and examines the developmental stages of cluster A (past and present or 1991- 2010) and will: 1) describe the evolution of the Manado waterfront; 2) define various land uses at and around the Manado waterfront; 3) identify the stakeholders involved in the project; and 4) identify the issues occurring in MWD. Cluster A has been developed rapidly with multiple uses in a series of stages that is described below.

## **5.2. Land uses in the past**

In the past, the majority of the Manado coastal area was accessed, used and occupied by traditional fishermen. Figure 5.1 shows the physical environment of Manado waterfront where traditional fishing occurred in the past before land reclamation took place. The map shows that Manado city was mostly located along the coast and was occupied mostly by fishermen. The first governor's office was also located on the coast. Manado harbour is at the northern end of cluster A with dive spots nearby on the abundant coral reefs. The local community originally depended on these resources for their livelihood. However, as land reclamation has taken and continues to take

place, the coastline has changed markedly and massive coral destruction has occurred on sites that now are devoted to trade, business and other enterprises that have been established for economic gain.

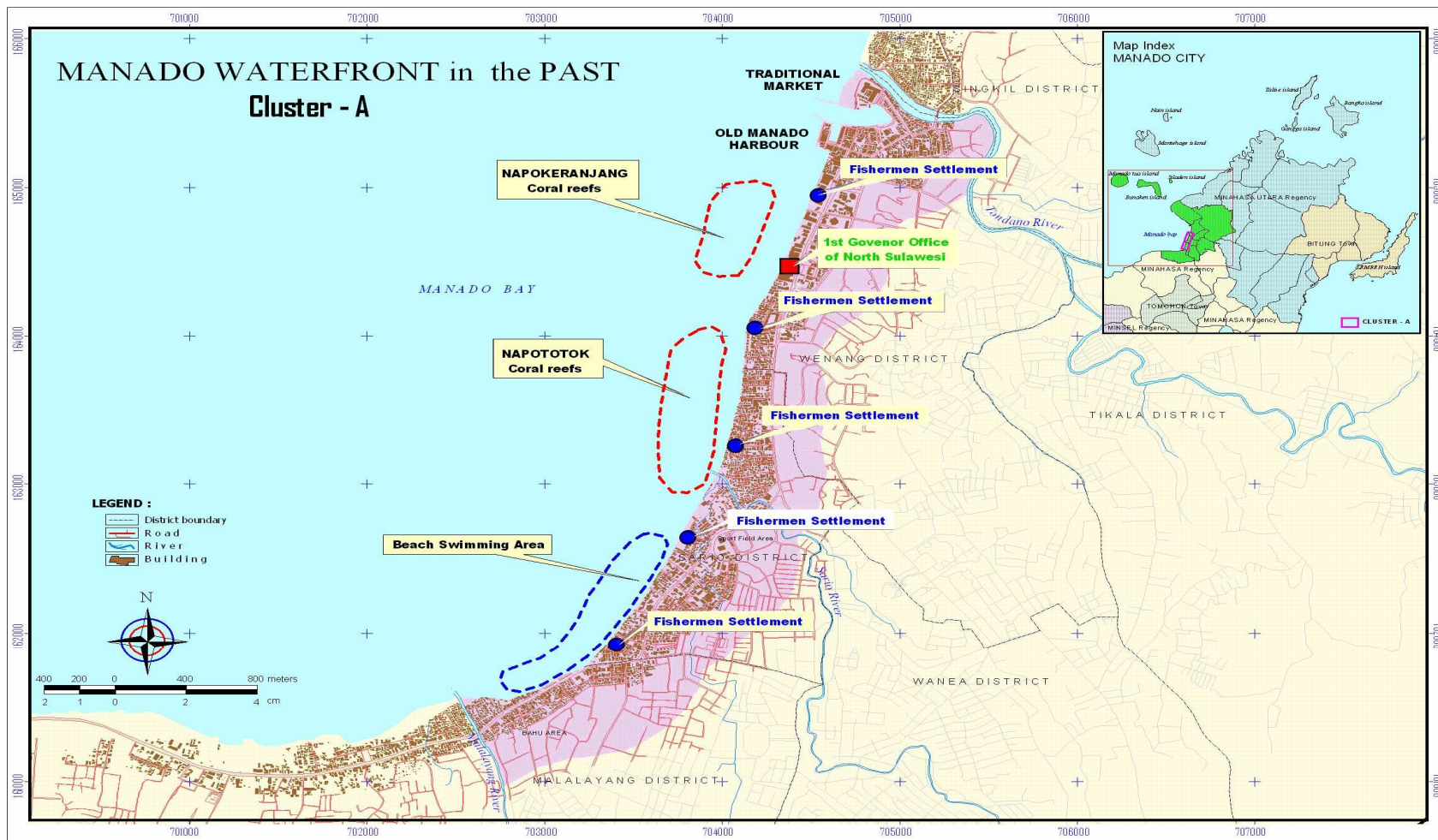


Figure 5.1: Manado waterfront in the past (Modified from Spatial Plan for Manado, 2010)

Reclamation within the area has destroyed the natural environment. On-site observation and analysis of the historical development of Manado waterfront development within cluster A indicate that waterfront development has failed to incorporate environmental protection for future generations. Historically, this area supported a variety of activities that will be described in the following sections.

### **5.2.1. Public uses**

**Fishing ground for traditional fishermen:** In the past, Manado waterfront was mostly used as a traditional fishing base for local fishermen. Traditional fishers in the past extensively utilized the coast and the sea to support themselves. They freely accessed the sea to fish from dawn to the end of the day (Figure 5.2). However, this has changed due to the land reclamation that has occurred along Manado Bay. On-site observation revealed that the fishermen have been marginalized to the extremities of the reclamation area of cluster A. As a result, there has been extensive criticism by the fisher society that the developers and government have failed to protect them from marginalization resulting from land reclamation. This has created issues in MWD where elites have been allowed to operate their businesses in the area while the needs of traditional fishermen, who had lived there for generations, have been ignored.



Figure 5.2: Traditional fishermen fishing along the Manado Coast  
(Photos taken by Anton, 1983)

On the one hand, it has been admitted publicly that the fishermen should be protected and that their removal to an appropriate place should be facilitated. On the other hand, the city government has not had the courage or good will to discuss this issue publicly or to address the problems adequately. Land reclamation along Manado Bay within cluster A continues to expand. Debates among stakeholders have occurred regarding this for many years. No agreement has ever been reached as many stakeholders with divergent interests are affected.

**Fishermen's wharf:** As the fishermen sold their catch locally, they traditionally used the coastal area, especially around Manado port, to anchor their boats (Figure 5.3).

Conventionally, the area was used as a temporary fishermen's wharf and boat terminal where the catch was sold to local people. The fish market was temporary and existed in this place in the morning and late afternoon. This area was historically very popular for the local residents as a place to buy fresh fish at reasonable prices to meet their daily needs (Figure 5.4). This was the place where the fishermen earned money to maintain their family's lives.



Figure 5.3: Fish market at Manado Port in 1930  
(Source: Moudy's collections)



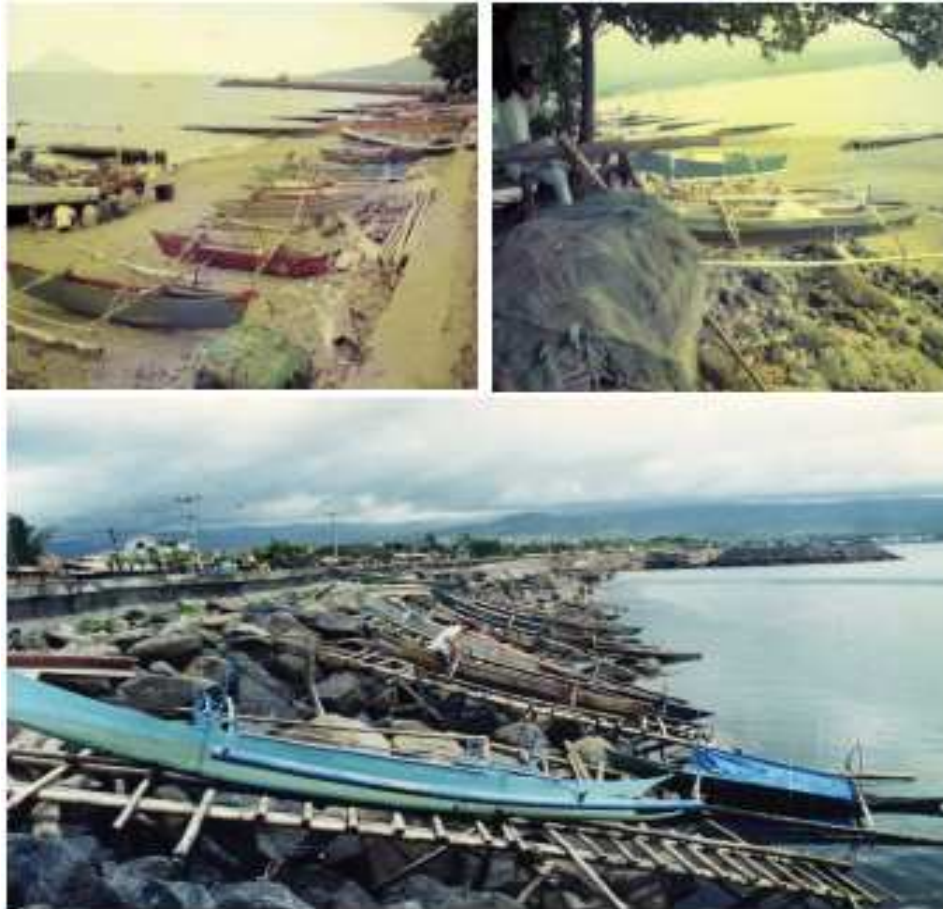


Figure 5.4: Traditional fishermen's boats along Manado Coast in 1987  
(Denny's collection, 2009)

The local fishermen did their business manually with limited technology applied into fish processing. On the one hand, the customers could buy fresh fish for reasonable prices directly from the fishermen at and around Manado port. On the other hand, the fishermen could only have a small income due to limited product supplies. This indicates the weak link that existed between fishermen and fish processing technology. The limited technology, restricted skills and limited capabilities of the traditional fishermen affected fish production. One limitation of the traditional method of fishing was that there were difficulties in increasing income due to the inability to increase the stock when demand was high.

**Pedestrians:** In the past, due the easy and free access to the Manado waterfront, the Boulevard was used by many pedestrians (Figure 5.5). There was high casual use of the waterfront and the local populations had easy access to the favoured areas, particularly the coastline, including the beaches. Pedestrians were able to walk close to the water. Now, access has been blocked by the construction of buildings on reclaimed land between the Boulevard (road) and the shoreline. Thus, the rapid development and change of uses of the Manado waterfront has reduced public access to the shoreline.



Figure 5.5: Boulevard for pedestrians  
Photos taken by Wurara, 1992 (left) and Anton, 1992 (right)

**Meeting points:** Historically, people had meetings on the coast for a variety of purposes. Social gatherings, marine boat festivals and government meetings were held on the coast, especially at the old harbour (Figure 5.6). The waterfront was very accessible and was a very popular location for many activities and interests. It was a focus for residents' leisure interests and contributed to their sense of belonging to Manado. Many of the community's activities have been associated with the waterfront natural setting. For



these reasons, local people are expected to be concerned about changes in the waterfront and to appreciate the need for waterfront protection. Environmental issues have grown in importance in the light of the current land reclamation occurring at and around the Manado waterfront.



Figure 5.6: Meeting point at Manado waterfront (old harbour) in the 1930s  
(Source : Moudy's collections)

### 5.2.2. Sea transport

**Old Manado harbor:** In the past, Manado waterfront, particularly the old harbour, had an enormous role in the transportation of both goods and passengers (Figure 5.7). Vast

quantities of materials were transported through the ports. The old harbour was a transportation centre for city residents and visitors to travel to and from Manado to nearby islands. Manado port changed gradually in response to changing transportation technology. Today, a wide variety of machines and transportation equipment is used to provide safe and convenient access to the sea. Unfortunately, the result is an increasingly diverse range of chaotic transport activities at and around Manado harbour and other places on the waterfront.



Figure 5.7: Sea transportation at old Manado Port in the 1930s  
(Source : Moudy's collections)

### 5.2.3. Leisure and recreation

**Beach swimming:** For recreational activities, the Manado coast within Manado bay was also used as a swimming area for it was convenient and had warm water of high clarity

(Figure 5.8). It was a place for local people to recreate on the beach and to swim in the morning or in the afternoon while enjoying the sunset and the panoramic views of the island-mountain 'Manado Tua'. Easy access to an open beach and free swimming may have formerly been taken for granted. Threats to this might have raised the awareness of local people of the need to protect the natural environment for future generations.



Figure 5.8: Beach swimming area for local residents in 1990  
(Denny's collection, 2009)

**Fishing for Fun:** Manado waterfront was the place for local recreational fishers to relax while watching the sunset at no cost. Prior to land reclamation, the coastline was used by many local residents to relax and enjoy the sunset while walking, sitting, fishing or rowing (Figure 5.9). Since reclamation has been taking place, access has been reduced

dramatically and the number of people approaching and visiting and the coast has diminished. The boulevard is now lined with malls, shophouses and business centres. These facilities have increased the popularity of Manado waterfront as a business centre, while public access to the shoreline has been increasingly denied.



Figure 5.9: Fishing for fun at Manado waterfront  
(Photos taken by Anton, 1992)

**Summary :** In essence, free public access to the waterfront existed in the past and the coastal, natural environment was important to local life. At these times, pressures on the resources were less and it appears that both the local people and the local government appreciated the open access to the shoreline. The city economy was not then powered by investment in reclamation for businesses purposes and to stimulate regional development. Traditional fishermen and the local public were important users of the resource and impacts on it and conflicts between users were few.



### 5.3. Land uses from 1991-present (2010)

Since the land reclamation was initiated in 1991, land uses along the shoreline have changed rapidly. Many issues have resulted from the land reclamation and rapid development of the waterfront. The development has been undertaken for business and trade to promote economic benefits (Figure 5.10). Six developers have had a major impact on the waterfront, particularly in cluster A which is the focus of this research (Figure 5.11). They are Megasurya Nusalestari Ltd (36 ha), Multicipta Perkasa Nusantara Ltd (6 ha), Bahu Cipta Persada Ltd (7.5 ha), Papetra Perkasa Utama Ltd (5.325 ha), Sulenco Boulevard Indah Ltd (9 ha) and Gerbang Nusa Perkasa Ltd (10 ha) (City government for the City Spatial Document, 2008).



Figure 5.10: The beginning of land reclamation within Manado Bay in 1991  
(Photos taken by Anton, 1992)

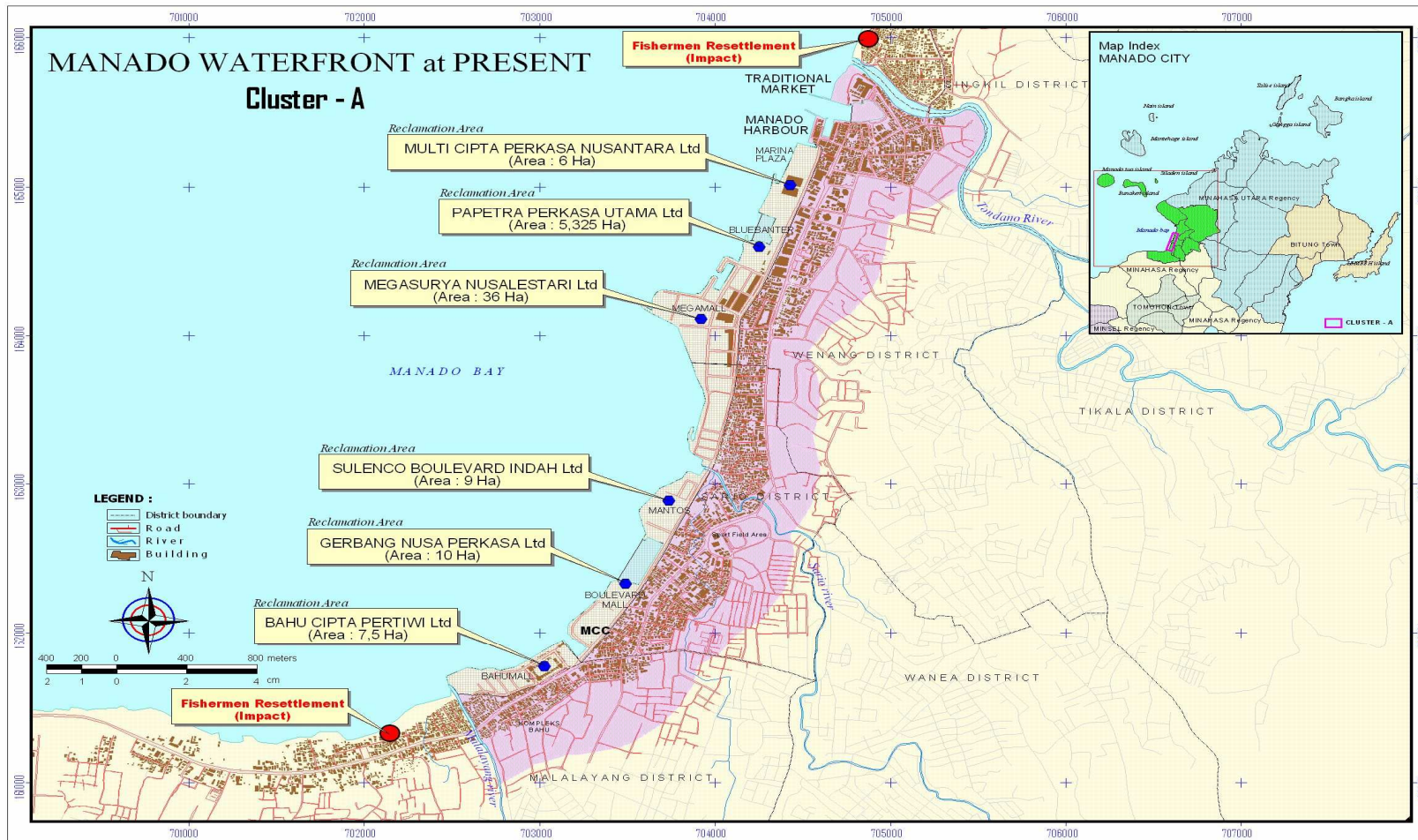


Figure 5.11: Cluster A of the existing Manado waterfront (Modified from Spatial Planning of Manado, 2009)

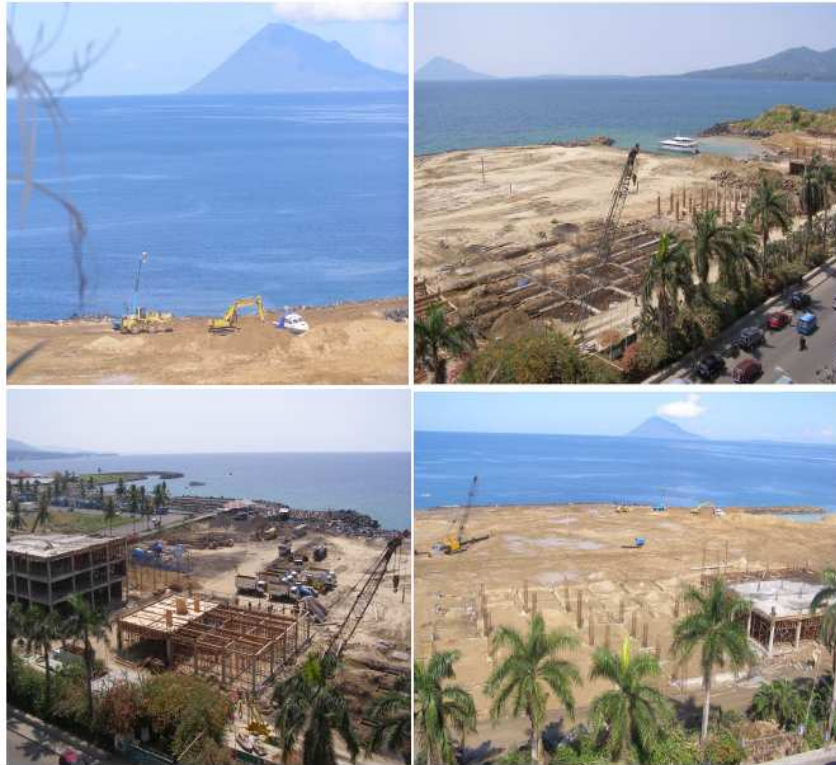


Figure 5.12: The process of land reclamation for MWD in 1992 (Denny's collection, 2009)

As the land reclamation area has been developed, significant environmental, economic and socio-cultural changes have occurred (Figure 5.12). More sites for business and trade and associated infrastructure have resulted in lost habitats and decreased environmental quality. Cluster A has developed rapidly with multiple uses that are described below.

### 5.3.1. Public uses

**Traditional local market:** There is a traditional market called '*Pasar Bersehati*' adjacent to the port area. It is the oldest and the biggest traditional market in the city, selling a wide variety of mostly local products at reasonable prices (Figure 5.13). Agricultural products, including vegetables, foods and beverages, various fruits, animals, meats, sugar and cake, as well as fish, fabric, pottery and handicrafts are sold here without separate buildings for different goods. The chaotic condition of the market and its setting are a problem. However, there is a plan to develop the place



into a touristic market in association with the Manado Tourism Harbour (MTH) development plan. The plan has drawn attention to the importance of a hygienic fish market to enable fishermen to sell their catch in the area.



Figure 5.13: Traditional market close to Manado port  
(Photos taken by author, 2009)

### 5.3.2. Sea transport

**Manado Port:** The harbour area has mixed uses but is especially important for transporting goods and passengers, including tourists (Figure 5.14). Historically, the area was under the control of the Dutch Indies government. Therefore, Manado Harbour area is an historical remnant with heritage values that should be maintained because it held an important role in the historical development of Manado city. As the only harbour in Manado city, it is also important to the surrounding trading area, as well as Manado city and other areas in North Sulawesi Province. The historical character of the harbour may give it tourism values but it is not well planned and the poorly organized circumstances of the existing Manado Harbour compromise both the efficiency and safety of shipping services.





Figure 5.14: Chaotic mixed uses of Manado Port  
(Photos taken by author, 2009)

### 5.3.3. Tourism

**MICE tourism**: MICE (Meetings, Incentives, Conferences and Exhibitions) tourism has recently grown in Manado city and international events have been attracted to North Sulawesi. Manado Convention Centre (MCC) on the Boulevard has become an important venue for the events (Figure 5.15).

Manado has a long coastline with tourism potential and a growing number of hotels and resorts. There are facilities and services for conferences and conventions, supported by opportunities to eat, relax and take city tours. Exhibitions and commercial fairs are held in MCC on the Manado waterfront. A number of regional and international cultural events, exhibitions and fairs have been held successfully in

MCC, such as WOC (World Ocean Conference) and CTI (Coral Triangle Initiative) in May 2009, as well as Sail Bunaken in August 2009. The events created many chances to co-operate in ocean science and technology, including tourism.



Figure 5.15: Manado Convention Centre (MCC)  
(Photos taken by author, 2009)

The WOC, which was held on 11-15 May 2009, was a formal and very important meeting of heads of states that have coastal and marine territories. Scientists, NGO's, journalists, the private sector and other stakeholders participated in the meeting to discuss current marine issues, such as climate change and the degradation of marine resources. The aim of the meeting was to achieve international commitments regarding the sustainable development of marine resources and the prosperity of mankind. The event was attended by about 1,000 participants from 111 countries. Other side events were held at WOC, such as the International Ocean Science, Technology and Policy Symposium, and the Technology and Industry Exhibition. The 33 provinces of Indonesia and all the regencies within North Sulawesi

took part in the exhibition. Other local events, such as Manado Expo, marine festivals, music and culture festivals, and international choir competitions have also taken place in MCC.

#### 5.3.4. Trade and business

**Boulevard on Business (B on B):** The Boulevard has been designated to be the business centre or Central Business District (CBD). This place offers a concentration of business and trade outlets (Figure 5.16). Commercial enterprises such as shopping malls, banks, cinemas, entertainment facilities, hotels, a convention centre and offices are found here, catering primarily to the needs of city residents. The area is popularly called B on B (Boulevard on Business).



Figure 5.16: B on B (Boulevard on Business)  
(Denny's collection, 2009)

As a business and trade centre, B on B is an increasingly important area for the local residents and city visitors. A rapid demand for business and trade locations at and around the Manado waterfront shows the growing interest of people to approach this area for their activities. There is a strong link between the people and the



waterfront location, although the developments have greatly reduced public access to the shoreline. It is also important to note that many of the business and trade establishments do not require a waterfront location for their operation and could have operated successfully elsewhere.

**Malls and shop houses:** Because the majority of city residents shop on the Boulevard, there is a high demand to live near the waterfront and this has further stimulated the development of malls and shophouses. The biggest developer, Megasurya Nusalestari, at the time of study had established 386 shophouse units (Figures 5.17) of various types: Mega Style (181 units), Mega Bright (25 units), Mega Profit (24 units) and Mega Smart (156 units) (Company Profile of Megasurya Nusalestari, 2008).



Figure 5.17: Megasurya Nusalestari area  
(Source: Megasurya Company profiles, 2008)

This developer created the Manado Trade Centre (MTC) at the waterfront and this is a very popular place both for residents and visitors. However, arguments

against the land reclamation present serious challenges to the desirability of this development. Critics question the ability of government, investors and related parties to consider the environmental impacts resulting from the land reclamation. The most important of these criticisms is that the authorities and related parties have failed to develop the area in a sustainable manner.



Figure 5.18: Malls and shop houses at Manado waterfront  
(Photos taken by author, 2009)

Due to the rapid development of malls and shophouse businesses, the Reef Restoration Group claimed that the vision for Manado as a waterfront city might be replaced by the reality of a mall city (Figure 5.18). This group argued that, based on recent population trends, land reclamation is being undertaken in the quest for economic growth to the detriment of the coastal environment (Reef Restoration

Group, 2009). Thus, debates, criticisms and arguments among the government authorities, residents and other community members have existed regarding MWD and these issues need to be resolved through stakeholder involvement, coordination, collaboration and partnerships.

#### **5.4. Impacts**

Much of the criticism of the land reclamation stems from the belief that economic benefits have been pursued without considering the associated negative impacts. This will be explained in more detail in the following sections.

**Traffic congestion and pollution (water, air and noise):** MWD has resulted in a significant increase in pollution (water, air, noise) and traffic congestion. There are two transportation options in Manado city for those without private cars: taxis and public transport vehicles called '*mikrolet*'. Manado city centre is easily accessed by the city residents by these two forms of land transportation, as well as by boats from the islands. However, the reclamation and building construction activities have created air and noise pollution that stem from the chaotic transportation situation at the Boulevard area in the heart of the city (Figure 5.19). Speeds have slowed as a result of congestion, traffic jams occur and there has been increased queuing for local transport. Ultimately, land reclamation within Manado Bay has significantly contributed to harmful air, water and noise pollution (Figure 5.20).





Figure 5.19: Chaotic city transportation  
(Photos taken by author, 2009)



Figure 5.20: Traffic congestion and high pollution on the Boulevard  
(Photos taken by author, 2009)

Air quality in the land reclamation project area is worsened due to a high number of large stationary pollution sources and high traffic volume along the Boulevard. There are major emissions sources from the project heating systems and enterprises operating in the area. Pollution from cars and trucks going to and from the reclamation areas has affected coastal residents living near the busy Boulevard and has reduced the air quality

**Limited access for fishermen:** Land reclamation within cluster has A caused a number of social and environmental issues. Reclamation activities displaced traditional fishermen who were resettled at both ends of cluster A, near the Malalayang and Tondano Rivers (Figure 5.21). Fishing grounds for fishermen are no more available as a consequence of the massive reclamation activities on cluster A of the Manado waterfront. The fishermen are marginalized, which affects their life now and for generations in the future.



Figure 5.21: Resettlement of traditional fishermen  
(Photos taken by author, 2009)



In such a situation, Corporate Social Responsibility (CSR) is a concern. CSR is required to contribute to equity through efforts to limit the marginalization of the fisher community by increasing equality of opportunity and social justice, and correcting the imbalance in the distribution of income that stems from the reclamation activities along the Manado waterfront. Developers and other business operators along the Manado waterfront should be held responsible for the consequences of their activities on the environment and communities. However, both developers and the city government are unlikely to practice CSR in an appropriate manner by encouraging community growth and development after the land reclamation. It is evident that the fishermen are expected to improve their social status through taking up new job opportunities in the business offices and trade centre areas available at and around the waterfront after the land reclamation. However, it is not easy for the fishermen to understand what is meant and being planned for them. The rapid and drastic change in lifestyle and social behaviour is almost impossible for them. This phenomenon has raised problems due to their lack of the knowledge and skills required for them to access the new jobs. The experience has certainly affected the entire life of the fishermen and their families. Relocation has weakened the fishermen's existence for they now have reduced access to the coast where they traditionally earned their living. This is perhaps the most serious issue within the reclamation area of cluster A of the Manado waterfront. Therefore, the issue needs to be addressed by various stakeholders and, especially, the local authority. However, no new policy initiative has been taken by the government to solve the fishermen's relocation problems.

Evidence of these negative impacts of MWD will be further provided in the next chapter which presents findings of a survey: there is wide recognition and agreement

that MWD had reduced public access to the waterfront and failed to protect the environment. Land uses have changed markedly on the shoreline with adverse implications for environmental quality. Protection, conservation and preservation have been neglected accelerate the economic gains. Lifestyles have changed drastically on the waterfront and, while intensity of use has increased, the interests of some stakeholders, such as fisher families, have not been protected.

### **5.5. Chapter summary**

The result of economic succession within cluster A of the Manado waterfront is a gradual development of facilities and infrastructure and associated gradual loss of environmental quality. The likely impacts of the substantial reclamation and development on waterfront have not been assessed adequately and they pose a challenge for sustainable development and its implementation. Waterfront development in Manado is being undertaken to attract investors and tourists while providing leisure and recreation sites for locals. It is envisioned that Manado waterfront, along with the marine tourist sites within the region, will ultimately provide Manado with high status among global waterfront cities. However, integrated tourism management is required involving the integration of government institutions, private businesses and other relevant industries, as well as integration among tourism attractions (terrestrial, coastal, marine and island tourism). Stakeholder engagement has been lacking and has become one of the most important issues in the development. It is realized that the more the Manado waterfront is developed, the more stakeholders will be affected. Furthermore, the more complicated the problems that arise, the more difficult it is to get solutions that are acceptable to the various stakeholders. To date, economic aspects of development have been given priority. This seems to be common in the mid-sized cities in the less developed countries. With

respect to city tourism, much of the planned tourism and recreation development is not in cluster A at present but is planned to be there in the future after Boulevard Part 2 is completed. Then, tourism and public uses will be concentrated in cluster A which will be designed mostly for tourism and public uses.

The discussion of the study area in this chapter has shown that the development in cluster A was the first, the largest, the fastest and is still growing rapidly. The development in cluster A is the most complicated and is likely to have more negative environmental impacts than in the other two clusters. The general reaction of the city communities to the land reclamation along Manado waterfront, particularly in cluster A, is based on different perspectives. These perspectives will be addressed in detail in chapter 6 (research findings). However, it can be stated at this point that most people feel that the benefits exceed the costs. There is no doubt that MWD within cluster A has resulted in substantial economic benefits. The economy has been stimulated, with associated greater employment opportunities, better services and improved tourism performance. City development, including the socio-cultural impacts of MWD, is rooted especially on the boulevard area as the CBD (Central Business District) for economy, businesses, trade and commercial enterprises. Although the forced displacement of traditional fishermen from their favoured area has become the biggest social issue since the reclamation began, the social and economic changes have resulted in more employment opportunities and higher incomes for many people.

The environmental impacts of waterfront development in Manado have been major. Prior to the MWD, the Manado coast was used by local fisherman to support themselves and their families. Many fishermen oppose the land reclamation activities. Traditional uses have been replaced by commercial businesses and trading. However, the plan for future MWD, after Boulevard Part 2 has been completed, suggests that

the waterfront will be re-opened to the public with easier access. The developmental stages that Manado waterfront in cluster A has gone through and will experience are summarized in Table 5.1.

<b>Table 5.1: LAND USES OF MANADO WATERFRONT (CLUSTERS A )</b>	
<b>PAST</b>	<b>PRESENT (1991-2010)</b>
<ul style="list-style-type: none"> <li>- Mostly is for traditional fishing ground</li> <li>- Fishermen' wharf and boat terminal</li> <li>- Beach swimming area for local residents.</li> <li>- Meeting points for local communities</li> <li>- Sea is used for local transportation routes.</li> <li>- The place for public access to relax while watching sunset for free.</li> </ul>	<ul style="list-style-type: none"> <li>- Chaotic Manado port (mixed use for transporting goods and passengers including tourists).</li> <li>- Unorganized traditional local market.</li> <li>- Mostly become reclamation areas by 6 developers.</li> <li>- Business and trade center</li> <li>- Boulevard on Business (B on B) for economic benefits.</li> <li>- Development of malls and shop-houses.</li> <li>- High Traffic density</li> <li>- High pollution (water, air and noise).</li> <li>- No more free access for fishermen.</li> <li>- No more public space leisure and recreation.</li> <li>- No city park and green space.</li> </ul>

Source: By author, 2010

## **CHAPTER SIX RESEARCH FINDINGS**

### **6.1. Introduction**

Mixed methods were employed to gain information to address the research questions presented in section 1.2.4 of chapter one. Data were gathered from multiple sources at various time points of MWD development during 1991-2010. Questionnaires were administered to 100 respondents who were using the Manado waterfront in 2010. Also 15 individuals were interviewed who were directly involved in MWD. Field observation, literature reviews, a desktop scan and evaluation of meanings of several important documents regarding MWD were also undertaken. The findings of this research are a blend of the results from the the desktop research, survey, interviews and field observation.

### **6.2. Research findings**

#### **6.2.1. Results from desktop research of the plan documents**

Several documents, such as the Environmental Impact Assessment (EIA), Environmental Management Plan (EMAP) and Environmental Monitoring Plan (EMOP) were used to guide the MWD project. The documents provide information on how MWD was planned initially and managed and modified in subsequent stages. This section of the thesis examines information taken from several of these key documents.

##### **6.2.1.1. Environmental Impact Assessment (EIA)**

An EIA document, which is locally named AMDAL (*Analisa Mengenai Dampak Lingkungan*), is required in all major development projects in Indonesia. Table 6.1 presents general information related to land reclamation in Manado Bay. This information is extracted from the EIA document and includes the names of the

developers, the planned area of development, the tourism context of the project, and the likely impacts that were identified for the pre-construction, construction and operational stages of the project.

Table 6.1: General information on land reclamation on Manado Bay

<b>GENERAL INFORMATION OF INTEGRATED RECLAMATION OF MANADO BAY : 98.5 ha in total</b>	
<b>DEVELOPERS : (P I-1-2)</b>	<b>COVERAGE</b>
PT Megasurya Lestari	65 ha
PT Multicipta Perkasa Nusantara	24.5 ha
PT Bahu Cipta persada	7.5 ha
PT Fapetra Perkasa Utama	1.5 ha
<b>TOURISM CONSIDERATIONS on issues of :</b>	
Bunaken National Park	
Tangkoko Nature Reserve	
Bogani Nani Wartabonepko	
<b>MAIN IMPACTS AT PRE-CONSTRUCTION PHASE</b>	
Conflict at borders area	
Changes on the existing spatial plan	
Land ownership and status patterns	
<b>MAIN IMPACTS AT CONSTRUCTION PHASE</b>	
Changes of coastal lines and current patterns	
Changes of traffic patterns	
Increase of noise pollution and decrease air quality	
Disturbances to fisherman activities patterns within Manado Bay	
Changes of water structures & surfaces; erosion, flooding, decreased water quantity & quality	
Disturbances to coastal ecosystem sustainability including Manado Bay and Bunaken islands	
Disturbances to tourism patterns	
River sedimentation	
Influence sailing routes	
<b>MAIN IMPACTS AT OPERATIONAL PHASE</b>	
Decrease in water quality which influence the biota	
Increase in tourism activity which influence the Bunaken National Park	
Community perception and economic and socio-cultural pattern	
Disturbances toward fishermen activity at Manado Bay.	

Source: EIA document analysis, 2010

While the 1992 EIA document reported that four developers would be involved in the project, at the time of the research in 2010, 6 developers had been involved since 2003. Based on data verification in the field and in-depth interviews of key informants, this was associated with an expansion of the MWD area which became

larger than was initially planned (personal communication, 13 March 2010). Thus, after 2003, the key companies and their areas of operation became: Megasurya Nusalestari Ltd (36 ha), Multicipta Perkasa Nusantara Ltd (6 ha), Bahu Cipta Persada Ltd (7.5 ha), Papetra Perkasa Utama Ltd (5.325 ha), Sulenco Boulevard Indah Ltd (9 ha) and Gerbang Nusa Perkasa Ltd (10 ha) (City government for the city spatial plan document, 2008). The addition of two new developers was not considered appropriately for they did not submit an EIA although the inclusion of new developers expanded the area that was to be reclaimed, with implications for the environmental degradation of the coastal area.

The *AMDAL* document clearly identified a variety of likely impacts, but the commitment to address them appears to have been weak. One might have expected the stakeholders of MWD to be aware of possible impacts, since many of them had been documented. However, their amelioration required more than awareness. A strong commitment and ongoing support from stakeholders was needed to push the local authorities and developers to address the issues and these were lacking. For example, certain specifications in the *AMDAL* documents were ignored and the developmental phases were changed based on short-term expediency and market demands. The authorities have very high flexibility in the policy and economic gains are a high priority.

It is somewhat unusual that a pre-feasibility study for MWD was conducted before the project was begun but after the government decision had been made. This study was basically intended to examine the breadth and depth of interest in re-developing the Manado waterfront. The author read the document and identified the impacts that were assessed and assigned a score of 1 to each of these items if they were mentioned with little explanation and 2 if the item was discussed in more detail

(Table 6.2). The same procedure was used in relation to stakeholders' assessments of the plan. Where data were presented in the plan concerning attitudes of stakeholders, such as the general public, fishermen, boulevard visitors and hawkers towards, the likely impacts, these are also reported.

Table 6.2: Assessment of items in the pre-feasibility study document for land reclamation in Manado Bay

<b>CRITERIA FOR MEASURING THE IMPACTS BEING ASSESSED</b>			
Impacts were scored, 1 if presented but with no or little explanation, 2 if prescribed or discussed in details			
<b>Group</b>	<b>Aspects of study</b>	<b>Score</b>	<b>%</b>
	Job Opportunity	1	-
	Land ownership and uses of natural resources	1	-
	Local citizen land ownership at reclamation area	1	-
	Local citizen land ownership at material sources area	1	-
	Level of Income of local residents at reclamation area	1	-
	Level of Income of local residents at material sources areas	1	-
	Level of income of hawkers/kaki lima at reclamation areas	1	-
	Economic Infrastructures	1	-
	Culture	1	-
	<b>Social</b>	1	-
	- Social group and organization	1	-
	- Activity of social group and organization	1	-
<b>A</b>	<b>Community (general public) attitude toward reclamation plan</b>		
	Strongly agree	2	4.14
	Agree	2	86.21
	Slightly disagree	2	4.14
	Disagree	2	5.52
	<b>Reason to agree</b>		
	Wider job opportunities	2	30.47
	Support government program	2	24.46
	Increase tourism facilities	2	14.16
	<b>Reason to disagree</b>		
	Destruction of coastal environment	1	-
	Fishermen marginalized	1	-
	<b>Suggestions of general public for reclamation plan</b>		
	Pay attention to coastal environment sustainability	2	27.93
	Pay attention to local fishermen and residents	2	15.86
	Use local human resources	2	22.41
	More beautification	2	9.66
	Pay attention to traffic and safety	2	6.55
	Create city park	2	2.76
	no comments	2	14.83



Table: CRITERIA FOR MEASURING THE IMPACTS BEING ASSESSED (Continued)

<b>Sources of information for general public on reclamation plan</b>		
Local government	2	8.97
Mass media	2	21.38
Friends/neighborhood	2	11.38
Investor	2	1.38
Enumerator	2	51.72
<b>B Fishermen attitude toward reclamation plan</b>		
Strongly agree	1	-
Agree	2	79.13
Slightly disagree	2	8.7
Disagree	2	12.17
<b>Reason to agree</b>		
Reclamation should be done as government program	2	54.76
Improve regional development	2	21.43
Coastal and city will be more beautiful	2	19.05
To protect the residence from the high tide	2	4.76
<b>Reason to disagree</b>		
Fishermen marginalized and lost of jobs	2	57.14
Difficulties for fishermen to fish and anchor their boats	2	42.86
<b>Suggestion of local fishermen for reclamation plan</b>		
Pay attention to environment	2	12.50
Provide the area for fishermen boats	2	46.88
If they will be relocated, should be near the coast	2	12.50
Use local human resources	2	9.38
Increase cleanliness and beautification	2	10.94
Implement it quickly	2	7.81
<b>Sources of information for local fishermen</b>		
Local government / Village leader	2	0.87
Neighbor	2	3.48
Friends	2	40.00
Mass media	2	19.13
People who measure the reclamation area	2	2.61
<b>Enumerator</b>	<b>2</b>	<b>33.91</b>
<b>C Boulevard Visitors' attitude toward reclamation plan</b>		
Strongly agree	2	14.00
Agree	2	72.00
Slightly disagree	2	8.00
Disagree	2	6.00
<b>Reason to agree</b>		
Wider job opportunities	1	-
More attractive recreation area	1	-
Availability of reasonable tourism facilities	1	-
Increase opportunity to invest that will benefits economy region	1	-

Table: CRITERIA FOR MEASURING THE IMPACTS BEING ASSESSED (Continued)

<b>Suggestions of Boulevard visitors toward reclamation plan</b>		
Give attention to coastal environment	2	14.63
Give attention to fishermen existences	2	7.32
Create new boulevard (road)	2	12.19
Give attention to safety	2	7.32
Give attention to traffic congestion	2	9.76
Give attention to cleanliness	2	26.83
Increase beautification	2	12.19
Wider reclamation areas	2	9.76
<b>D Hawkers'(kaki lima) attitude toward reclamation plan</b>		
Strongly agree	2	3.33
Agree	2	90.00
Slightly disagree	1	-
Disagree	2	6.00
<b>Reasons to agree</b>		
More visitors means more buyers	1	-
Coastal area will be more attractive	1	-
Has to be done as government program	1	-
<b>Reasons to disagree</b>		
Manado Bay will become artificial & increase env. destruction	1	-
Marginalize the fishermen and local residents	1	-
Disturb the selling and recreation activity	1	-
<b>Suggestions of hawkers toward reclamation plan</b>		
Coastal spatial uses should be better	1	-
Not all coastal areas will be reclaimed	1	-
Develop waste facilities and management	1	-
Give more attention to coastal environment and local community	1	-

Source: EIA document analysis, 2010

The table contains some surprising and interesting findings. For example, the large proportion of survey respondents of the pre-feasibility study for land reclamation in Manado Bay agree with MWD includes the fishermen. Given the magnitude of the initiative and its inevitable far-reaching consequences, the limited disagreement that was recorded and the low level of concern were unexpected, at least by this author. It is likely that most people did not know much about what was going on or likely to occur. Astonishingly, it appears on the Table 6.2 that a large proportion (33.91%) of the information which was evaluated by respondents especially local fishermen was

provided by the enumerators. This is not reasonable because enumerators would not have been able to provide sufficient and unbiased information for people to make an independent judgment.

Table 6.3: Evaluation of important impacts of reclamation on Manado Bay

MATRIX FOR EVALUATION OF IMPORTANT IMPACTS OF INTEGRATED RECLAMATION OF MANADO BAY															
ACTIVITY PLAN	PHASES OF ACTIVITY														
	Pre-construction		Construction									Post-construction			
Environmental Components	PC-1	PC-2	C-1	C-2	C-3	C-4	C-5	C-6	C-7	C-8	C-9	O-1	O-2	O-3	O-4
PHYSICAL/CHEMISTRY															
Micro Climate												-UI			
Air Quality / Ashes				-I	-I	-UI	-UI	-UI				-I	-I		
Air Quality / Gas				-UI	-UI										
Crowding				-UI	-UI	-UI	-UI					-UI			
Water Quality						-I	-UI	-UI				-I	-I	-UI	-UI
Water structure							-UI								
Erosion							-UI	-I	-I						
Hydrology/flooding												-I			
Hydro-oceanography						-I									
Spatial structure	-UI						-UI								
BIOLOGY															
Marine Biota															
Plankton						-I						-UI	-I		
Benthos						-I						-UI	-I		
Nekton						-I						-UI	-I		
Coral Reefs						-I						-UI	-I		
Terrestrial Biota															
Flora						-UI	-UI	-UI	-UI	-UI	+I				
Fauna							-UI	-UI							
SOCIO CULTURAL															
Aesthetics						-UI	-UI	-UI				+I	-I	+UI	-UI
Flexibility															
Job Opportunity			+I												
Income			+I												
Traffic				-I	-I	-UI									
Urbanization												-UI	-UI	-UI	-UI
Demography												-UI	-UI	-UI	-UI
Conflicts	-I	-I													
Community Perception							-I	-UI	-UI						
Fishermen's St of living						-I									
Community Health				-I	-I	-UI	-UI	-UI				-I	-I		
Social Culture												-UI			
Boulevard Beauty						-UI									
Regional Income												+I	-I	+I	+I
<b>Index :</b>															
PC-1 : Administration requirements			O-1 : Tourism activity			-I : Important Negative Impacts									
PC-2 : Determination of proj. area borders			O-2 : Restaurant activity			-UI : Unimportant Negative Impact									
C-1 : Manpower supply			O-3 : Trade activity			+I : Important Positive Impacts									
C-2 : Tools supply			O-4 : Offices activity			+UI : Unimportant Positive Impacts									
C-3 : Material supply															
C-4 : Installation and arrangement of the waterways															
C-5 : Rock mining in <i>Tateli</i>															
C-6 : Soil mining in <i>Taas</i>															
C-7 : Soil mining in <i>Kairagi</i>															
C-8 : Soil dumping															
C-9 : Development at reclamation area															

Source: IEA document analysis, 2010

Table 6.3 presents an evaluation done by the EIA team who conducted the study of the impacts of reclamation on Manado Bay divided into physical, biological and socio- cultural aspects. As before, the evaluation was undertaken for the three project phases: pre-construction, construction and post construction. However, these phases are further divided to highlight the roles of particular activities. The pre-construction stage involved administrative requirements and determination of the borders of the project area. The construction stage focused on technical aspects including the supply of infill for the reclamation. The post-construction stage addressed the operation of activities such as tourism, hotels and restaurants, trade and business activities.

All specific plans were assessed by the EIA team to identify important negative impacts, unimportant negative impacts, important positive impacts and unimportant positive impacts. The grid shows that most impacts assessed were judged to be negative, both important and unimportant. Three factors were assessed as important positive impacts: 1) job opportunities and income in the pre-construction stage; 2) positive important impact on fauna during the construction stage. This is explained in the following paragraph; and 3) aesthetics, particularly of the built environment, as well as enhanced regional income at the post-construction stage.

The positive implications of construction on fauna are attributed to the building of wave breakers on the sea floor which become a good substrate for coral organisms to settle. If this occurs, other coral reef organisms such as fishes, crustaceans and algae are provided with a new habitat. However, the mouths of the Malalayang and Sario Rivers are not good for coral because of high turbidity. According to the monitoring program, the coral reef habitat within the area is now much wider than before the reclamation.

According to one informant, the *AMDAL* document has become the guideline for all developers, communities and governments for monitoring and management programs. It was further suggested that the environmental issues have only been related to water quality and that those who follow the guidelines have good water quality in their vicinity (personal communication, 12 May 2010). However, results of monitoring within Manado Bay indicate that negative impacts to the environment have been recognized and, therefore, these consequences should be taken into account by the responsible authorities, such as the local government. Solutions are required and, ideally, consensus should be reached on what should be done. Recommendations and guidelines on compensation for affected parties should be established. There is an agreement between the city authority and the developers that 16% of the reclaimed land of each developer should be dedicated to public use. This includes the area for boulevard part 2 (road), open and green space designed to be the city forest and the lungs of the city. Future maintenance is the responsibility of the government (personal communication, 12 May 2010).

In contrast to the mild criticisms presented above, some environmentalists from the local NGO have claimed that the reclamation within Manado Bay, including the Manado waterfront, has resulted in massive environmental changes which have reduced environmental quality. Thus, remedial action and renewed efforts to develop in a sustainable manner are crucial but seem to be impossible to implement in practice for economic benefits for developers and for local people and regional development have become the main priorities. This is supported by the local government because MWD is the centre of trade and business development and a large source of tax income. Indeed, one part of the boulevard along the Manado waterfront is currently known as 'B on B' (Boulevard on Business). Local people and visitors are very

familiar with this spot as it is a centre of business, restaurants, recreation and amusement in the city.

Table 6.4: Land uses of reclaimed areas according to EIA documents

<b>DEVELOPER</b>	<b>LAND USES</b>	<b>COVERAGE (%)</b>
<b>PT BAHU CIPTA PERSADA</b>		
	<b>Block 1</b>	
	<b>Hotel</b>	<b>24.00</b>
	Shopping area	<b>13.33</b>
	<b>Marina/jetty</b>	<b>0.20</b>
	Children Play ground	<b>13.33</b>
	Coastal restaurant	<b>5.33</b>
	City park	<b>13.33</b>
	Alternatives road	<b>0.80</b>
	Sport facilities / parking area	<b>9.67</b>
	<b>Sea guard tower</b>	<b>20.00</b>
<b>PT MULTICIPTA PERKASA NUSANTARA</b>		
	<b>Block 2</b>	
	<b>Hotel</b>	<b>13.06</b>
	Mall	<b>10.31</b>
	<b>Restaurant</b>	<b>8.44</b>
	Office	<b>4.68</b>
	Shops	<b>23.63</b>
	<b>Recreation areas</b>	<b>9.77</b>
	City park, garden, road	<b>30.11</b>
	<b>Block 3</b>	
	Mall	<b>12.30</b>
	Office	<b>9.80</b>
	<b>Hotel</b>	<b>12.33</b>
	<b>Recreation center</b>	<b>11.47</b>
	City park	<b>11.67</b>
	Road, parking, garden	<b>42.43</b>
	<b>Block 6</b>	
	<b>Hotel</b>	<b>4.33</b>
	Shops	<b>2.22</b>
	<b>Restaurants</b>	<b>1.33</b>
	Plaza	<b>1.22</b>
	Mall	<b>6.67</b>
	Rental office	<b>2.89</b>
	Volleyball beach & tennis court	<b>10.00</b>
	Garden / city park	<b>18.19</b>
	<b>Waters sport facilities</b>	<b>8.67</b>
	Road and parking areas.	<b>42.78</b>
<b>PT. MEGASURYA NUSALESTARI</b>		
	<b>Block 4</b>	
	Ring road	<b>9.60</b>
	Inner area road	<b>21.70</b>
	City park	<b>11.20</b>

	Public Facility	7.20
	Building (1 floor)	32.93
	<b>Hotel (3 floors)</b>	1.60
	Office areas (3 floors)	5.33
	Shopping areas (3 floor)	10.53
	<b>Block 7</b>	
	<b>Recreation &amp; water sport center</b>	8.99
	<b>Marine tourism jetty</b>	1.03
	Gas station	1.03
	Shopping areas	5.49
	Mall/retailing Center	1.44
	Recreation, shows, market place	5.67
	Cineplex, Bowling	2.51
	<b>Restaurant, Bar, Karaoke</b>	1.76
	<b>Home stay</b>	1.89
	Office area, Bank, Show room,	2.00
	Ready-build Area	1.37
	<b>Three star hotel</b>	2.51
	Luxurious house/beach villa	25.86
	Sport court: Football, tennis, basket	4.26
	Local market within the area.	2.20
	Road (public & complex, etc).	37.51
<b>PT PAPETRA PERKASA UTAMA</b>		
	<b>Block 5</b>	
	<b>Jetty</b>	5.67
	<b>Café</b>	2.02
	Plaza	0.86
	Souvenir shop	2.02
	Swimming pool	3.00
	<b>Diving pool</b>	1.33
	Beach Volley	4.33
	Rock Café	2.00
	Tennis Court	2.08
	Park	3.35
	<b>Sea guard tower</b>	73.33

Source: EIA document analysis, 2010

Table 6.4 shows each developer's planned uses of the reclaimed land according to the EIA documents. It indicates that tourism functions will become important on the Manado waterfront as each developer is expected to allocate reclaimed land for such purposes (printed in the bold font in Table 6.4). This means that tourism is highly regarded by each developer for it is included in their business plans and development programs. However, field observation revealed that changes to the documented land uses have emerged as developers modified their plans to meet the needs and demands

of the market (personal communication, 13 March 2010). In response to urgent proposals, the developers were more likely to serve business operators who would use or rent the land and the business properties, placing lower priority on the possible negative impacts.

#### **6.2.1.2. Environmental Management Plan (EMAP)**

The Environmental Management Plan (EMAP) for reclamation on Manado Bay was attached to the EIA document. This is used to give information and guidelines on how to manage the project based on environmentally friendly principles. The document is made for each developer and arranged in the three stages of development i.e., pre-construction, construction and operation. The EMAP covers such topics as types of environmental impacts, objective of environmental management, plans for environmental management, location, period for doing the environmental management and details of related institutions that will take part in the project. Appendix 6 presents the Environmental Management Plan (EMAP) for land reclamation within Manado Bay for each developer in the MWD project (The table is extracted from the EMAP document).

#### **6.2.1.3. Environmental Monitoring Plan (EMOP)**

The Environmental Monitoring Plan (EMOP) for land reclamation within Manado Bay is also attached to the EIA document plan. Each developer of MWD is required to conduct the EMOP during the three project stages. The EMOP implementation in the field records the objectives of the monitoring activities, location, duration and frequency, the important impacts that are being monitored, sources of impacts, method of analysis and the institutions which are involved in the implementation. This researcher found that not all developers conducted an ongoing monitoring program and so the follow-up programs could not be identified. Appendix 7



summarizes the EMOP for land reclamation within Manado Bay for each of the developers. The table is extracted from the EMOP document which was attached to and published with the EIA document.

#### **6.2.1.4. Spatial planning for Manado city**

Tourism and the waterfront are important considerations in the spatial planning document for Manado. According to Manado city spatial plan, priority is given to the central areas of the city core which are to be developed based on regional, national and international contexts. The development is meant to provide increasing support for the government as well as increase local welfare. Priority zones are identified along with certain regulated areas such as Bunaken National Park (BNP), the tourism zone, a fast-growth area, a critical zone and a conservation zone (Mt Tumpa which is in cluster C of Manado waterfront as described in chapter 5) and open space.

Furthermore, tourism development is expected to have the following attributes: 1) increase appreciation of the importance of the stewardship of nature through the utilization of the natural resources for the economic benefits of the local community; this will require environmentally sustainable and economically viable tourism; and 2) increase the participation and empowerment of the local community in development planning and management to boost the symbiosis between tourism and the local society (City government for Manado Spatial City Planning 2007-2027).

The plan stresses product development with a concentration on marine tourism with Bunaken National Park as a primary attraction in the region. However, in the absence of good management, adequate protection and revitalization, the park could be threatened by over-exploitation. Several concepts for tourism are suggested to guide tourism development in Manado, such as: 1) to avoid over-concentration in specific areas by anticipating both environmental and socio-cultural carrying

capacities; 2) to manage the dispersal of tourism so that the economic benefits will be widely distributed; 3) to increase the tourism potential of the city by developing areas with different themes and providing supporting facilities to give these areas a clear image; and 4) to provide a breadth of activities and experiences to create a high level of tourist satisfaction. Together, these directions will require innovation in the provision of tourism products.

The spatial plan for the city suggests that the development of a new policy for Manado tourism refers to and should be based on 1) sustainable tourism principles; 2) human resources development; 3) position as a gateway for tourists and travel operators to tourist areas; 4) tourism development indicators that reflect an holistic system; 5) a code of conduct for both developers and tourists that protects cultural and natural assets; 6) economic benefits that are shared by government and the local community; and 7) local community empowerment in planning and implementation (City government for City Spatial Plan for Manado 2007-2027).

The government policies listed above suggest that all stakeholders will be involved in the development of marketable tourism products. Attention to market positioning and market share, as well as the existing market, is required to help to focus resource allocation and to ensure that the limited funding is directed at the precise target market. Further, the building of the city image and brand is also a prominent feature. In this respect, four elements were identified as being important: 1) an image of cleanliness: a good waste management system is necessary with strong and clear law enforcement for those who breaks the rules); 2) an image of safety and peacefulness; 3) a friendly destination: communities become a part of tourism where communication with local people increases their awareness that they are an important element of the global community and have important roles to play in creating a

friendly city); and 4) A waterfront image through development of coastal and river waterfronts in a well-planned and aesthetically managed way (City government for City Spatial Plan for Manado 2007-2027). A city icon will be installed to sharpen product positioning with respect to other tourist destinations and thus create identity and uniqueness and reduce substitutability.

### 6.2.2. Results from the questionnaire

As indicated above, 100 respondents filled in the questionnaire and returned it either directly or by mail using an attached envelope. Data management and analysis were performed using the Statistical Package for the Social Sciences (SPSS). The research results from questionnaire will now be described.

#### 6.2.2.1. The characteristics of the respondents

Respondents were categorized on the basis of their place of residence (Figure 6.1). Approximately two thirds (64%) lived at or in the surroundings of MWD and (36%) lived outside of MWD and its surroundings. Figure 6.2 shows respondents' characteristics based upon their employment: the majority were industry personal (65%) and the remainder were academics (17%), government officials (11%), NGO personnel (4%) and others (3%). Thus, the majority of responses came from employees in industry and business operators at and surrounding the Manado waterfront for they were mostly available during the times the survey was undertaken.

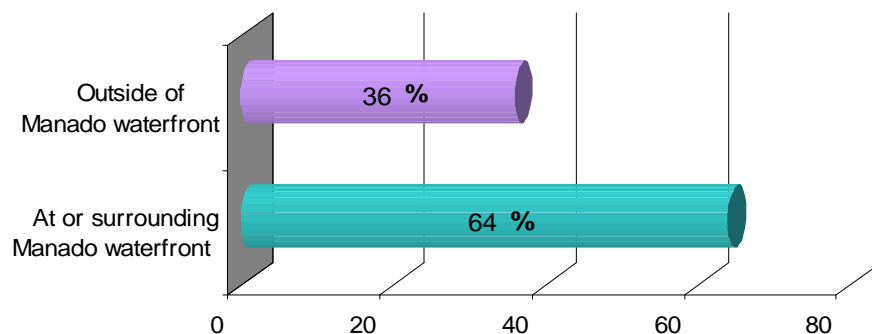


Figure 6.1: Places of residence of the respondents (Survey 2010)

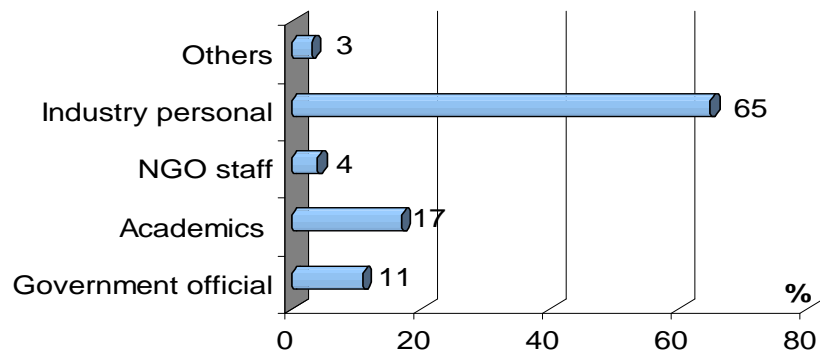


Figure 6.2: Respondents' professional characteristics (Survey 2010)

As local people, respondents may be expected to have had good local knowledge and experience of MWD for they could witness the MWD development process as it was occurring in proximity to their daily activities. Most would have observed the development from the beginning until the time that they completed the questionnaire. For this reason, their contributions were likely to have been valid, reliable and accurate.

#### 6.2.2.2. Stakeholders' perceptions of MWD

Respondents were asked about their knowledge of MWD and how it was determined that Manado has the potential to be a waterfront city and tourist destination. Most (83%) respondents had knowledge of the development in advance of it occurring and only 17% was not informed about the program prior to the start of construction. Thus the intention to further develop the Manado waterfront was widely known: MWD had caught public attention.

Table 6.5: Sources of Information on MWD

<b>Media</b>	<b>Total (N = 83)</b>
Newspaper	61
TV	14
Radio	6
Advertisement	4
Others	11
Total (multiple responses permitted)	96

Source: Survey 2010

Information was obtained by respondents through various media (Table 6.5) with newspaper (61) being by far the most prominent source, followed by TV (14), radio (6) and advertisements (4). The other category, which was mentioned by 11 respondents, included the city government, a colleague, the Culture and Tourism office, email and face book, friends, internet, a lecturer, found out by myself, students and word of mouth. A number of respondents (13) mentioned more than one source of information. Thus, the data in Table 6.5 include multiple responses. Although most people had some knowledge of the initiative, a substantial number suggested, as will be reviewed later, that MWD should involve a wider range of social groups and this would involve broader dissemination of information.

Manado City Government set the goal of becoming a world-class international tourism city by 2010 and this message was advertised in various media to introduce it to both residents and visitors. More than half (54%) of respondents were very enthusiastic about the potential of Manado to become a prominent waterfront city as well as a tourist destination and a further 43% agreed somewhat (Figure 6.3). Only 3% felt that Manado lacked potential to become a waterfront tourism destination. Thus, it is evident that there was substantial support for the development and positioning of Manado as tourism destination.

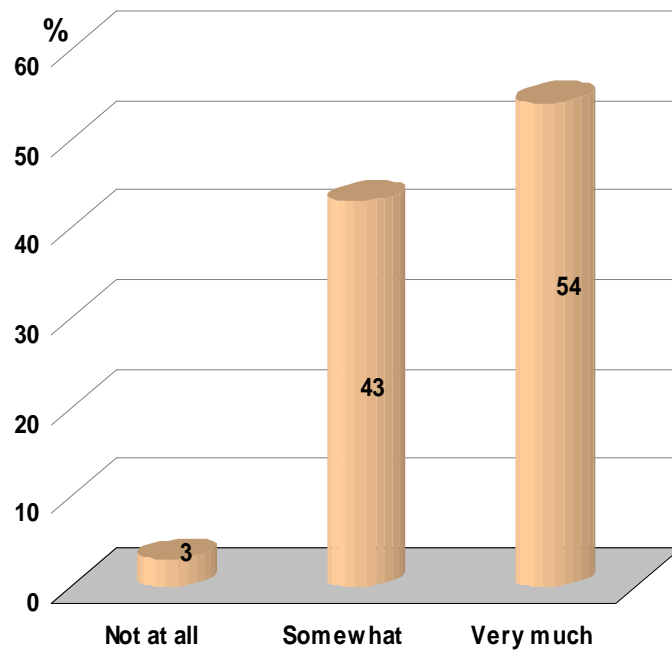


Figure 6.3: Manado's potential as a waterfront tourist destination (Survey 2010)

Figure 6.4 presents respondents' assessments of the significance of the Manado waterfront as a resource. A particularly large proportion of respondents (85%) recognized the importance of MWD for coastal resources and land management. environmental protection (82%), wider job and business opportunities (80%), tourism and leisure (74%) and as an attraction for tourism and recreation (67%). Thus, it is clear that the waterfront was widely recognized as being a rich resource with the potential to be used for a variety of sometimes incompatible purposes. For example, the values for environmental protection and, at the same time, as a base for the acquisition of economic benefits were both acknowledged by most respondents. In addition, two thirds (67%) of the respondents acknowledged the great importance of MWD to city residents and one third (32%) considered it to be somewhat important. Only 1% indicated that it was not important (Figure 6.5). Thus, there was widespread recognition of the importance of MWD to the city and its residents. However, both

positive and negative comments were made concerning the nature of MWD and these will be discussed later.

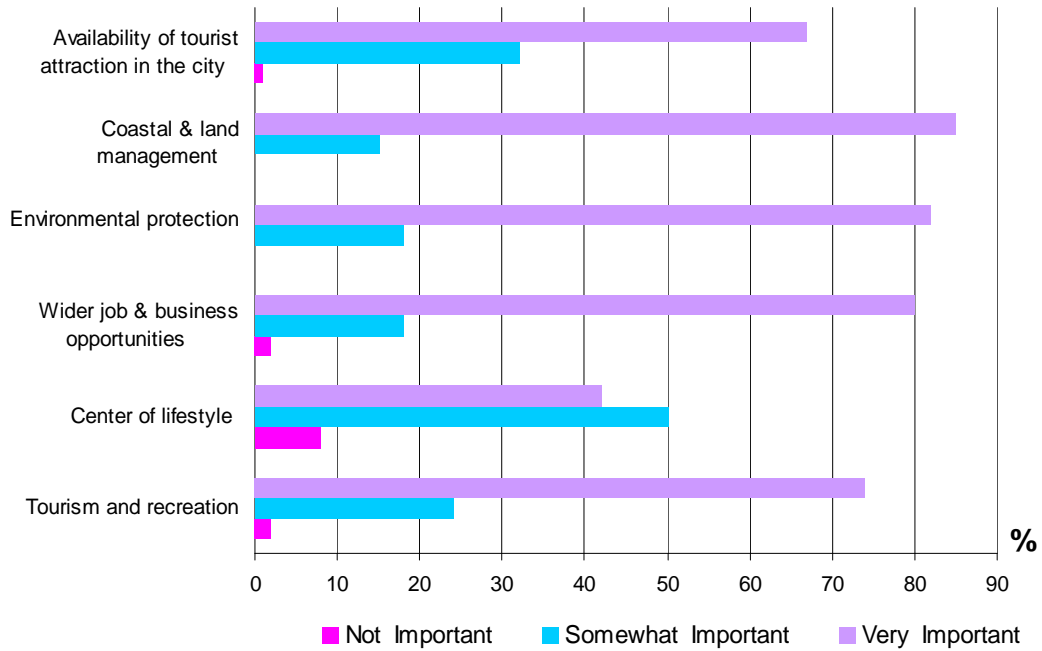


Figure 6.4: Significance of the Manado waterfront as a resource (Survey 2010)

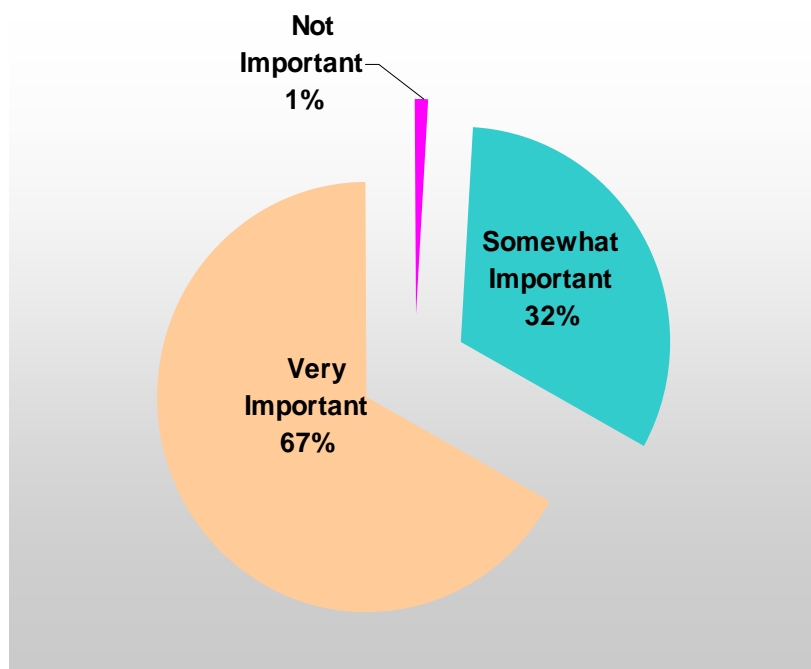


Figure 6.5 : Importance of MWD to city residents (Survey 2010)

### 6.2.2.3. Manado waterfront as a part of city tourism planning

Manado was positioned as a waterfront city for it has a long coastline and the business centre has evolved in close proximity to the sea. In congruence with stakeholders' perceptions of MWD, tourism was expected to be the leading sector within the region and was considered to have an important role in city development. The respondents saw the Manado waterfront as being a key component of this : 53% of respondents strongly agreed and 41% agreed with this perspective (Figure 6.6). Thus, through urban tourism planning, MWD was expected to be the focus of residents' activities in support of tourism and community development. The aim for Manado to be a world tourism city by 2010 was predicated upon the role of tourism in MWD. This vision was recognized by residents and governments at all levels. However, the high priority of the city government to use tourism as a stimulus of regional development, through MWD, was blurred by the lack of detailed guidelines for implementation.

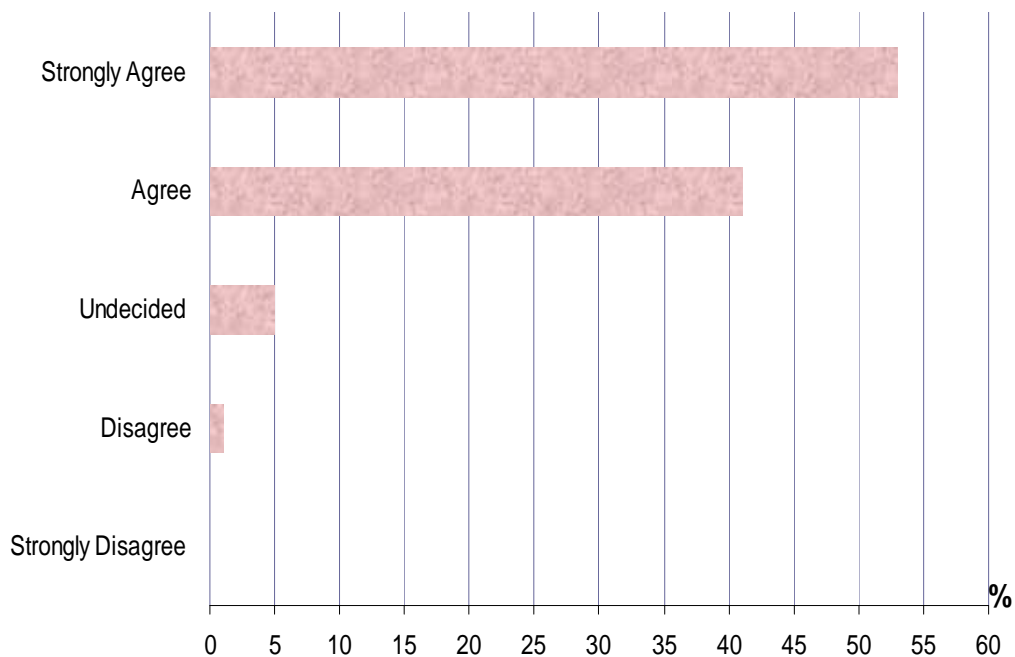


Figure 6.6: The importance of the waterfront to city tourism (Survey 2010)



Table 6.6: Mean scores of the importance of the uses of Manado waterfront

Uses on Manado waterfront	Average Rank
Tourism port	2.38
Ferries	3.29
Public recreation	3.29
Conference facilities	4.33
Restaurants	4.42
Fish and vegetable market	5.10
Department stores and shopping centres	5.63
Hawkers and food stalls	6.56

Source: Survey 2010

Respondents evaluated the importance of various uses of the water waterfront from 1 to 8 (indicating very important to less important) and the mean scores are presented in Table 6.6. The scores show that respondents recognized that some activities, such as ports and ferries, require water access; others, such, as recreation and conference facilities, are enhanced by being on the waterfront, but some, such as department stores and supermarkets, do not need a coastal location. However, the latter are currently major users of the reclaimed land. The findings suggest that respondents have a reasonable understanding of what needs to be and, conversely, what does not need to be on the waterfront. It follows that the respondents have reservations about the existing uses on the waterfront where many large buildings, including malls, limit direct access to the shoreline and restrict views of Manado Bay and the islands.

#### 6.2.2.4. Collaboration, partnership, integration and decision making

Table 6.7: Support for main aspects of MSA

Elements of MSA	Not Important %	Somewhat Important %	Very Important %	Total %
Collaboration	8	27	65	100
Partnership	0	19	81	100
Integration	10	21	69	100
Community involvement in dec.making	4	24	72	100

Source: Survey 2010

When asked about a stakeholder approach (MSA) to decision making; partnership (81%), community involvement (72%), integration (69%) and collaboration (65%) all received widespread support (Table 6.7). Partnership was viewed as the most important element and implied that all parties should meet, discuss and work together. This supports the importance of community access to the decision-making process through which the interests and concerns of different stakeholders could be more widely appreciated. Partnership also suggests that stakeholders with compatible interests should collaborate and share responsibility and benefits. This might require the establishment of formal rules and agreements, such as a memorandum of understanding among the parties involved. Community involvement in the decision making process was also considered to be important as a means for them to play a greater role in MWD, including the broader distribution of benefits.

#### 6.2.2.5. Stakeholders' engagement in MWD

Table 6.8: Importance of issues as reasons to participate

Importance of issues as reasons to participate	Not Important %	Somewhat important %	Very important %	Total %
Image for brand building	1	18	81	100
Reputation as a tourist city	0	22	78	100
Quality of tourism plan for Manado	0	11	89	100
Prestige of Manado as waterfront city	1	28	71	100
Cost of MWD	2	17	81	100
Accessibility to MWD plan & development	2	24	74	100
Others	0	0	9	9

Source: Survey 2010

To gauge stakeholders' ideas of the importance of both direct and indirect participation in the MWD project, a question was asked concerning the importance of issues as reasons for participating. Table 6.8 shows that the most important issue was the quality of tourism planning for Manado city (89%). Concerns about branding

(81%) and cost of MWD (81%) were also of considerable importance, as was the related topics of Manado's reputation as a tourist (78%) and waterfront (71%) city. Table 6.8 again provides strong evidence that MWD and its role in tourism was widely perceived as an essential part of the city's tourism planning and development. Developing an image for branding and marketing purposes through MWD was regarded as important because Manado does not have a strong image as a tourism destination, with the possible exception of the niche dive market.

The high cost of MWD, because of the large area of land reclamation, was acknowledged, especially the environmental cost that was being accrued in the search for economic benefits. Increasing the reputation and prestige of Manado as a tourist city and waterfront city were also seen as being important reasons to get involved in MWD. Waterfront development and tourism development were viewed as being highly interrelated and, thus, required to be integrated. A small number of other concerns emerged, including greater awareness on the part of both community and government, community involvement and preparation, executive participation, implementation of the plans, specific aspects of tourism development and parking.

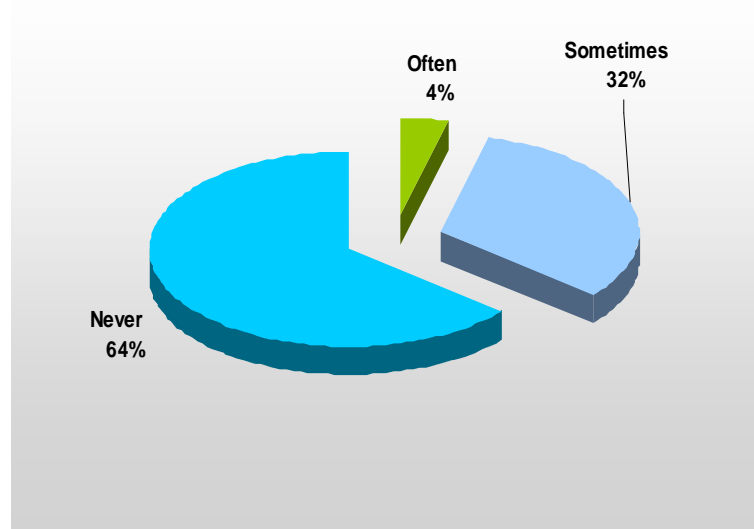


Figure 6.7: Level of direct participation in MWD

### Survey 2010

Although the survey results indicate that the respondents expected to play wider roles in decision making and were very enthusiastic about the potential of Manado as a waterfront city, there was limited direct participation in the project: 64% never got involved, 30 % were sometimes involved and only 4 % were often involved (Figure 6.7). Perhaps this result is not surprising, for it is unlikely that the majority of community members would be involved in a major development project, even though they may be affected by it.

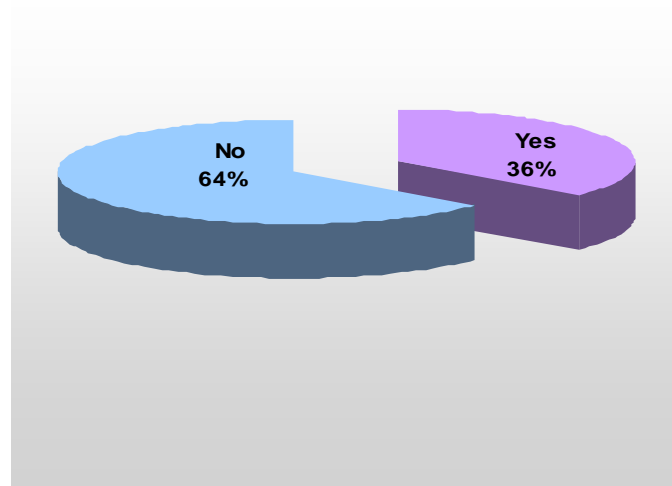


Figure 6.8: Attendance to MWD meeting (Survey 2010)

Table 6.9: Participants who had chance to attend MWD meeting

<b>Direct participation through attending a MWD meeting</b>	<b>Responses (n)</b>
Industry personal	19
Academics	6
Private individual	5
Government official	4
NGO member	2
<b>Total (n)</b>	<b>36</b>

Source: Survey 2010

The majority (64%) of respondents had never attended a meeting concerning MWD but 36% had had this opportunity (Figure 6.8). This is consistent with the responses

presented in Figure 6.7 (direct participation in MWD) and the 36% who had the chance to attend an MWD meeting as identified through the questionnaire (Table 6.9). Most of these people were industry personnel, including people involved in businesses around Manado waterfront. Small numbers of academics, private individuals, government officials and NGO staff were also involved, although they constituted a higher proportion of the smaller numbers of these groups that were interviewed (with the exception of private individuals). The data suggest that many industry people were highly concerned about MWD and were more likely to get access to MWD information sessions to provide their inputs and ideas. Thus, the opportunity existed and was taken by these people, enabling them potentially to contribute in terms of making suggestions and recommendations.

In order to follow up on this issue, the 36 respondents who indicated direct involvement in MWD meetings were asked supplementary questions concerning frequency of attendance and the nature of their involvement in MWD meetings. These topics are discussed in the next section.

**6.2.2.6. Types of involvement and nature of contribution of stakeholders in decision-making process**

Table 6.10: Kinds of involvement and nature of contribution

<b>Kinds of meeting and nature of contribution</b>	<b>Not Significant</b>	<b>Somewhat Significant</b>	<b>Very Significant</b>	<b>Total (n = 36)</b>
Informal meeting	7	5	21	33
Multi stakeholders meeting	8	6	22	36
Public consultation	7	5	17	29
Consultant meeting	8	4	17	29
Workshop	9	7	16	32
Others	0	2	0	2

Source: Survey 2010

Although direct participation of the respondents in the MWD project was restricted to about a third of informants, the data show that a substantial minority of members of the public had participated in meetings of stakeholders and informal meetings, as well

as public consultations, meetings with consultants, workshops and discussions. Respondents may have been involved in more than one way. Thus, the data in Table 6.10 include multiple responses. In fact, those who were involved tended to be involved in multiple ways and usually judged their involvement to be very significant. All forms of meeting were identified as being very significant. Multi-stakeholder meetings, followed by informal meetings, were mentioned most frequently. The information suggests the importance of multi-stakeholder meetings, particularly as they were often linked to informal discussions. Together, they enabled people of a variety of backgrounds to share their ideas in both formal and informal situations.

The data also show that a significant numbers of the respondents, both as city residents and the users of the Manado waterfront, were interested in the future of MWD, were willing and able to discuss it and, thus, were able to provide inputs into the decision-making process. Those who got involved regarded their contributions as very important (56%) or important (33%) and only 11 % considered their contribution to be unimportant (Figure 6.9). This suggests that most participants had a high level of self confidence and belief in the value of their inputs.

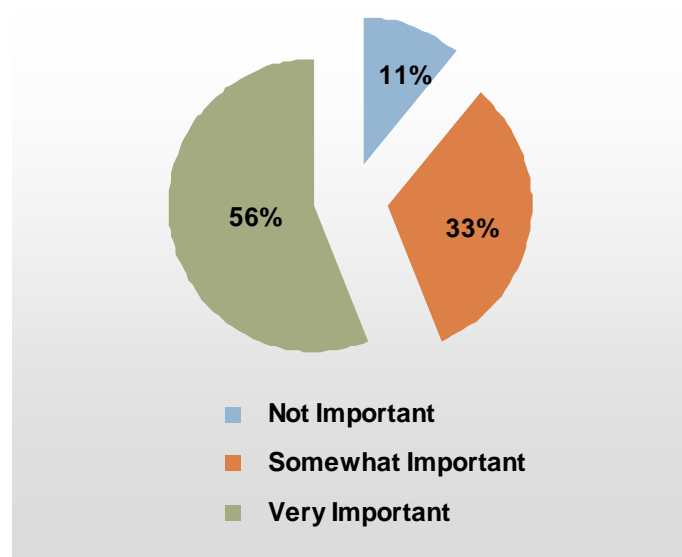


Figure 6.9: Self-evaluation of the value of personal involvements (N = 36) (Source: Survey 2010)

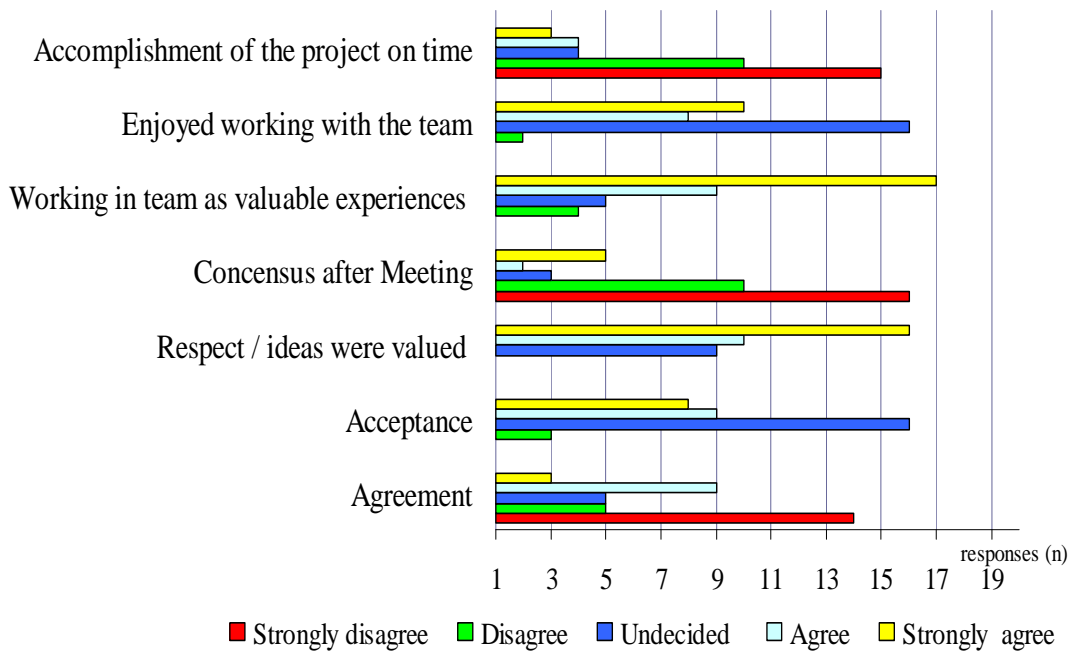


Figure 6.10: Feelings about participation in MWD meetings (Source: Survey 2010)

Feelings about participation are identified in more detail in Figure 6.10. Those who often and sometimes had MWD meetings and discussion consistently valued their engagement and the opportunity to express their concerns during the discussions. They agreed that ideas were valued and that working as part of a team was a valuable experience. However, agreement and the creation of a consensus were difficult to achieve. Almost half of the meeting participants were not sure whether they could accept the meeting outcomes. Such issues might contribute to possible delays in the MWD project: almost half of the participants felt strongly that the project would not be completed on time and an additional 10 participants also felt this, but were less strong in their answers.

### 6.2.2.7. Challenges for MSA processes in MWD meetings

There are challenges in implementing important aspects of MSA (partnership, community involvement, integration and collaboration) and these are recognized in the literature and also by the respondents. Although the results show that MSA was valued by many and often considered to be important, challenges in implementation were also recognized. Figure 6.11 shows the overall evaluation of MWD meeting participants regarding the implementation of MSA. Two thirds (67 %) of 36 informants admitted there were many difficulties, 25% indicated some difficulties and only 8% indicated that there were no difficulties at all.

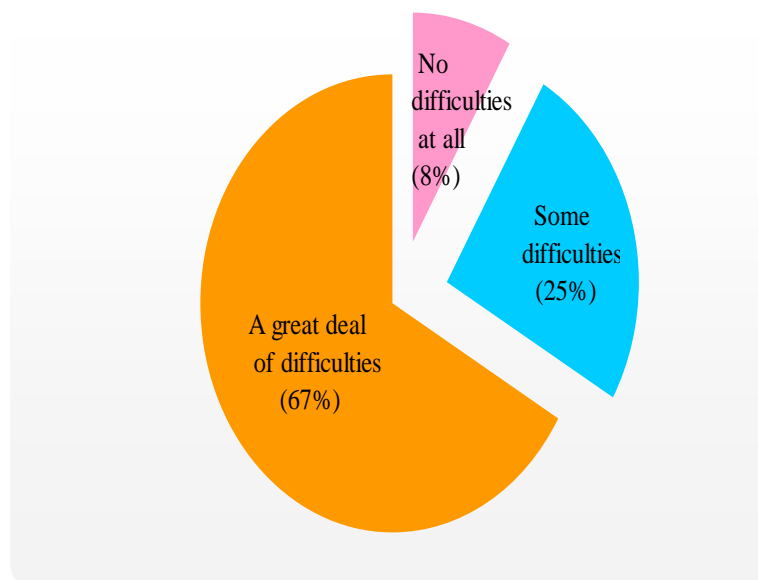


Figure 6.11: Experience in MSA, N=36 (Survey 2010)

Many difficulties were noted in the questionnaires but coordination and integration of stakeholders' ideas were identified as the most serious challenges for MWD in MSA implementation. These are common issues in large projects but they can be exacerbated in projects that take a long time for, as in MWD, the management team can change over the life the project. Also, inconsistencies in project documentation that occur over time can create confusion.



### 6.2.2.8. Public assessment of the MWD process

The general public (i.e. the 100 respondents who completed the survey) was overwhelmingly of the opinion that MWD had not been planned well and an additional one third (35%) were undecided (Figure 6.12). More than one third (38%) strongly disagreed and (17%) disagreed that MWD had been well planned prior to implementation and only 3% felt strongly that the project had been planned well. Some mentioned that the project would not be completed as initially planned and that two additional developers were added part way through the project.

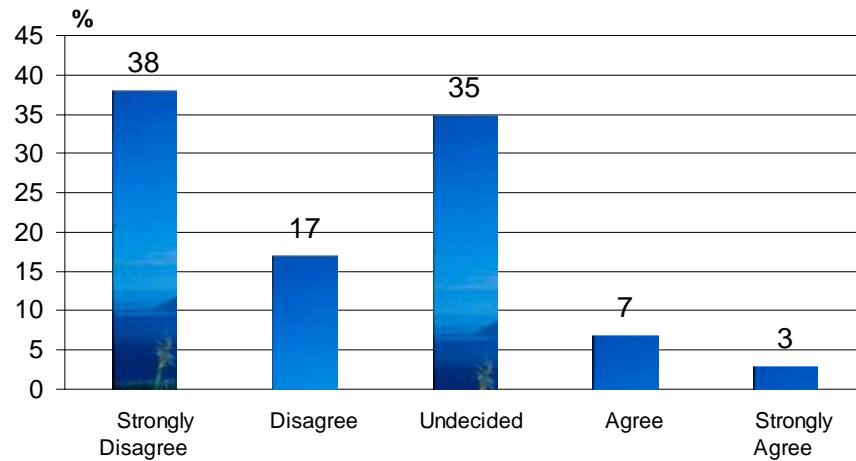


Figure 6.12: Evaluation of the MWD planning process (N=100)  
(Source: Survey 2010)

Table 6.11 : Public assessment of the process of MWD

Public assessment of the MWD process of	Strongly Disagree	Dis-agree	Un-decided	Agree	Strongly agree
	%	%	%	%	%
MWD was easy and handled efficiently	25	24	21	16	14
MWD information was provided properly	28	25	20	14	13
Project manager was knowledgeable on MWD	9	11	23	25	32
MWD is likely to benefits all stakeholders	27	24	23	15	11

Source: Survey 2010

A wide variety of opinions was expressed in response to statements designed to assess aspects of the planning process and its likely outcomes. Although the MWD project

was widely assessed as being weak in project planning, a third (32%) of respondents strongly acknowledged and an additional quarter (25%) agreed that the project manager was knowledgeable about the project (Table 6.11). However, a substantial minority felt strongly that information was not disseminated appropriately (28%), that the project was not handled efficiently (25%), that the benefits would not likely accrue to all stakeholders (27%) and, thus, would be shared inequitably.

### 6.2.2.9. Impacts of MWD

Table 6.12: Impacts of MWD

IMPACTS of MWD	Strongly Disagree	Dis-agree	Un-decided	Agree	Strongly Agree	Total %
	%	%	%	%	%	
MWD as important part of city tourism	1	0	5	35	59	100
MWD improves city potentials as tourist destination	0	3	8	31	58	100
MWD will bring more tourists in the city	0	2	13	29	56	100
MWD helps protection of land & coastal	53	22	15	5	5	100
MWD has positive impacts to local business	0	2	16	27	55	100
MWD improves local economy development	0	2	9	32	57	100
MWD increases traffic congestion	6	25	25	27	17	100
MWD creates noise, air, water pollutions	9	29	28	21	13	100
MWD creates more crowding in the area	5	23	15	24	33	100
MWD improves the appreciation to environment.	31	27	28	8	6	100
MWD improves awareness on environment protection	44	24	24	4	4	100
MWD reduces people access to waterfront	7	5	10	30	48	100

Source: Survey 2010

The general public sample expressed their thoughts regarding the impacts of MWD (Table 6.12). More than half made strongly favourable responses regarding positive aspects of MWD; 1) It was seen as an important part of city tourism (59%); 2) It will improve the city's potential as a tourist destination (58%); 3) It is good for local economic development (57%); 4) It will bring more tourists to the city (56%); and 5) It will have positive impacts on local business (55%). Thus, it was widely and strongly considered that it will be positive for tourism and economic developments in Manado. The acquisition of tourism benefits were widely recognized as a development priority. However, it was also acknowledged that infrastructure, human

resources in tourism and other supporting facilities needed to be strengthened. The results also indicate that majority of the city residents and business operators at and around Manado waterfront have recognized positive impacts of MWD both for the community and region development.

Although positive impacts are being realized, negative impacts were prominent. Almost half of the respondents (48%) strongly agreed that MWD had significantly reduced public access to the waterfront. It is clearly evident that malls, shophouses and many tall buildings have been developed in the reclaimed areas and they have blocked views and limited access to waterfront.

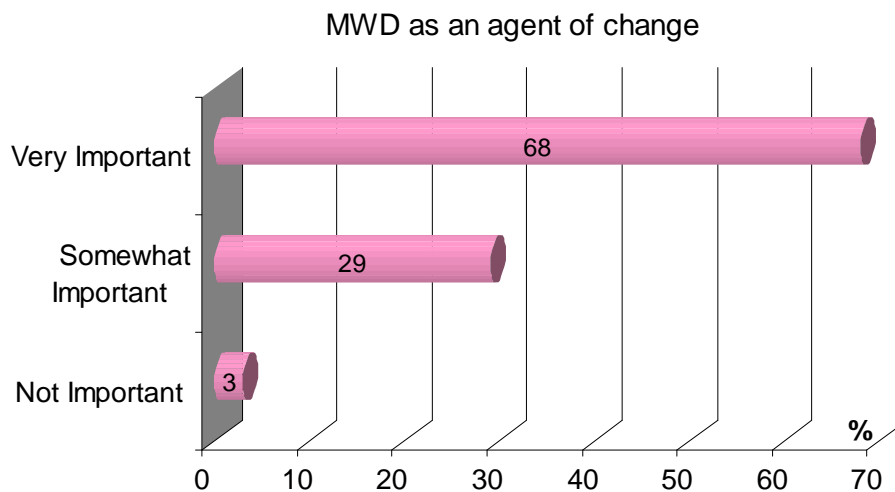


Figure 6.13: MWD as an agent of change (Source: Survey 2010)

Thus, the responses show clearly that MWD has increased economic benefits for the community at the cost of considerable environmental damage. Significant proportions of the respondents claimed strongly that reclamation had occurred in the absence of integrated land and coastal management (53%), with lack of awareness of environmental protection (44%), that the environment had been neglected (31%) and that crowding had increased (33%). Furthermore, MWD was regarded as being a very

important agent of change by more than two thirds (68%) and only 3% said that it was not important (Figure 6.13). Thus, whether for good or ill, MWD was widely recognized as being important to Manado, economically, environmentally and socially.

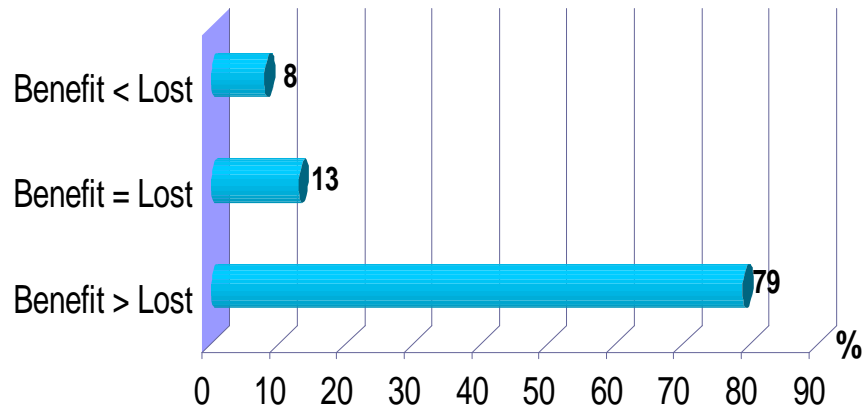


Figure 6.14 : Overall assessment of MWD (Source: Survey 2010)

In summary, MWD was expected to stimulate regional development in general and benefit city residents in particular. Figure 6.14 shows that, all things considered, the great majority (79%) expected the benefits of MWD to exceed the costs. The main motivation for land reclamation and waterfront development is economic. However, these benefits could be undermined by environmental degradation and which will likely frustrate efforts to conserve land and coastal resources. This is also likely to be the case in most waterfront developments in mid-sized cities in less developed countries where economic gains are a priority for development. In such cases, the ideals of economic viability and environmental friendliness are particularly difficult to meet at the same time. Yet, where tourism is the main catalyst for development, the maintenance of environmental quality would seem to be an important pre-requisite of success. In Manado, MWD is widely and strongly perceived to be an important

initiative but, in its present form, it is likely that economic benefits will be achieved at substantial environmental costs.

### 6.2.2.10. Suggestions for MWD

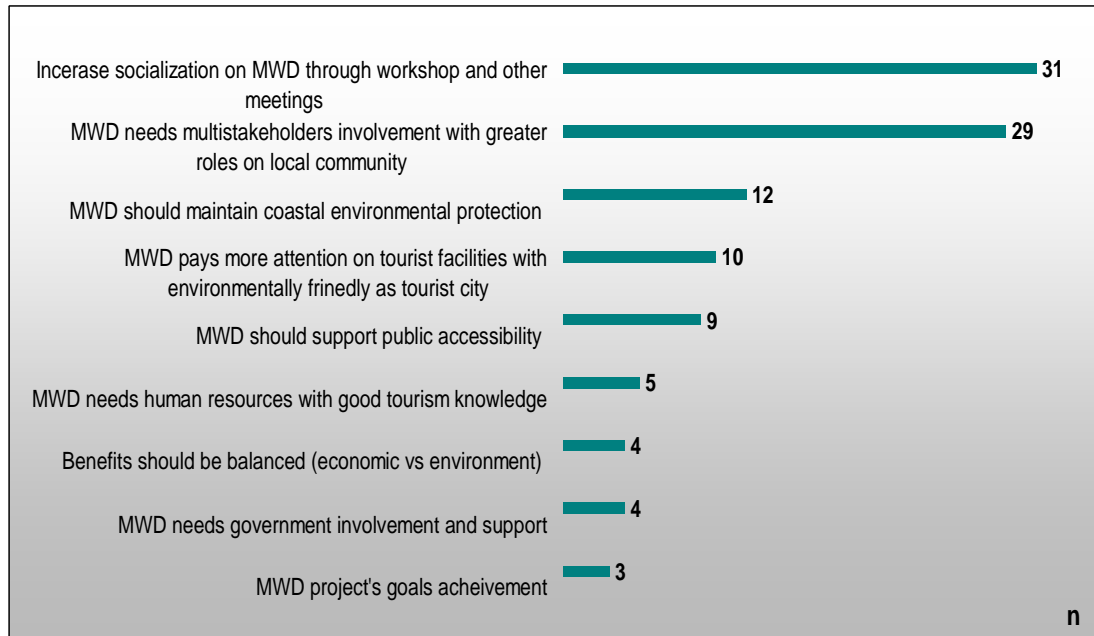


Figure 6.15 : Suggestion for MWD (Survey 2010)

Respondents were also invited to give suggestions for MWD that would increase future benefits (Figure 6.15). This was an open-ended question and one respondent provided multiple answers. The results show that although prior awareness of MWD was strong, the most common suggestions involved the provision of more information to a wider spectrum of people and greater public involvement in the making of decisions. The top four suggestions were: 1) increase the the social reach of MWD through public discussion (31 responses); 2) greater stakeholder and community involvement (29 responses); 3) coastal environmental protection (12 responses); and 4) more attention should be paid to tourist facilities (10 responses). Thus, there is a call for key actors in MWD to give greater attention to enhancing public awareness of their activities, incorporating the community in decision making,

raising the placement of environmental protection in development priorities and giving more attention to the nature of tourism development.

### **6.2.3. Interviews**

Information was gathered from a range of interviewees who had participated directly in the MWD project team. They were selected because they had first-hand experience in the planning and development process of the Manado waterfront project. In-depth interviews were conducted with 15 individuals who were key actors in MWD. They came from a variety of different groups and they were recruited using the snowball technique. Five major groups were represented as follows:

**Group A: EIA (Environmental Impact Assessment) team members.** This group included members of *Tim AMDAL (Tim Analisa Mengenai Dampak Lingkungan* or the Environmental Impact Assessment Team) who conduct an EIA study prior to MWD project construction. The individuals were mostly scientists who specialized in environmental studies, marine and coastal resources management and spatial planning. They were regarded as having expertise and experience in environmental management, analysis and planning. Such individuals need to know how to conduct environmental surveys and other research work and how to interpret the outputs.

**Group B: Academics.** This group consisted of faculty members with environmental specialisations from a local university. They can be considered to be experts in the subject matter of environmental studies and coastal management. They were closely involved in the initiation of the MWD project in 1991.

**Group C: Environmental Monitoring Plan (EMOP) team members.** This group included representatives of MWD project developers, the City Regional Planning and Development Board, the members of relevant government bodies such as the City

Spatial Department, Environmental Department and Environmental Education Bureau. These individuals were assigned to do monitoring and were considered to have a strong interest in and commitment to the assessment of the MWD project.

**Group D: Community forum members.** This group included people from the private sector who use Manado waterfront as business operators and city residents who live at and around the waterfront. These individuals may get the most benefits from the MWD project. This group also included senior citizens who owned property on the waterfront as well as traditional fishermen who had lived within the area for years. The aim was to explore their views on land releases and land uses, as well as how the MWD project had affected them.

**Group E: Developer management and staff.** This group included managerial employees of the six developers who had contracts on the MWD project, as well as professional staff who were responsible for technical and administrative management of the project. The aim was to explore the views of those who had regularly to assess project implementation in the field and, in a sense, controlled access to the desirable outcomes of the project.

The interviews were conducted to ascertain the involvement of the participants in each step of the MWD planning process. When the interviews had been conducted, they were transcribed and coded into broad themes based on the research objectives and interview questions. These themes are used to report the findings. They overlap to some extent but together they provide a comprehensive overview of participants' perceptions of being MWD team members. They reveal how MSA has been implemented in the MWD project. Quotations (translated into English by the author) are *“written in italics surrounded by double quotation marks”* to indicate these are

the words of the informants. In order to protect the anonymity of individuals, quotations are attributed to one of the five groups rather than to specific individuals.

Eight major themes that emerged from the analysis are discussed. They are: involvement in the development project, participation and extent of involvement, plan documents that were referred to as development guidelines, EIA implementation, teamwork, challenges, overall assessment of the project, and the monitoring and development program. These themes are further divided into sub-themes. Also, interviewees' recommendations for future development are presented.

#### **6.2.3.1. Consistency of and motivations for participation**

The author identified and categorized different ways in which interviewees defined MWD, their engagement and how they might be affected by the project. Analyses of the interviewees' accounts of consistency and motivation suggest to what extent multi stakeholder participation occurred in MWD. Their views were intimately bound up with their conceptions of the benefits of MWD both to the local community and regional development.

The participants were motivated to participate to: support Manado as a waterfront city and tourist destination, enhance expertise and work experience, pursue incentives from MWD as a member of a company, support city development, environmental protection and marine conservation. Motivations to participate in the MWD team and the consistency of being in the team were assessed. These motivations are described further below.

Some of the participants gave strong responses toward MWD. They reveal and support the government policy to develop Manado as a waterfront city, tourist destination and as an important aspect of city development. However, because Manado has already drawn public attention from various parties as a tourist



destination and there is support from city development authorities and the community to emphasize tourism as a development priority:

*“As a resident who lives at the Manado waterfront, I need to make sure how my land is used by the public and therefore I was willing to ... as the government official told me that this is for a better Manado future ... I give that with compensation from the business person supported by government”* [Group D: Community forum members]

Other interviewees from a different group reinforced the previous opinion on the need to support city development and indicated an urgent need for MWD for both local and regional development. Income generated as a result of MWD will benefit city development in general. Thus, Manado waterfront designers and urban planners are required to design the city as a venue worthy of world-class tourism and leisure activities both for foreign visitors and local residents. However, it is evident that trade and business as well as housing in the downtown have become priorities.

Manado has a reputation and strong image for its waterfront does not mean that it is exempt from challenges. Although MWD has been well recognized, other interviewees in the same group argued that significant problems have emerged, such as infrastructure and tourism product supply for international markets. It was suggested that there is a need for tourism product diversification on the waterfront and enhanced tourist facilities. Also, it is becoming more urgent to prepare the human resources in tourism that will be needed. Infrastructure should be improved and waterfront landscaping and beautification should be undertaken. Thus, Manado was considered to have high potential but crucial problems that need to be addressed.

MWD was criticized for lack of attention to the environmental impacts of the project and this was a motivation to get involved in the project team. One academic participant pointed out the need for supporting environmental protection and marine conservation within the area. A critical motivation to participate in the MWD team

was to ensure that environmental and marine conservation would be taken care of. However, some of the team members were not consistently and continuously able to take part to voice their criticisms of MWD activities. With respect to consistency, the former leader of the EIA team resigned from the project development team because it was argued that implementation was not based on the project proposal and the EIA document. According to this informant, aspects of the project were changed during the implementation to cater to individual interests:

*“I guess this is my choice and I am very selective when I get involved in any project... I quit the MWD team when I realized that it was no more showing consistency with the development principles - the reclamation should not be expanded just to meet developer needs and wants... So I quit the job... The ideal is that we have to support environmental protection and marine conservation, including the fishermen who have lived in the reclamation area for years... I disagreed with other team members so I stopped my involvement in the team”* [Group B: Academics]

While there were disagreements about the project, there were positive responses from interviewees from different groups who appreciated being involved in the team as a personal achievement and contributor to a positive job performance. Enhancing work experience and strengthening expertise are acknowledged as personal benefits. However, it appeared that most of the staff had been with the project for only 6 months. This shows that continuity and inconsistency in the MWD project are high. This appears to be a challenge and constraint for MSA implementation in the MWD due to frequent personnel changes and lack of continuing evaluation of project outcomes.

In term of consistency of and motivations for participation, while tourism has always been a major aspect of MWD, it appears that no individual has had full responsibility for the entire MWD project. The MWD project team has changed over time and this has resulted in many problems in the field. This may be due, in part, to city governmental changes that occur every four years. Although the city government

has tended to be pro-active in facilitating the MWD project, key actors in MWD have changed and this has reduced continuity and increased the likelihood of conflicts. Thus, the stages of MWD have not been controlled throughout the duration project by the same team and personnel. This may have occurred because of the unavailability of the appointed persons. Some team members had ideas that were contrary to the development process and to what had been planned in the document in the first place. The project activities were mostly controlled by developers supported by government and this has been perceived as one of the major issues of MWD. Regardless, MWD is widely considered as being an important part of the city development program, especially for tourism.

#### **6.2.3.2. Implementation of EIA**

Two different sub-themes emerged in this category: EIA as a requirement for development and EIA as a barrier to development. First, EIA is a requirement for development and the importance of EIA and its roles in MWD was widely acknowledged. Although the EIA documents are used as development guidelines, implementation is contentious. Support and commitment from government and developers are important for success and it was admitted that government, both at the city and provincial levels, should involve various stakeholders in such a very big project.

While the importance of EIA was recognized, a contradictory response was evident in the interviews. An interviewee indicated that it was unlikely that all of the information provided in the EIA document would be applicable to the entire MWD project. It was seen as being a barrier that MWD would have to overcome. Doubt was cast upon the significance of providing an EIA in the context of market needs and demands.

*“The most important EIA criteria are that it is applicable and implementable. However, from the project point of view, the document is sometimes very strict and so we ignored it (EIA...), so difficult in the field...To be honest, there were some requirements in the document which were difficult to implement in the field ... some kinds of buildings, facilities and outlets are not done yet because of insufficient demand... it is very difficult for us to market them”* [Group E: Developers management and staff]

Thus, it can be concluded that the MWD project has an EIA document.

However, implementation in the field is incomplete. Theoretically, the EIA study should be conducted prior to a decision being made regarding whether or not to proceed with the project. However, the project may be adjusted to meet current needs and demands. The extent to which MWD used the EIA in the field has been explained previously in a section that presents a desktop scan of the MWD project document (Section 6.2.1).

### **6.2.3.3. The importance of a monitoring program**

Although the EIA document is widely recognized but questionable in its implementation, positive comments were received from the participants with respect to the uses of the Environmental Management Plan (EMAP) and the Environmental Monitoring Plan (EMOP). This response category is concerned with the importance of good practice in the monitoring program, particularly with respect to the implementation of environmental monitoring. It is closely linked to the research objective of understanding how the monitoring program is being implemented in the MWD. Participants maintained that MWD has been controlled and monitored.

EMAP and EMOP were said to be used as development and monitoring tools and were essential guides to what has happened in the field. While emphasizing the importance of EIA for MWD, another interviewee argued that any environmental development is evaluated during the management and monitoring programs. It is evident that the monitoring team for MWD is formed under government control. This

enabled policy makers to assess the project process and outcomes. However, it is also found that the team is not working regularly and will only go to the field if conflicts have arisen.

Some interviewees indicated that the monitoring program is important to discussion of subsequent plans. The results of the environmental monitoring program should be shared to identify what needs to be done and to review the project outcomes. Problems and changes in the field in terms of the land uses and requests from the marketing department are also recognized.

While the importance of the monitoring program for MWD is admitted, doubts were expressed concerning its results. Thus, enhancing work with local people is crucial. It was suggested that the local community should be engaged in the monitoring activities:

*“EMAP and EMOP should actually be done with local people who actually know what has happened... what is needed for good practice... what the problems are and what to do to solve the problems. I can give you an example... There are many complaints from the city residents about MWD but the most serious one is the relocation of fishermen ... this is very strong and has involved long discussion and there is no solution yet supported by city government”* [Group D: Community forum members]

While the importance of the monitoring program was realized, other interviewees from the same group claimed that monitoring was done only at the start. It was suggested that monitoring was missing from the MWD process. It was only done as a requirement for the MWD project. Further, some interviewees said that MWD is not monitored regularly because monitoring is done by parties that are outside of the development team. This may partly explain why gaps in participatory planning exist. There is a space to ignore the result of EMAP and EMOP for MWD due to the priority of gaining economic benefits without adequately considering coastal destruction and other environmental damage.

Thus, various opinions indicate that monitoring program issues are crucial and important for MWD sustainability. It is also evident that there have been deficiencies in the implementation of the monitoring program. There is a lack of clarity in who is doing the monitoring, when it should be conducted, the dissemination of monitoring results and follow-up.

#### **6.2.3.4. Land ownership**

One of the interview questions focused on how participants recognized land ownership issues and how they provided their judgments in the MWD process.. The reclaimed land is purchased by developers. The response of the interviewees acknowledged that, where land was expropriated, previous landowners received some compensation:

*“I have owned the land for years since my great grandparents passed away. I managed the land then I was approached by the businessman on behalf of government who told me that they need the land for the city development. He said that the government is in control of the project (MWD). But to be honest I did not know that the coast would become land like what you can see around you. There are no more places and spaces where my friends and I used to go fishing and swam. I got a very small compensation for the land release.”* [Group D: Community forum members]

While landownership status is often unclear, the local government seems to have a special regulation that emphasizes the government’s ownership and that the land is rented to developers for a certain period of time. This means that the land ownership is flexible and it cannot be owned by particular individuals because it was reclaimed and created. An interviewee presented a perception of ownership of the reclaimed land to the business operators that it is owned by the city for public uses. However, a different interpretation was provided by another interviewee who stated that the land owners tend to be the private businesses who purchased the buildings, malls and shop houses. Their customers bought the spaces and buildings from developers and consider that they own the land and the buildings within their area.

The above responses indicate lack of clarity that results in a variety of views on the status of the reclaimed land and uncertainty concerning land ownership:

*“So far the public does not know who owns the land... but I am quite sure that the government will take advantages from MWD by renting and or selling the land to developers at high prices. However, there is a commitment that is not fulfilled by the developers as the local newspapers have published many times. The developers did not meet their commitments to provide public areas such as green spaces for the city greening program. Besides, the 16% of the reclaimed land that should be dedicated to the city for public uses has not been given. The developers failed to meet their commitments... or there might be a story behind it... may be there is another informal agreement on this issue”* [Group B: Academics]

Thus, the reclaimed area has given rise to several landownership issues such as who owns the land, how the land will be accessed, and what compensation should be provided to the landowners whose assets are being used for the development. Although there has been some confusion concerning who owns the land, the researcher was able to learn from several interviews that the government has the authority to lease the land and the developers have gained the right to control the land uses within the reclamation area. Business operators within the area have purchased the land with the buildings on it and were considered to own the property. Since the plan for land reclamation was introduced in 1992, land was released from local ownership at low prices and it is now worth much more.

#### **6.2.3.5. Developers**

This section presents various perceptions of developers operating within MWD. The interviewees acknowledged deficiencies in local involvement in MWD but attributed this to the power of government which authorized investors in the project without clear rules and regulations:

*“I suppose the government but supported by private business. I mean the government has authority to select the developers who nominate projects. Of course, the most important thing here is that the developers give their commitment to follow all the project requirements, including the funding support and human resources that fit the project purposes”* [Group C: EMOP team members]

*“I would say that the developers are the investors who have a huge amount of money to do the project and the contracts were done based on required rules and regulations. The reliability of the developers is the most important aspect in this case”* [Group E: Developer management and staff]

While the developers draw upon government authority, private sector businesses were able to provide funding for the project and they may be regarded as the main actors.

On the one hand, it is claimed that the developers are the private businesses who approached the local government and also have a lot of money. A number of interviewees also indicate that developer status and local government credibility are linked. On the other hand, the involvement of multiple stakeholders was perceived as being important and it was suggested that their involvement should be supported by the government:

*“Well I think developers for MWD should ideally consist of various stakeholders and be supported by government. It is understandable that this is difficult but it is not impossible to do. It depends on the strong commitment from people who get involved.... but this is a good structure in which everybody in the team plays an equal role”* [Group C: EMOP team members]

The results show that there are many questions and a lack of socialization of the developers to public opinion. While there are uncertainties concerning the status of land ownership, it appears that the reclaimed land was developed under the control of the government at both city and provincial levels. It was verified in the field that the initial four developers became six in the middle of the project. This may have been a result of expansion of the land reclamation area and project extension to meet growing demands and needs.

#### **6.2.3.6. The importance of teamwork**

The interviews provide some information on how the participants view their roles. All participants acknowledged that teamwork is very important for various reasons, such as: to develop Manado a tourist city, to develop a common vision, to reach targets and



achieve goals and outcomes, to mediate conflicts, to enhance expertise, to prevent failure and to obtain success. It was felt that a large waterfront city project needed the direction of a solid team. MWD is perceived as being a very important element of urban tourism that should involve a strong team to achieve success. Although difficulties of working in a team were admitted, the interviewees acknowledged the importance of having one common perspective on project implementation:

*“I would say that everybody will have the same sense that the MWD team is on and off. The people in the team sometimes change and this makes it difficult to get one vision. Therefore, I suggest that team should be given more serious attention and participants should realize what they should do when they are given a chance to get involved in the team”* [Group C: EMOP team members]

It follows that the commitment of an informed group of team members is required for successful development. A team was established for MWD to guide the development and ensure that targets, goals and shared outcomes would be achieved through collaboration and integration within the team. However, complexities and uncertainties associated with teamwork in a big project like MWD were recognized. MWD is not yet completed and management continues on a daily basis. The team should have the expertise which is required for project implementation. However, changes in the team have occurred and access to the team members is unclear.

Another interviewee claimed that the team is expected to resolve problems in the field. Again, changes in team composition were recognized as a problem:

*“I guess that the MWD team is expected to prevent failure in the field, supposing that this team consists of stakeholders with various backgrounds and expertise. To be honest, I joined the group about one year ago... working in the team is not an easy task”* [Group C: EMOP team members]

The team should help to coordinate actions in the MWD project, ideally through strong and long-term commitment to ensure that the project management will not fail to achieve beneficial uses of the Manado waterfront.

Other interviewees focused on the roles of teamwork in integration, pointing out that reaching consensus has been the hardest part of the teamwork for MWD. The MWD team has been comprised of a mixture of people with various backgrounds and expertise and changed frequently. This has made it difficult to coordinate plans and produce decisions leading to a waterfront project that is successful from both economic and environmental perspectives. Further, MWD is a large project that necessitates a diversity of inputs but the size itself creates challenges. While the city government may have some authority to make decisions regarding the MWD project, the team should control decisions about the land, water and other property within the reclaimed area through good management and the monitoring program. However, conflicts have emerged within the MWD team.

*“There is a lot of conflict in the field. You may know that the land release within the area and around the land reclamation is always an issue and has raised conflicts. The fishermen always feel that they are forced to move without a clear recognition of their problems and solutions. The fishermen are the most disadvantaged group in the community as a result of land reclamation along the Manado waterfront. They lost their jobs which were the bases of their livelihoods. The MWD team was expected to solve the problem”* [Group D: Community forum members]

Land use and coastal use regulations are required to control MWD initiatives to ensure compliance with the management and the monitoring program. However, the MWD team is expected to resolve conflicts regarding competing uses among the stakeholders, including local fishermen.

To summarize, the importance of teamwork was widely acknowledged. The information presented above provides insight into how team members have viewed their roles and how they have influenced each other. It also confirms that tourism has become one of the most important considerations for MWD. The MWD team members were required and expected to understand the relationships between two factors; 1) the government policies on land reclamation and land use and 2) the means

to strengthen the government and the community to re-create Manado as a tourism destination for local and regional development.

### 6.2.3.7. Challenges

Participants gave brief answers without detailed explanations concerning the challenges that existed for MWD. The responses are presented in Table 6.13.

Table 6.13: Challenges for the MWD project

<b>CHALLENGES (Problems discussed in the team)</b>	<b>Group A</b>	<b>Group B</b>	<b>Group C</b>	<b>Group D</b>	<b>Group E</b>
Spatial plan implementation	X	X	X	X	X
Governance management	X	X			
City leader crisis	X	X			
Social attitude		X		X	X
Public facility			X	X	
Social facilities			X	X	
MWD project plans and designs		X		X	X
Coordination and cooperation	X	X	X		
Resistant from local community			X	X	X
Consensus attainment	X	X	X	X	X
Determination for tourist sites	X			X	X
Serve many interests	X				X
Problem solving			X		
Funding			X		X
Technical assistance					X
Changes in the field	X	X	X	X	X
Public space analysis	X	X			

Source: Interviews 2010

Table 6.13 indicates that the team members have experienced many challenges during their engagement in the MWD project. This is considered to be the case in most large development projects. All group of interviewees suggested that they put out extra efforts to perform well on several issues deal with plan implementation, achieving consensus and the changes that occurred in the field. Other major issues discussed within the team included social attitudes, MWD project plans and designs, coordination and cooperation, resistance from the local community and the

determination of tourist sites. The importance of funding for MWD was also noted, especially the roles of government bodies and funding sources. Failure to reach consensus and make commitments could appear to be internal problems among team members. However, they have far-reaching implications. Such problems are difficult to overcome. There has been a lack of consensus on good waterfront development practice and its application to Manado. Nevertheless, while difficulties and challenges were acknowledged and presented clearly, the importance and the power of teamwork were also acknowledged. Strong and continuous support from stakeholders is crucial for the success of the MWD process.

#### 6.2.3.8. Recommendations for MWD

Finally, interviewees made suggestions concerning future activities for MWD and how they might impact stakeholders. As well as providing some context for public opinions, the insights cast light on how MSA has been and might be applied in waterfront development. The participants provided brief statements. These have been organized into several categories according to the interviewee groups (Table 6.14).

Table 6.14: Recommendations for MWD project

<b>RECOMMENDATIONS</b>
<b>Group A: EIA team members</b>
<ul style="list-style-type: none"> <li>- <i>Increase coordination efficiency in the development program and funding.</i></li> <li>- <i>Maintain integration so that MWD is comprehensive and holistic. All stakeholders should work in an integrative manner.</i></li> <li>- <i>Establish synchronization: all programs by government, the private sector and the community should be compatible.</i></li> <li>- <i>Create a stable program to promote safety and convenient working conditions.</i></li> </ul>
<b>Group B: Academics</b>
<ul style="list-style-type: none"> <li>- <i>Maximize the use of land that has been reclaimed</i></li> <li>- <i>Ensure that the benefits are increased by generating coastal tourism and business on the Manado waterfront.</i></li> <li>- <i>Establish a zoning system (diving spots at Manado bay, artificial coral reefs, wreck diving at several sites in Manado Bay.)</i></li> <li>- <i>Provide post-tsunami and flood monitoring.</i></li> <li>- <i>Get stronger support and commitment from various stakeholders for many aspects of the project</i></li> <li>- <i>Provide more breakwaters.</i></li> </ul>

<ul style="list-style-type: none"> <li>- Provide nodes and signage within the area.</li> <li>- Keep good quality control based on environmentally friendly development.</li> <li>- Provide integrated waste management.</li> </ul>
<p><b>Group C: EMQP team members</b></p> <ul style="list-style-type: none"> <li>- Establish an annual Environmental Management/Monitoring Plan</li> <li>- Develop organic and non-organic waste management</li> <li>- Develop further analysis of waterfront development benefits</li> <li>- Maximize the uses of reclaimed land but do not expand the reclamation area.</li> <li>- Prioritize not only private businesses but also local residents/community uses.</li> <li>- Ensure that environmental and socio-cultural benefits will be shared with local people.</li> <li>- Get stronger support from various stakeholders for many aspects of the development.</li> <li>- Monitor and get control of the green space and boulevard part 2 (the commitment to allocate 16% of land should be met).</li> </ul>
<p><b>Group D: Community forum members</b></p> <ul style="list-style-type: none"> <li>- Provide more appropriate compensation for land owners</li> <li>- Increase public access</li> <li>- Raise community awareness to get more involvement in MWD</li> <li>- Enhance job opportunities for the local community.</li> <li>- Pay more attention to cleanliness and good transportation</li> <li>- Establish an environmentally friendly development</li> <li>- Maintain green space for the public to have recreation facilities with free accessibility</li> <li>- Provide fishermen with a jetty</li> <li>- Require developers to build not only housing and malls but also recreation centers, city parks and other public spaces</li> <li>- Provide a zoning system to determination appropriate locations</li> <li>- Introduce a clean environment supported by all stakeholders</li> <li>- Emphasize the value of sharing benefits with the local community</li> <li>- Increase water sports and water games</li> <li>- Seek greater support from the local government and community</li> <li>- Increase community awareness and concern about MWD</li> </ul>
<p><b>Group E: Developer management and staff</b></p> <ul style="list-style-type: none"> <li>- Seek greater support from local government and community.</li> <li>- Increase project information dissemination that should also be directly done by local government.</li> <li>- Call for more involvement of stakeholders (community, business operators and government).</li> <li>- Provide more recreation centers and coastal housing in Manado.</li> <li>- Develop reclamation in other parts the city (not coastal area) to get a balance</li> <li>- Developed Manado as a marine tourist destination.</li> <li>- Establish MWD as a model of waterfront city development.</li> <li>- Accelerate the MWD process to fulfill community needs.</li> <li>- Develop Manado as a centre of excellence in tourism.</li> <li>- Give more information on MWD to team members.</li> <li>- Strengthen waterfront development directions for developers.</li> </ul>
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Source: Interviews 2010

Table 6.14 presents a variety of suggestion for future MWD activities. Although interviewees did not provide detailed explanations for their suggestions, the information can be grouped into several major categories, such as: 1) increase

environmental awareness; 2) stronger stakeholder engagement; 3) enhance benefits distribution, 4) the need for a zoning system; 5) tourism provision; 6) coordination of all MWD programs and stakeholders. These are useful suggestions that can enhance MWD. However, it remains to be determined which of these recommendations will formally be proposed, to what extent they will be used in the future and, most importantly, who will take responsibility for their implementation.

### **6.3. Chapter summary**

The findings of the current research fill research gaps and add to a growing body of literature on: 1) the waterfront development in mid-sized cities in less developed countries; 2) the inclusion of waterfront development as an essential part of tourism planning and design and; 3) implementation of MSA in waterfront development. This chapter has presented empirical results of the MSA practices in MWD which have influenced the development goals and purposes, positive and negative impacts, and the organizational performance of the development team. MWD is making a positive contribution to local livelihoods and regional development. It has created economic and social benefits, partially through tourism. However, the empirical findings show that local engagement in decision making is on the lower rungs of Arnstein's model of citizen participation.

MWD has greatly influenced the coastal areas and environmental modification was unavoidable in such a project. The findings support the widespread belief that waterfront development and redevelopment can create beneficial and linked economic and social outcomes. However, in the case of Manado, they are being achieved at environmental costs. In a developing country with pressing economic challenges, it can be argued that the benefits likely exceed the costs, at least in the short term. However, if tourism is to be a long-term growth generator, then the maintenance of

environmental quality is important, especially in the long-term, as a degraded environment would likely be unattractive to tourists in a competitive market. Although some claim that reclamation within the Manado Bay will enhance environmental quality and this could indeed occur on the landward side if careful designs are employed, it is unlikely to be the case in the sea as greater development is likely to increase pressures on fragile ocean resources.

The results suggest that waterfront development practices should be included in urban tourism and recreation plans. This is probably the case in most coastal cities, regardless of size and development status.

This study also reveals that waterfront development is a key element which will determine the future of the city. The waterfront is the focus of trade and business, as well as tourism and recreational activities for residents and visitors. It is being harnessed and will be the key element in the image of the city. The importance of the initiative demands that all stakeholders should have an opportunity to participate in making the decisions which will greatly influence their future. Thus, broader and deeper participation would have been and would still be desirable in the Manado case. Such involvements, if taken seriously by those with power, could reduce negative impacts and enhance those which are positive.

The creation of a large area of new land in Manado Bay through reclamation from the sea could not help but increase awareness of environmental change and the need for environmental protection, given the scale of development in a sensitive environmental setting and the varied interests affected. The future of fishing, and fish productivity and the lives depending upon this, was not a high priority in the plans although attempts were made to make the initiatives acceptable to fishermen. The creation of a business centre was accorded high importance and tourism was regarded

as a key activity that could stimulate growth and provide a vibrant urban identity. However, greater effort is required to ensure that benefits will be widely distributed. Governments and developers may be confident of gaining high returns from MWD through increased local revenues and the building of a stronger regional economy. However, the sustainability of the initiative is yet to be assured. An improved economy in increased income and job opportunities are likely, but an enhanced quality of life for local people are not yet certain, especially if environmental degradation continues.

Although EIA documentation exists, most local people are aware of MWD and many people have had opportunities to provide inputs of various kinds, greater involvement of multiple stakeholders in MWD could enhance the contributions to a broad range of development issues such as tourism, environment, social issues and the economy, moving the situation in the direction of sustainability. Successful MSA practices can enhance awareness and will, in turn, increase support from various stakeholders and, thereby, enhance benefit-sharing. This is relevant to the main purposes of MWD which is to undertake waterfront development for socio-economic development both for city residents and the well-being of the region in which the city is located. MWD has massively expanded the social and economic advantages, which are commonly sought, especially in less developed countries. However, such development is occurring in the absence of adequate environmental protection. The benefits and costs have not been counted in a quantitative manner, as might be the case in a formal cost-benefit analysis. Rather, the study provides evidence of the interconnectedness of MSA, waterfront development and tourism planning in a mid-sized city in a less developed country.



## **CHAPTER SEVEN**

### **DISCUSSION AND INTERPRETATION**

This chapter discusses the implications of the research results. The aim is to interpret the research findings in the context of the literature. The findings of this study also have a number of important practical implications which are listed as follows:

#### **7.1. Implications for the Integrated Coastal Zone Management (ICZM) of MWD**

The land reclamation along Manado Bay, where MWD is taking place, is a huge activity which has been taking place for more than a decade. Thus, the area of reclamation has changed over time. The study shows that EIA documents were prepared for MWD. However, mitigation measures are not being carried out well in the field. Several developers have reclaimed areas that differ from those recorded in the EIA document. In addition, only four developers were engaged initially in the project but there are now six developers involved. Thus, there is a lack of consistency between the documentation and what has occurred and is occurring on the ground. This makes it impossible for the local government to implement the plans for the waterfront as specified in the project documents.

Furthermore, land reclamation for MWD was carried out without adequate coordination and integration among those with coastal management responsibilities. Short-term profit-oriented objectives became the major priority and coastal conservation was not considered adequately. Massive land reclamation along the Manado waterfront has occurred so that environmental destruction in the coastal zone is inevitable. The research findings suggest that ICZM has not occurred during the MWD project to date, for conservation requirements and sustainable development have not been addressed adequately in the plan for coastal resource uses within Manado Bay or in its implementation. The MWD project has failed to embrace crucial

elements of ICZM, such as enforcing the dynamic tasks of measurement, assessment, community participation, evaluation, planning management and monitoring as is argued as being necessary by Wall (2003). EIA, EMAP (Environmental Management Plan) and EMOP (Environmental Monitoring Plan) documents were prepared but they were used only to meet official requirements to gain legal authority for land reclamation within Manado Bay. Once the MWD begin, the activities were adjusted to meet commercial purposes and the private interests of certain groups. Most importantly, the importance of the interconnections between the land and water and the serious impacts of development have been largely ignored.

The results of this study reveal that ICZM has not occurred as the major emphasis of MWD has been on commercial development and economic gains. While rapid changes to the Manado waterfront were expected, the environment of the coastal zone has been strongly and adversely affected. The development has emphasized the advantages of the urban setting and played down the sensitive nature of the coastal zone. Appropriate and comprehensive principles or guidelines for coastal zone management were not established. As a result, MWD will undermine rather than contribute to the environmental protection of the coastal area along Manado Bay.

## **7.2. Implication of EIA for MWD**

Much literature has recorded that EIA for waterfront development should be used as a technical tool to guide project development so that it occurs in an harmonious manner. Debate continues regarding the best way to coordinate and integrate sectors. This is necessary to establish the dimensions of the land and coastal zones and which coastal communities should be involved. As a formal procedure, EIA for land reclamation on Manado Bay has been undertaken by the assigned authority and committee as an independent body. It is recorded that the EIA for MWD identified far more negative

impacts than positive ones. The likely impacts were clearly stated and known to the key actors of MWD, but it was expected that there would be opportunities for adjustments to be made as reclamation occurred to meet the common needs of development. The EIA report for MWD did not greatly influence decision making. It was regarded as being a flexible document that was adjusted during the project implementation depending on the needs of key actors. Consequently, the land reclamation can be criticized for the lack of a strong commitment to follow the plans in order to meet the need of certain groups and interests.

Good EIA practice required that development should comply with accepted standards. In this way, EIA should be a key means to assure quality control. However, this did not occur in the case of MWD. The development model used for Manado waterfront is very common in developing countries as claimed by Doberstein (2003), where EIA occurs and documents are prepared but they are often neglected in the process of development to gain rapid economic and social benefits. The EIA document, along with the EMAP and EMOP documents, were produced for MWD; however, they were mostly unused in practice. The EIA for land reclamation for MWD was not used as a tool to assist in minimizing potential environmental damage of various developments, as Jay and Handley (2001) argued such documents should be. The present study shows that inputs from various stakeholders were received but those stakeholders and their views were missing from the decision-making process which was dominated by governmental authorities and elites who assumed power over the development in the area. This is typical of much of the natural resources management in the developing countries where the resources are frequently overexploited while the balance between use and protection is frequently neglected.

The addition of two developers in the middle of MWD process, whose activities were not included in the original EIA document for MWD, might be considered as a deficiency of the EIA for the entire project. Such a situation undermines the planning process. It is an indication that the document was only produced to fulfill legal requirements with no commitment to implementation. Moreover, the expansion of each developer's land reclamation area was another inconsistency between the plan and reality.

Theoretically, planning and management for sustainable outcomes in the coastal zone often needs to extend across different sectors, organizations and ownership boundaries (Hovik and Stokke 2007). This causes challenges for implementation in practice. It is very challenging to incorporate sustainable development principles in the MWD project and it is unlikely to be able to involve a large number of stakeholders from the beginning to the end of the project. This Manado experience contrasts with the recommendations of McFadden (2008) who suggested that successful integration in coastal management should be based on coastal management strategies developed from an agreement-building process that is defined by stakeholders and is underpinned by knowledge of the behaviour of the coastal system. The present study on MWD found that ideas and views which were expressed by community members at the initial stage did not affect the process and the outcomes of the development. Lack of local knowledge concerning the integrated coastal system is a major problem.

### **7.3. Implications of land reclamation and waterfront development in the coastal areas within Manado Bay**

A considerable literature has been published on land reclamation and waterfront development. Urban waterfront development can embrace a number of waterfront uses, such as residential, recreational, commercial, shipping or industrial purposes

(Goodwin 2008). Fagence (1995) claimed that the goals of waterfront development should be to: 1) breathe new life into areas which were formally derelict; 2) provide development opportunities which are not bound by commercial practices and physical plant which has become obsolete because of technological change; 3) create an ambience suited to modern development and real estate practice and encourage investment; 4) provide locations with competitive advantages; 5) entice the public back to the waterfront by providing facilities and amenities which capture their interests; 6) rehabilitate a built fabric which has become derelict and to restore it to productive use and to foster conservation. The current study has shown that MWD was originally intended to maximize the city's potentials as a tourist destination and also to promote commercial development for economic gains. The study emphasizes that successful waterfront development must address multiple needs and uses, including tourism.

Debate also continues about the land reclamation and waterfront development within Manado Bay. Observation on the Manado waterfront in the past and at present has drawn attention to the paradox about the land uses within the area. The natural environment has been extensively exploited for economic reasons. However, important questions that need to be asked are whether and to what extent the land reclamation benefits multiple stakeholders and when the land reclamation will be stopped and who will stop it. It is evident that there is increasing concern that some stakeholders, such as fisher families, on the Manado waterfront are being disadvantaged.

Massive land reclamation and additional developers appeared in the MWD project at the operational stage. This was a problem because the development was not well balanced and lacked conservation efforts for environmental protection. MWD

lacks coordination between coastal planners and land reclamation developers to discuss strategic issues. Complaints and criticisms have been made regarding MWD in part because of lack of participation of all stakeholders in the planning and decision-making processes. Regardless, the research shows, through questionnaire survey, that MWD is widely viewed to be having more positive than negative impacts. It probably implies that the MWD project has prioritized short-term rather than long-term benefits.

Irrespective of the reasons for waterfront development and land reclamation within Manado Bay, it is evident that MWD has harmed the environment. It has become a commercial and promotional tool for the public authorities and business operators to attract and strengthen investment opportunities in the city. The commercial exploitation of reclaimed land has been resisted by certain groups because of the changes that have occurred to the physical environment of Manado Bay. Both local and international NGOs have been very critical of the government policies on land reclamation in Manado Bay.

The present study makes several noteworthy contributions that confirm the interdependence between coastal zone planning and management, waterfront development and land reclamation in coastal areas. As an important part of the city's tourism development, MWD inevitably involves the use of coastal resources. However, the development has lacked balance among the environmental, social and economic benefits. Guidelines and standards were not used by the city government as a base for the establishment of coastal management and development policies. While the rapid growth of MWD within Manado Bay was perhaps unavoidable, many of the negative impacts of the project could have been avoided if clear guidelines had been put in place and implemented.

#### **7.4. Implication of the waterfront development in Manado as a mid-sized city**

Most scholars have studied waterfront developments in large coastal cities in the developed countries. This research confirms the many challenges documented in previous studies of the waterfront development in cities regardless of size. However, it provides additional evidence concerning waterfront development in a mid-size city in a Less Developed Country (LDC) such as Indonesia. The empirical findings in this study provide a new understanding of the waterfront development in Manado as a mid-sized city in a developing country, particularly with respect to the establishment and promotion of the city as a waterfront tourist destination.

In addition to the efforts to make the Manado waterfront into a commercial centre, the significant opportunity to make the city a tourism destination has been recognized. However, the present study is unable to provide evidence that the MWD project fostered integration in the management and development of water and land areas. A critical limitation of MWD is that it is not specifically designed, planned and carried out based on sustainable development principles.

The research also examined the capability of the waterfront development to meet the various needs and interests of the coastal communities, as a centre for trade and business, leisure, lifestyle enhancement and tourism region.

#### **7.5. The economic and social impacts of MWD**

MWD has been controversial and a much disputed subject within the regional economic development of North Sulawesi. On the one hand, the author, like many others, is very critical of the waterfront development initiatives through land reclamation. On the other hand, it is admitted that the benefits of MWD are likely higher than the costs, at least in the short term.

Regardless of the negative impacts of waterfront developments, the current findings add substantially to the claim that waterfront development has made a significant contribution economically and socially. This supports the work of Wrenn (1983) who found that successful waterfront development can strengthen places with a mix of recreational, residential and commercial uses. This study of MWD provides additional evidence that waterfront redevelopment can be used to create a centre for business, leisure and lifestyle that can strengthen the local community and economy.

Additionally, MWD has been widely perceived as an economic initiative that may improve the quality of life through the provision of employment opportunities, economic diversity, tax revenues, and business opportunities for festivals, restaurants, natural and cultural attractions and outdoor recreation both for the city residents and visitors. The employment opportunities surrounding the Manado waterfront include malls, food stalls, fashion shops, taxi services and parking services and their introduction has improved the quality of life for most local people (But not for fisher families).

However, the study findings also underline the serious concerns that can undermine the quality of life in the form of crowding, traffic congestion, parking problems, increased crime, increased land prices in surrounding areas and increased costs of living. As a consequence, there is an urgent need to take a more integrated approach to the waterfront development to strengthen a broad range of economic and social outcomes and to protect the environment

#### **7.6. The environmental impacts of MWD**

Previous studies (Wrenn, 1983; Fuller, 1995; McGovern, 2008) have described the physical changes caused by waterfront developments. The present study confirms their findings and suggests that MWD has caused physical and environmental changes



through the creation of new land within Manado Bay. It is an ongoing process which will create remarkable change in the surrounding the coastal areas.

Land reclamation, through the use landfill, has extended the shoreline further into the water, thereby creating new land. The physical changes have been associated with conflicting practices which will increase the complexity and uncertainty of achieving the development goals. Although MWD has generated jobs, local income and tax revenues, and has stimulated investment in surrounding areas, it has done so by increasing environmental risks.

### **7.7. MWD and urban tourism planning**

Tourism plays a significant role in MWD as a part of urban tourism planning. However, the plan for MWD does not apply the planning principles proposed by Hudson (1979) which referred to public interest, human dimension, feasibility, action potential, substantive theory and self-reflection. The present study reveals that these have been difficult to implement in MWD practices. The environmental setting of the project influences what is possible.

There has been a lack of awareness and consistency on the part of the policy makers in MWD planning. Authorities and decision makers have limited the access of other stakeholders to the decision-making process. Evaluation and monitoring of what was planned and implemented has not occurred adequately. Public interest has been interpreted narrowly as economic benefits and increased regional incomes became a major reason for undertaking MWD. Tourism has also been a significant component of MWD. Although the master plan for tourism of Manado did not specifically refer to waterfront redevelopment, Manado boulevard area, Manado harbour and Manado Convention Centre, (MCC) are important tourism sites on the waterfront.

One implication of this study is that the vision for Manado as a world-class tourism destination in 2010 requires a deeper analysis of tourism. Important tourism attributes, such as attractions, accessibility, amenities, available packages, activities and ancillary services should become major concerns to implement this vision. It seems, therefore, that the emphasis has been placed largely on tourist arrivals and little attention has been paid to the tourism product, tourism impacts and environmentally-friendly tourism development. Satisfying tourism stakeholders and other relevant parties, as well as encouraging positive interactions between tourist and the host community should be taken into account as a base for a world-class tourist destination.

Previous studies (McBee, 1992; Craig-Smith and Fagence, 1995; Tibbetts, 2002) have revealed that waterfronts in urban centres have great potential to draw people to live on the coast due to quality of life considerations. In this way, residents can share in the benefits of improvement to their areas through employment, better living conditions and an enhanced quality of life. However, perhaps surprisingly, waterfront development is not always fully considered as an important part of urban tourism planning. As a member of the Manado tourism planning development team, she tried to encourage the inclusion of MWD to city tourism planning, arguing that, in the future, Manado waterfront should be mostly for public uses and tourism and, thus, should be included as a major element in urban tourism planning. Therefore, MWD, as a part of Manado tourism planning, should take into account more than the waterfront itself. It should occur within the context of broader city regional and spatial planning. The aim should be to bring together stakeholders (private sector, NGOs, local authorities, NGOs, community members and government) to work in an integrated manner to minimize negative impacts and improve environmental

management practices. Although specific recommendations have yet to be made, this research also serves as a base from which to recommend the protection of key areas to support conservation efforts and support the well-being of local people at and around the waterfront.

### **7.8. Implication of multiple uses of the waterfront within Manado Bay**

Several authors have claimed that waterfronts can contribute to the creation of new life in the city and the formation of a new image, as well socio-economic enhancement. Wrenn (1983), Craig-Smith and Fagence (1995) and Chang *et al.* (2004) suggested that waterfront development involves multiple uses that enhance and diversify economic activities, redevelop historic areas and improve waterfront recreation and, at the same time, restore and protect natural resources. In terms of tourism development, the waterfront is commonly used as a tool to attract tourists into the city. The findings of this study show that MWD has a wide range of development purposes that include strengthening the city's economic base, attracting private investment, increasing employment, and increasing regional incomes and tax revenues.

This study raises a major issue which echoes the findings of Robertson (1995). It shows that there is competition among possible uses of MWD and that these uses are often incompatible. These include industry, fishing, commerce, housing, tourism and recreation, as well as open space for public uses. Current analysis of the developmental history of Manado waterfront development within cluster A, with detailed description in Chapter 5, reveals the multiple uses of Manado waterfront in the past and present. This draws attention to the differences that have occurred through time and which may occur in the future. To date there has been little

agreement on expansion through land reclamation and associated controversies have arisen, such as the displacement of fishing families.

MWD strategies should not only concentrate on business and trade expansion, or recreation and leisure for tourism, but should incorporate multiple uses that will create social and economic advantages over time and also afford good opportunities for successful environmental protection and natural resource management practices.

## **7.9. Implication of tourism on Manado waterfront**

Possible roles of tourism on the waterfront have been discussed previously. With respect to the proposed planning of Manado waterfront (cluster A) uses in the future, several important roles of tourism within Manado waterfront will be suggested.

Detailed design suggestions have been drawn up by the author but are not included in this document.

### **7.9.1. Strengthening leisure and recreational activities**

Tourism and recreation are likely to be important components of waterfront development and redevelopments. The opportunity to develop and strengthen leisure and tourism activities on the waterfront is strong and can provide social, economic and environmental benefits for local and regional development as well as revenue gains. Fagence (1995) and Ashworth (1992) argued that leisure and tourism activities on waterfronts can become an important part of the urban setting. In MWD, especially cluster A, leisure and tourism opportunities as well as public uses to serve both city residents and visitors are expected to be substantial. Manado now needs a development strategy that integrates tourism and recreational opportunities to increase environmental benefits and enhance the well-being of the local people.

### **7.9.2. Tourism product diversification**

Oram (1999) examined the use of waterfronts as areas for developing marine sport tourism which he claimed to be the fastest emerging marine tourism sector. Another study (Mitra Pesisir, 2004) listed certain types of water-based sport tourism activities in North Sulawesi, including surfing, fishing, scuba diving, snorkeling, water-skiing and sailing. The evidence from the present study suggests that sport tourism activities on the Manado waterfront could include more than diving and snorkeling, thereby diversifying the offerings. This would generate economic development for the city with increased benefits to the local community. However, further studies are needed to examine the appropriate mix of such activities and facilities. Degradation of existing habitats could undermine the increasing popularity of marine sports tourism at and around the Manado waterfront.

### **7.9.3. Enhancing the city's image**

Waterfront developments around the world are perceived as tools to strengthen and diversify economic activities and change the urban image to include tourism (for example, Bryfogle, 1975; Di Domenico and Di Domenico, 2007). The current study revealed that waterfront development in Manado is being used to create the image of a modern city that can attract tourists. Both the private and public sectors are being called upon to support tourism packages that are promoted through waterfront images.

### **7.9.4. Including MWD in the master plan for Manado tourism**

Tourism, as an important urban function, has drawn greater attention to natural resource utilization in urban areas. A large and growing body of literature has explained the complexity of urban and tourism relationships and the need for tourism planning (for example, Jansen-Verbeke, 1987, 1992; Ashworth, 1989, 1992; Bryfogle, 1975; Law, 1991; Inskip, 1991, Page 1995; Fainstein and Judd, 1999; Wall, 2003,

2006; Di Domenico and Di Domenico, 2007). The present research suggests that community participation should be a vital element in the planning and development of Manado to ensure sustainable benefits to local people. This study confirms that Manado waterfront is positioned to manage the changes of city functions and that tourism is an essential element in the city and the regional economy. Thus, an integrated strategy for tourism planning and destination development and management is required to encourage consensus building through participation.

The present study also confirms the crucial position of Manado waterfront in the city's tourism planning from social, environmental and economic perspectives. If city tourism is to progress economically and in other ways, improved tourism planning is needed to protect the shoreline and its recreational resources, increase the availability of tourist attractions and resorts, and to develop a harbour with supporting facilities that can also act as a gateway to nearby island destinations. A Tourist Information Centre (TIC), cycling opportunities, a snorkeling area, easy public access for uses such as walking, a wharf for fishing, a hygienic fish market and a traditional culinary and art centre, and the construction of a monument at the entrance as an icon of Manado city, could be used to raise awareness of Manado city and make it more attractive to both residents and visitors.

This study reinforces the idea that the tourism plan for Manado city should strive for a balance between socio-economic and environmental matters. This requires that tourism not be considered only as a commercial activity but that the environmental basis for its successful development should be respected. Ideally, this should involve the local community as well as the government. Ongoing involvement from all stakeholders (private sector, local authorities, NGOs, community members

and government) is vital to encourage the establishment of acceptable and effective planning and management practices.

#### **7.9.5. Promoting and enhancing sustainable tourism development in Manado**

Rehabilitation of waterfront settings for urban tourism has been proposed in many large cities in the western world (Tyler and Guerrier, 1998; Perdue *et al.*, 1990; Akis *et al.*, 1996; Yoon *et al.*, 2001). A well-known definition of sustainable development and its principles (World Commission on Environment and Development, 1987; Moughtin, 1996; Andereck *et al.*, 2005) suggested the goal of meeting the needs of the present without compromising the ability of future generations to meet their own needs. It is self-evident that residents' attitudes towards the environmental effects of tourism are important to this, as revealed in many studies of residents' attitudes (Sheldon and Abenoja 2001; Ko and Stewart 2002; Jurowski and Gursoy 2004; Kuvan and Perran 2005).

This study did not confirm the sustainability of the MWD practices. In fact, it challenges this, particularly from an environmental perspective. However, the study does substantiate that certain groups and interests will likely benefit. Land reclamation at and around Manado waterfront not only has damaged the environment but also has removed and marginalized indigenous fishermen. The study suggests that the MWD project has not successfully balanced local, regional and global concerns for economic, social and environmental sustainability. Tourism development is viewed as an immediate initiative rather than an ongoing process that will contribute to sustainability in the long run. Waterfront tourism development is not blended into a comprehensive package so that it will add value for the environment, communities, entrepreneurs and tourists, thereby strengthening sustainability.

#### **7.9.6. Accelerating the creation of competitive advantages as a tourist destination**

Waterfront development offers multiple opportunities for marketing the city as a tourist destination. Previous research (Blank, 1994) has indicated that five major factors characterize cities as tourism destinations: (1) high populations, which attract high numbers of tourists who are visiting friends and relatives; (2) they are major travel nodes that serve as gateways or transfer points to other destinations; (3) they are focal points for commerce, industry and finance; (4) they possess concentrations of services such as education, government/administration centres and healthcare services; and (5) they are places that offer a wide variety of cultural, artistic and recreational experiences. This research shows that although it is intended that MWD will strengthen the city's tourism, it is unlikely that tourism activities and facilities on the waterfront are being developed to meet international standards. Lack of innovation will hamper the development of competitive advantages of Manado as a tourist destination. In fact, this theme has not been adequately explored in the plans. It is necessary that Manado, as a waterfront city and tourist destination, should strive to differentiate its products from those available in other places. Since tourism is expected to play an important role in MWD, stakeholders should assist in maintaining its attractiveness to both tourists and local visitors. This will require partnerships between the public and private sectors in order to better coordinate tourism development by improve the efficiency and effectiveness of marketing efforts while providing an opportunity to establish a stronger and more unified identity reflecting the uniqueness of the Manado waterfront.

It is suggested that the competitiveness of Manado can be enhanced by devoting greater attention to the abundant marine tourism potentials, especially the



islands, and high level of diversity which is located closed to the city centre. This can be supported by Bunaken National Park which can be reached in only one hour by boat. Thus, a competitive advantage can be created for Manado as a mid-sized city waterfront tourist destination.

#### **7.9.7. Stimulating local business around Manado waterfront**

Numerous studies (Andriotis 2005, Ioannides 1995; Squire 1996) have shown that tourism generates employment and income for residents of destination areas. It is also often perceived as being a means of heritage and environmental preservation, as well as a stimulus for the creation of infrastructure, inter-cultural communication and even political stability. This research confirms these things by showing that business has increased around the waterfront, promoting economic development and employment in the city, including MICE tourism, shopping centres, malls, housing, restaurants, resorts, taxis and parking services, thus improving the quality of life.

Commercial, residential and recreational activities on the Manado waterfront may be the trademarks of the urban character of the city. Profitability of businesses around Manado waterfront can be increased, strengthening both the local community and the economy. This will require the provision of customers with a high standard of service performance, including a commitment to continued improvement, retaining a highly skilled workforce, having a team-based management structures, adopting innovative technology and focusing on customer needs.

#### **7.9.8. Increasing the integration between land and coastal areas within Manado Bay**

Land reclamation in coastal cities with limited flat land has raised conflicts among many stakeholders. Rapid changes take place on the waterfront to create a new urban setting and tourist attractions. Pressures on coastal areas arising from tourism require the attention of land use, coastal and urban tourism planners. Integrated planning is

required with respect to environmental and economic issues. Previous studies (Harrison and Price, 1996) have shown that social and economic benefits are counterbalanced by congestion and costs arising from land use competition, as well as the degradation of habitats. The MWD study supports previous research findings that suggest that tourism concerns should be addressed through an ecological approach in order to deal with environmental problems in terms of human-environment relationships.

MWD has failed to employ an effective plan to develop the coastal areas and has neglected to address negative impacts. Manado tourism planners have not taken into account adequately the multiple sectors that use the waterfront environment and their relationships to both land and water, and how these are interconnected. While tourism is important on the Manado waterfront, it is a challenge to the sustainability of the urban environment in its uses of the land and water in coastal areas. This study confirms that MWD has failed to integrate land and water uses adequately within Manado Bay. All parties involved in the MWD program should be highly concerned with the adoption of sustainable development practices.

#### **7.10. Implication of stakeholder roles and participation in the decision-making process for MWD**

Decision making is an important part of the planning of any development. The community should be able to take part in the making of decisions that will affect their lives. Involving them in decisions is also an excellent strategy to gain high support from the public. However, there has been a wide range of problems regarding the decision-making process in the MWD project. Developers and city government were dominant in the whole process of MWD and the involvement of other stakeholders and community participation was limited and essentially ignored.

These consequences of MWD have been far-reaching and are ongoing and there is massive environmental degradation. Environmentalists, NGO spokespersons and local residents are very critical of the policies for land reclamation within Manado Bay. Fishermen are probably the most visible disadvantaged group. Although they were engaged in the feasibility study for the Manado waterfront project, they were in fact marginalized and it became difficult for them to fish for their living. This problem has not been resolved satisfactorily. For this reason, community members do not believe that their opinions will affect the decision-making processes.

Limited access to the decision-making process has resulted in the unwillingness of the public to participate. Community members, including local residents surrounding MWD, feel unsure about how fully they have been consulted and what their influence on the project might have been. Resident participation in decision making did not occur because the community was not engaged in the planning stage. It may have been the case that they lacked the capacity to participate in decision making and that, even if encouraged to do so, they lacked the skills and knowledge to ensure the quality of their participation.

The most important result of this research is the finding that collaboration among stakeholders was missing in MWD and this has contributed to the lack of sustainability of the project. The project was not initiated by a broadly-based group of stakeholders for mutual benefits and to achieve a common purpose as suggested as being desirable by Himmelman (1996). Wood and Gray (1991) claimed that collaboration exists when a group of autonomous stakeholders of a problem domain engage in an intensive process, using common rules, model and structures to act or decide on issues relevant to that area. However, this did not occur in MWD which is

being implemented without a collaborative and comprehensive mechanism to bring together groups of stakeholders as key actors in the development.

In addition, any public discussion that has occurred has been self-initiated and has developed informally. Information was collected during the feasibility study from expert informants and about the coastal community in the area. However, the information was not used to create a collaborative learning environment and knowledge-building process. Cross-sectoral partnerships have not been developed to determine joint goals or objectives in the interests of the environment and society. MWD was commenced in the absence of broadly-based partnerships to bring various stakeholders together to represent interest at national, regional and local scales as argued as being desirable by Araujo and Bramwell (2002). Manado waterfront was developed with agreement from the national government but under the control of the provincial and city governments. Thus, the development team did not consist of representatives of both the national and local levels. However, a partnership arrangement was used in the meetings for the initial planning of MWD. It was used to promote discussion and negotiation to enhance the acceptability of MWD and how it should be initiated. However, this partnership was not maintained during the project development process. Appropriate stakeholders were not included in the permanent team to ensure that environmental, social, cultural and economic aspects were incorporated into an overall strategy for MWD. Although participation, collaboration, integration and partnership have been discussed in the literature for many years, they are not well applied in planning many development projects.

Finally, in terms of by Arnstein's (1969) ladder, in MWD opportunities for the public to participate were confined to the lower rungs of the ladder. The eight rungs of the ladder can be divided into the three broad groups, non-participation, tokenism and

citizen power. In the case of MWD, the third level of citizen empowerment was absent over the entire process of the development project (Figure 7.1).

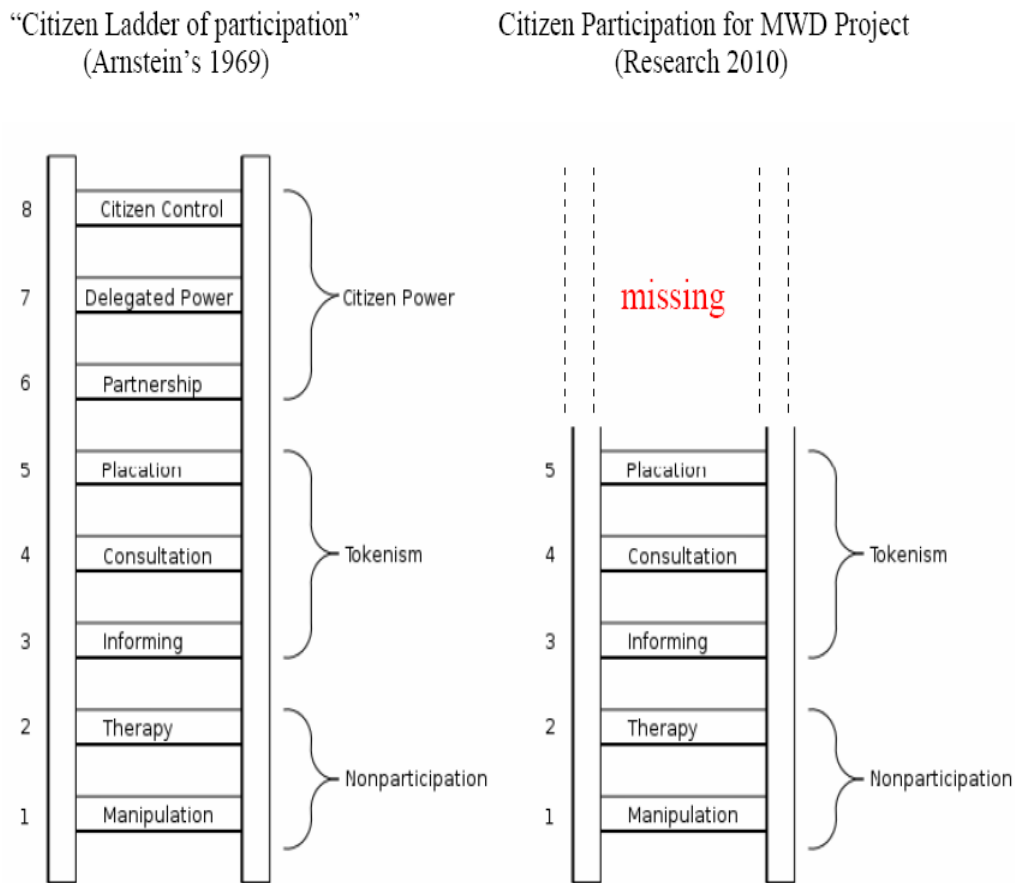


Figure 7.1: Arnstein’s model of participation compared to MWD

The city residents of Manado were only encouraged to deliver authority to the power holders. They were not able to participate through to the latter and most important steps of planning and program implementation. This is also reflective of Pretty’s typology (1995) which describes seven levels of local participation, ranging from manipulative involvement, where virtually all power and control rests externally with other groups, to self-mobilization, where residents act to change systems by taking initiatives independently of external institutions. In the case of MWD, some

residents, including fishermen, acted initially as if they were given authority to decide and control development but most of the critical decisions had actually been made before they were presented to the affected community. Furthermore, external commercial agencies, in this case MWD developers, dominated and played the most important roles and local residents were left behind and neglected.

Arnstein's model and Pretty's typology on local participation are not applicable in certain social contexts, such as in developing countries. Choguill (1996) suggested eight rungs that may be more applicable in such situations: empowerment, partnership, conciliation, dissimulation, diplomacy, informing, conspiracy and self-management. This suggests that a different typology of participation may be appropriate for the assessment of participation in less-developed countries.

#### **7.11. Implication of MSA in planning MWD project**

Unlike Arnstein's ladder of participation that focuses on residents' participation in the process of power sharing, MSA participation in the planning process involves many stakeholders and not only residents. For example, the government might be comprised of national, regional and local levels and the NGOs might be both local and foreign participants. This research employed a schema portraying a Multi-Stakeholders Approach (MSA) that should ideally have existed in the MWD project. Widespread collaboration and partnership should occur in the planning process involving many stakeholders such as local communities, governments, private sector, academics, planners and NGOs. The schema is introduced and used to guide the assessment of urban tourism planning, in the waterfront development, in Manado, Indonesia (Figure 7.2).

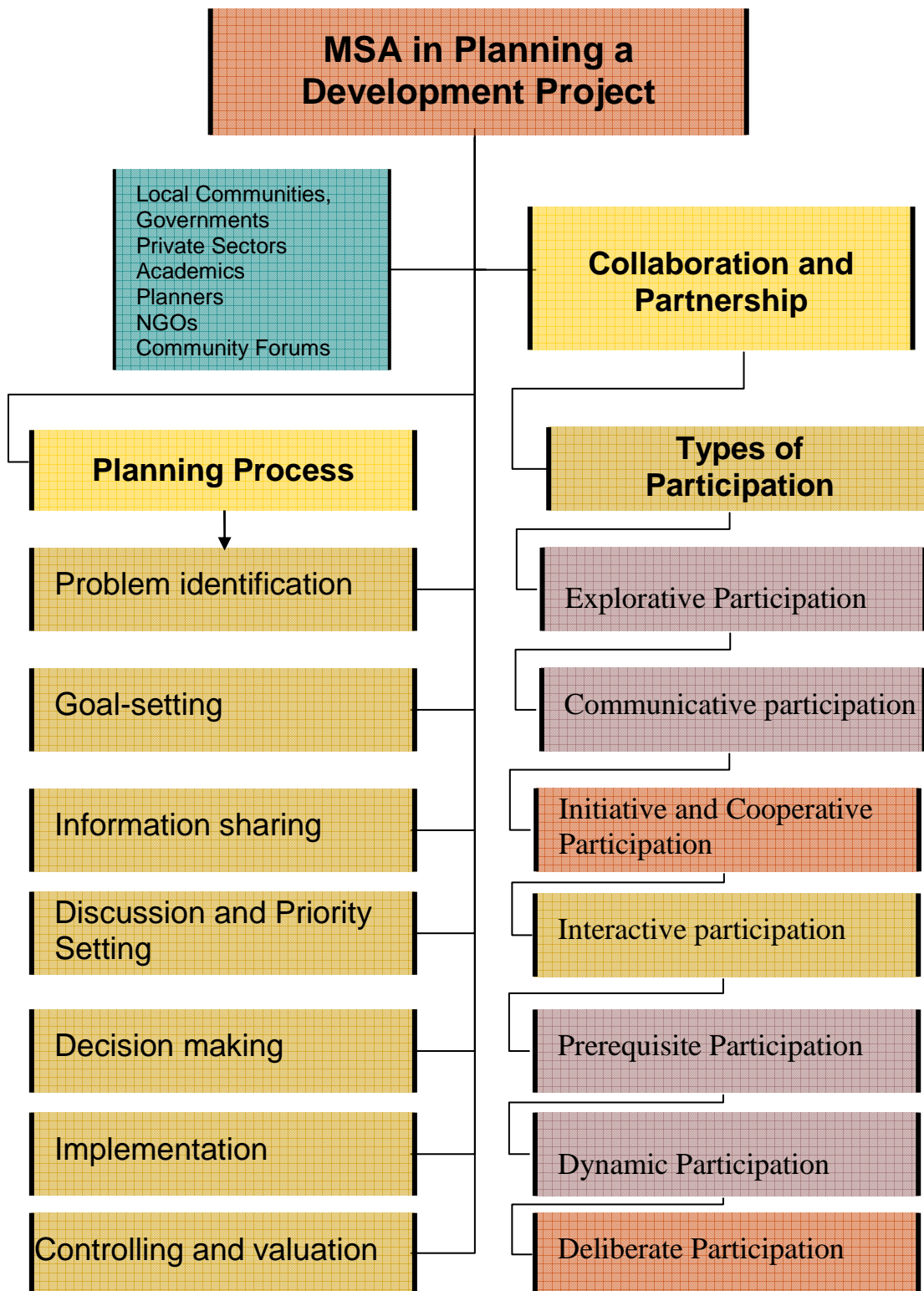


Figure 7.2: MSA in project development planning (Adapted from Duangsa, 1996; UNDP, 2006)

Table 7.1: Descriptions of types of participation in planning a development project

<b>FORMS OF PARTICIPATION IN MSA</b>	
<b>Explorative participation in problem identification</b>	Stakeholders are encouraged to contribute their opinions and are given sufficient inputs to enable them to create various development proposals.
<b>Communicative participation in goal setting</b>	Stakeholders are offered a number of options and consider the economic benefits among all stakeholders as a crucial issue that needs to be taken into account. It is important to understand that all want to gain advantages through their participation.
<b>Initiative and cooperative participation in information sharing</b>	Stakeholders are given opportunity to provide ideas and information. Participation to keep all well informed about the project.
<b>Interactive Participation in the discussion and priority setting</b>	Stakeholders interact and give accurate perception of needs and priorities probably in terms of frameworks of financial support both from government and external aid agencies.
<b>Prerequisite Participation in decision making</b>	Participants are required to have a strong commitment of time and resources both by the planners and others participating stakeholders. All should understand the requirements for elected representatives and allow them to make decisions on behalf of all stakeholders, assuming that they are representing their constituents' interests.
<b>Dynamic Participation in the implementation</b>	Participation to implement the program they have decided together and they initiate a partnership to carry out the program. It is perceived that when stakeholders receive benefits, they are more likely to support the development program as well as promotion of cooperation among the members.
<b>Deliberate Participation in the controlling and evaluation programs</b>	Extended participation with loyalty and mutual responsibility for controlling and assessing the results. This participation invites comments from stakeholders to enhance better development issues.

(Adapted from Duangsa, 1996; UNDP, 2006)

Types of participation that might be employed in each step of the planning process are identified, but one or more forms of participation may be applied in each step. Crucial elements such as finance, schedules, human resources, and willingness of governments to share power, motivations, interest, commitment and development



goals and priorities affect the involvement of multiple stakeholders in the planning process. These elements determine the number of stakeholders that can be invited into the process and the degree to which stakeholders can be involved. While previous research (Adeniyi in Mitchell, 2002) listed several notable challenges for MSA implementation in LDCs, the present study confirms the previous findings and adds a number of additional insights concerning the inadequacy of the engagement of stakeholders in the MWD process. The absence of a participatory framework for the entire MWD project has hindered the formation of a basic understanding of the program at the grassroots level. Consequently, the MWD project is ill-conceived in terms of process and local people are not well-informed. As a result, the project may not generate the community benefits that were initially envisaged. Additionally, the values and roles of city residents remain undermined and ignored.

Capacity-building is required for local people, as important stakeholders, to equip them to participate actively throughout the entire development process. There is a need for change so that the planning role and decision-making responsibilities that have been, hitherto, taken by government institutions and development agencies are shared with a greater number of stakeholders, including members and representatives of the affected communities.

## **7.12. Chapter Summary**

In major development projects, such as MWD, it is essential to have active participation from a wide variety of stakeholders to seek their insights and to incorporate them into the development program. Waterfronts have multiple uses and, therefore, are likely to be of interest to and should involve many stakeholders. If the interests of various groups are to be incorporated into development plans, leading to greater community support, then stakeholder involvement should occur and, ideally,

partnerships among stakeholders should be established. If done well, MSA could contribute to the theory and practice of user-centered designs, including the creation of development strategies that are widely supported.

In Manado, land reclamation has occurred rapidly and on a massive scale. The area has been designated as a centre for business, commerce, leisure and various tourism activities. However, there are many challenges for urban tourism if it is to be planned and developed in a sustainable manner. The land reclamation and subsequent developments have been the objects of much criticism from various parties, such as environmentalists, NGOs and academics. Therefore, it is important to review what has been done in terms of environmental protection and enhancement in the context of sustainable development. Measurable indicators must be employed in the monitoring program as assessment tools to indicate what has been achieved and to underpin future directions.

Tourism is not a sector that can stand alone. Rather it interacts with many other sectors. Therefore, a holistic and integrated approach to tourism planning and development is required. If tourism is a development priority, then the policies for other sectors should take into account their implications for tourism. This will require new ways of thinking. The government should put in place decision-making and policy mechanisms that better accommodate the requirements of the tourism sector.

Although, at the time of writing there is much ecotourism rhetoric, Manado is moving in the direction of mass tourism. Careful planning and strict regulations are required to minimize negative impacts that could, ultimately, undermine the environmental qualities on which much tourism is based. The area will need to accommodate local recreational as well as tourists' needs if local resistance is to be avoided. This should involve: 1) the empowerment of local groups to take initiatives

that are in the interests of the community; 2) the strengthening of local infrastructure relevant to tourism development; 3) the coordination of public and private sector activities and resources; 4) the provision of training and outreach programs for the local community, individuals and business operators to create an atmosphere that is conducive for participation; 5) the management of funds with transparency and accountability; and 6) Human Resource Development (HRD) programs that are required to meet the service expectations of international markets.

## **CHAPTER EIGHT CONCLUSIONS**

### **8.1. Conclusions**

As outlined in chapter one of the thesis, the goal of this research is to analyze, evaluate and make recommendations for the enhancement of MSA in waterfront development in mid-size cities in the developing world, from the problem identification stage, through the planning and implementation to the monitoring stages. Thus, this research is to present and evaluate the specific characteristics of waterfront development in a mid-sized city in the developing world. Challenges in the planning and implementation of waterfront development were analyzed and the opportunities to enhance the process through the adoption of a Multi Stakeholder Approach (MSA) were addressed. The implementation of MSA in waterfront development as a part of urban tourism planning has been examined in the case of Manado, Indonesia. The researcher examined planning documents and conducted a survey with 100 respondents who were users of the Manado waterfront and completed interviews with 15 participants who were key actors of MWD. The research objectives were to: 1) critically review the theoretical, conceptual and practical underpinnings of stakeholder participation in waterfront development as a part of tourism planning; 2) to develop principles for successful involvement of stakeholders in planning that can be applied in the context of tourism and waterfront development in Manado, Indonesia and; 3) to assess the extent to which MWD has followed the principles of successful involvement of stakeholders. Then, where gaps are found, to determine why these gaps exist and to indicate what might be done to reduce the gaps. These research objectives are addressed in the following paragraphs.

The application of MSA in any development project, including waterfront development, has the potential to enhance development outcomes. While the adoption of MSA has the potential to increase the likelihood of establishing and implementing a successful development program, the implementation of MSA requires a high level of awareness and strong commitment of stakeholders. Hence, the involvement of key stakeholders should assist in the achievement of development objectives. While the potential of MSA to enhance decision making in the developing world contexts is high, not all jurisdictions have a tradition of stakeholder involvement.

Challenges have occurred during the process of development and the application of MSA in MWD appears to be weak. Obstacles have been experienced in terms of stakeholders' engagement in the process of waterfront development. This research shows that important aspects of MSA, such as collaboration, partnership and integration, are not easy to implement in practice during the planning and development process, particularly in the developing world. The lack of these aspects of MSA in MWD is likely contributing to the uneven sharing of the development benefits. Even so, most stakeholders acknowledged that MWD will make a positive contribution to both the local community and regional economic development.

The waterfront development in Manado is being used to strengthen the image of the city and as an asset to attract tourists and increase the recreational opportunities for visitors and residents. While Manado authorities have identified their jurisdiction as a waterfront city for it has a long coastline, it is somewhat different in practice. The construction close to the shoreline (which continues to move seawards with land reclamation) of tall buildings, such as malls and shop houses, has blocked views of and access to the sea. This has occurred even though MWD has been considered to be an important part of city tourism planning and tourism is expected to be the leading

economic sector within the region. Tourism around the Manado waterfront is expected to be an important part of Manado's image and Manado was declared to be a world class tourism city in 2010 by the government. This vision was widely accepted locally.

In terms of sharing in the benefits of MWD, it is widely perceived that it will enhance business and tourism which will benefit the city and the community as a whole. The limited access of most stakeholders, especially to the last steps of planning and project implementation, does not necessarily mean that the community has no influence on the development. Opportunities to influence and criticize through public discussion and even through public hearings exist. In the case of MWD, public opinions are continually being voiced over the development so the authority and the developers are aware of public concerns.

This research has proposed principles through reference to steps in the planning process that have been presented in the schema in chapter 7 (problem identification, goal setting, information sharing, discussion and priority setting, decision making, implementation control and evaluation). However, in the case of MWD, most stakeholders have only been involved from the problem identification to the information sharing stages. At the level of discussion and priority setting, the engagement becomes limited and weak. The latter stages, such as decision making, implementation, monitoring and evaluation, are controlled by the authorities who possess power and the MWD developers who own the funding. Thus, MSA is limited and at an early stage in which various interests, including the public, may be invited to discuss the project but this does not necessarily mean that they will influence what transpires. Certain interests, such as government and project developers, dominate

Manado waterfront project operation. However, although MSA engagement in MWD is weak in the latter steps, project implementation is tolerated by most groups.

The main motivation for MWD is economic and the great majority of informants in this research expect the benefits of MWD to exceed the costs. However, these benefits could harm the environment through the failure to conserve coastal resources. This is likely to be an issue in most waterfront developments in mid-sized cities in less developed countries where economic gains are a priority. In fact, it has proven difficult for some groups, such as fisher families, to influence decisions but most groups expect enhanced facilities for residents and visitors, and increased economic activity and job opportunities. Since the waterfront is at the heart of the Manado city, it is an important site in the urban setting. Development of such areas is now commonly directed at both residents and visitors.

Although the results show that MSA is valued by many and was often considered to be important, challenges in implementation were also recognized. Challenges in implementing important aspects of MSA (partnership, community involvement, integration and collaboration) exist and these are recognized in the literature and also by the respondents in this research. The proposed principles for the successful involvement of stakeholders in planning that could be applied in the context of tourism and waterfront development in Manado, are difficult to implement in practice due to several drawbacks such as limit access to decision making, the power and authority of the government, top-down leadership, lack of human resources capabilities in the related institutions, inconsistency in the project process, and changes in the composition of government personnel and leadership over time.

The MWD case is typical of many land reclamations in mid-sized cities of less developed countries. For example, it has become common to create new lands in the

search for economic benefits whilst the environmental protection is largely ignored. Without exception, in the case of MWD, massive and rapid reclamation along Manado Bay has been conducted to expand business and trade areas. In the developing world particularly, where there are fewer checks and balances, the outcome of decisions in development projects will most likely reflect the interests of the decision makers. Therefore, the character and composition of the decision makers will likely influence the outcome of a project. Thus, the inclusion of stakeholders, as institutions, groups or individuals, in project decisions will likely influence project results, including the distribution of costs and benefits.

In the case of MWD, both direct and indirect stakeholders have been included. Direct stakeholders are those who have been part of the development team as well as those who live in and around the Manado waterfront, including business operators within the area. Indirect stakeholders are others who are highly concerned with the Manado waterfront and wish to provide suggestions to the development team, both formally and informally. Given the size and visibility of the development in Manado, the awareness of city residents concerning changes in the waterfront is high, although much less knowledge was found concerning specifics aspects of the planning and decision making for the waterfront. Knowledge of the development varied according to accessibility to different sources of information. Regardless, Manado's image as a waterfront city was very strong and was widely acknowledged and supported as being an important element of the city government's programs.

## **8.2. Contributions of the research**

From an academic perspective, this research has taken existing ideas and has applied them in a new context to explore waterfront development and re-development in a mid-sized city in a less-developed country. Three main themes (tourism planning,



waterfront development and the engagement of stakeholders) and their interrelationships have been addressed. The following insights have been derived from the research:

With respect to the integration between land and water uses, waterfront development must take advantage of and will be influenced by the characteristics of both land and water. A development model that is widely applicable to waterfront development in mid-sized cities in less-developed countries (LDCs) was not found. This suggests that the mid-sized cities in coastal locations may be able to benefit through the sharing of experiences. While policy makers for waterfront development in such cities do not appear to have formal regulations mandating mixed uses of the waterfront, they appear to have an implicit understanding of the importance of mixed uses to urban life and design. The concentrating and clustering of varied uses in waterfront areas reflects their enthusiasm to support waterfront development that is comprised of a mix of uses.

Waterfront developments in the mid size cities in the LDCs involved huge private investments because governments seek such investments to promote both local and regional economic development. This research found that land reclamation for waterfront development broadens and extends the waterfront area that is available for development. The market for business investments in malls and shop-houses is strong, at least in Manado, and can result in the creation of a new CBD (Central Business District). Thus, the waterfront can become the centre for trade, business and economic development in the city. Additionally, the waterfront can provide opportunities for water-based recreation if the necessary physical infrastructure is provided and beautification is undertaken. This requires that the waterfront should be accessible,

pedestrian-friendly and walkable. Through mixed-use development, the waterfront can promote cultural diversity, networking and be a place for evening activities.

Waterfront development should be an essential part of urban tourism planning and design in coastal cities. This research offers several prescriptions for tourism on the waterfront to increase competitiveness with other areas to strengthen leisure and recreational activities in the waterfront which can offer an appealing environment for pleasure and relaxation. In terms of tourism product diversification, the waterfront can offer a variety of opportunities for both passive and active recreations. The waterfront can also be used to enhance the city's image for both residents and visitors. The waterfront should receive careful consideration in the city's master plan for tourism and often offers the potential to create competitive advantages as a tourist destination through development of services such as cafes, restaurants, food stalls, amusements, business centres and hotels. MICE and event tourism can also be encouraged on the waterfront.

This research draws attention to the implementation of MSA in waterfront development which involves many stakeholders with varied interests. Regardless of the negative impacts associated with an inadequate development plan as well as the limited involvement of some stakeholders in the development project, important attributes of waterfront development for stakeholders can be suggested. Waterfront management is never finished but continues on a daily basis and affects multiple stakeholders. All stakeholders in the study of Manado agreed that the waterfront is a city priority for both economic and social development reasons. The waterfront is a multi-functional area with many uses that potentially benefit different stakeholders. Thus, city and community leaders should give high attention to the significance and value and of the waterfront to their communities. While each community will need to

approach waterfront development in its own way, all share the attribute of wanting an active, vibrant waterfront, including multiple uses, possibly including a port, shop-houses, cafes, restaurants, food stalls and malls that engages the public and provide pedestrian access. Regulations are required to guide development in the interests of all stakeholders.

The results of this research suggest issues in the waterfront development that are relevant in other coastal cities in Indonesia and other LDCs and even in all coastal cities worldwide. The waterfront development is often expanded in the search for high economic benefits and environment protection receives insufficient attention. Limit Access to the decision-making process is often limited by the strong power and authority of government. It appears that there is no single factor which determines the successful development of a waterfront city. Instead, this research suggests a variety of attributes that converge to influence development. A successful MSA strategy should be actively promoted in each step of the planning and development process but debates among stakeholders are likely to occur and they may be difficult to resolve. Nevertheless, an increase in the amount of stakeholder engagement from the beginning to the end of the project is recommended because, only in this way can consensus be approached and project objectives be reached that are to most, if not all, parties.

From a practical perspective, the research contributes ideas concerning waterfront development for urban tourism planners to include in their initiatives. It is necessary for the government and policy makers to make environmental protection a priority while pursuing social and economic policies. Failure to do so will likely result in higher costs in the long term for prevention is likely to cost less than remediation. Both internal and external stakeholders should be engaged in collaboration and

partnership. The possible participants in guiding development include academics and academic institutions, coastal and land use planners, waterfront developers, government and other relevant public agencies (city government, Environmental Department, Fisheries and Marine Department, Tourism Department, Transportation Department, Business, Trade and Economic Department, City Spatial Planning Department), the private sector, community members and NGOs.

### **8.3. Future research directions**

Urban-based tourism in mid-sized cities requires further examination in order that the complexity of urban functions that influence tourism development can be better understood. Waterfront development, as a part of urban tourism, is widely adopted to support the growth of the city. Heavy investment by the local authority in infrastructure for tourism, especially at the waterfront, requires integrated planning for urban tourism as well as integration with other urban uses and activities. As waterfront development achieves greater importance, tourism will likely expand as a waterfront function. This means that there will be a stronger role for ICZM in less developed countries, including Indonesia, than has hitherto been the case.

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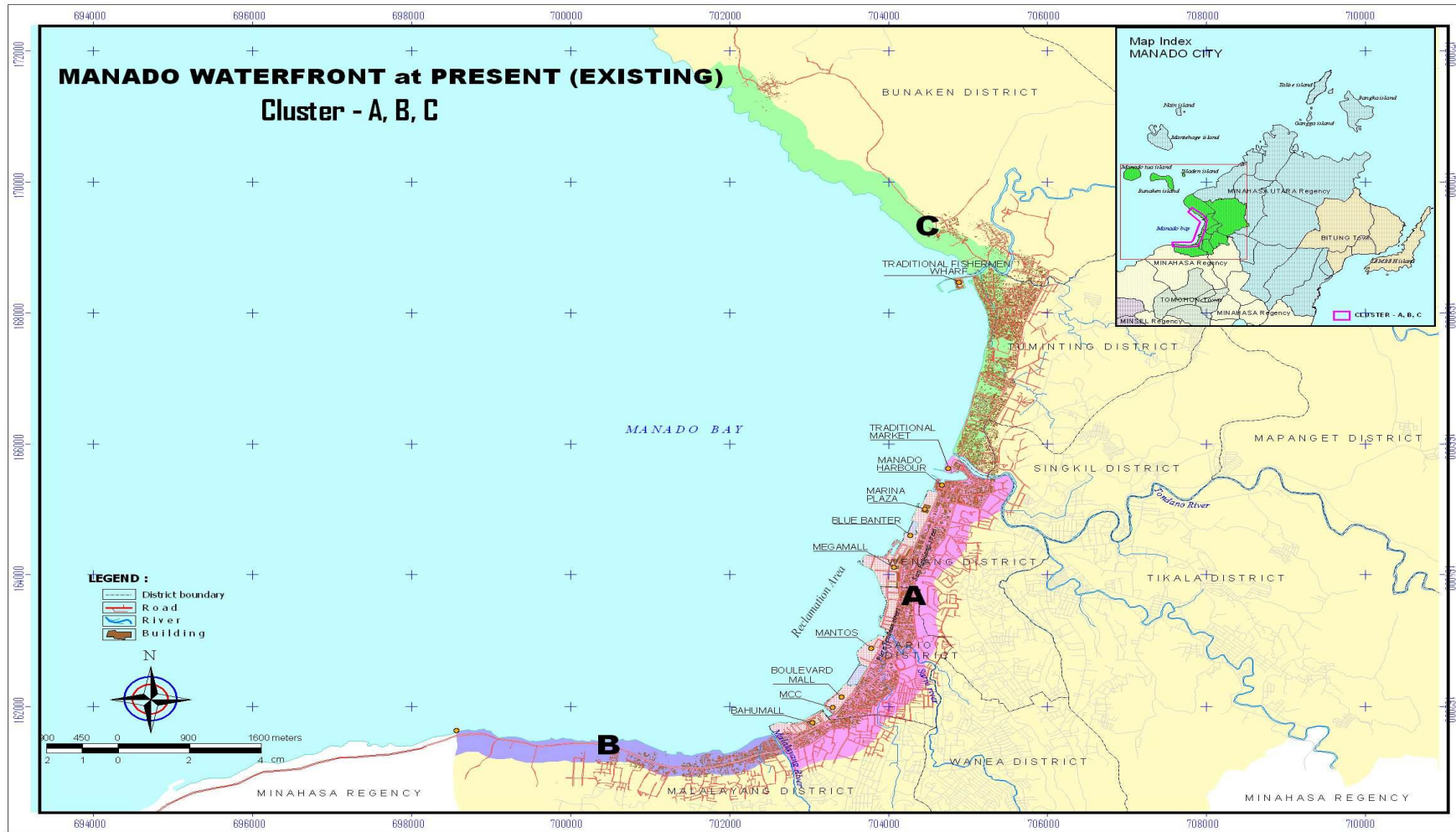
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## Appendix 1 ACRONYMS AND ABBREVIATIONS

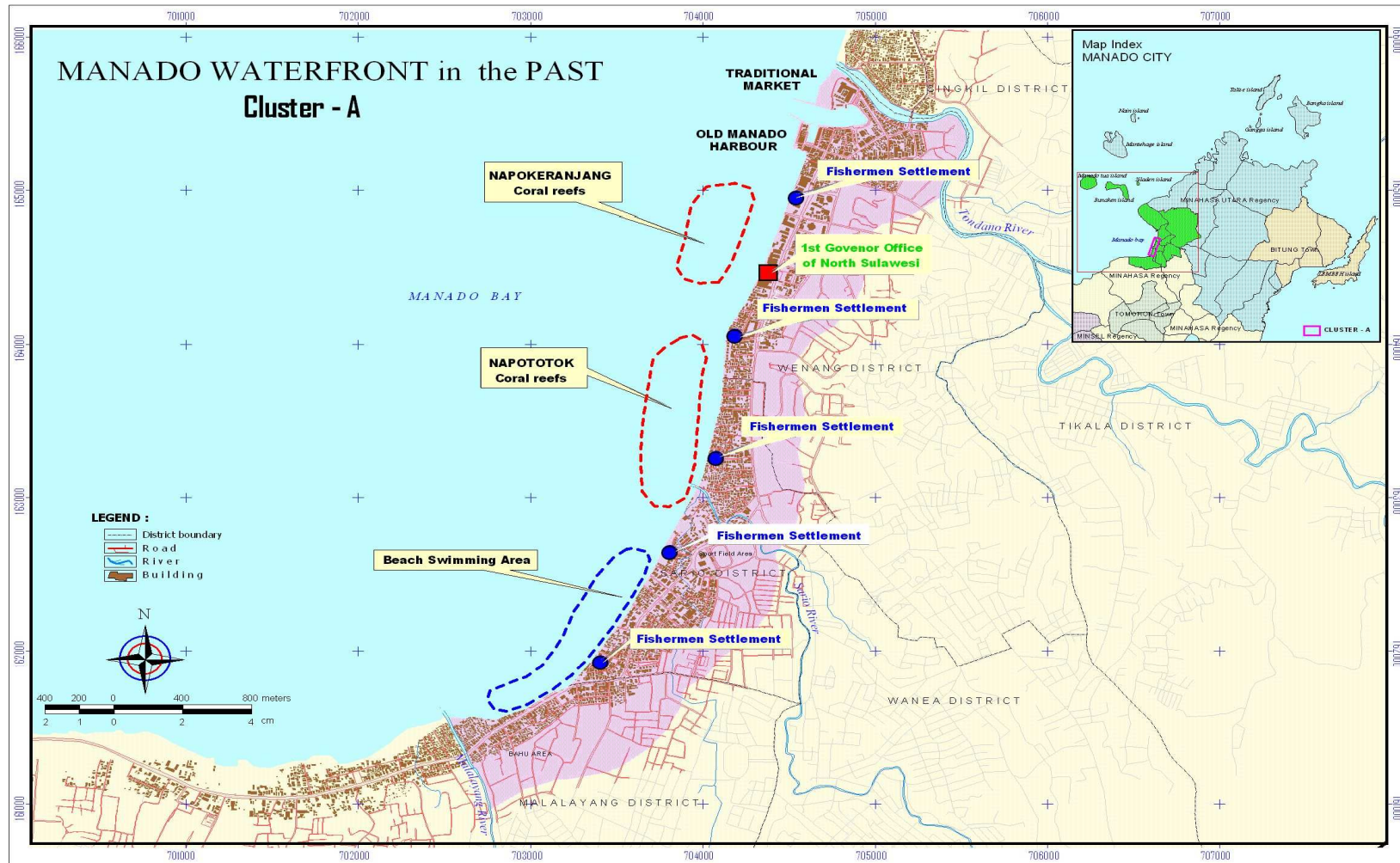
AMDAL	<i>Analisa Mengenai Dampak Lingkungan</i> (Indonesian term for EIA)
B on B	Boulevard on Business
BNP	Bunaken National Park
CBD	Central Business District
CELB	Center of Environmental Leadership Businesses
CEQ	Closed Ended Question
CSR	Corporate Social Responsibility
CZM	Coastal Zone Management
CZPM	Coastal Zone Planning and Management
DEMA	Diving Equipment and Marketing Association
EIA	Environmental Impact Assessment
EMAP	Environmental Management Plan
EMOP	Environmental Monitoring Plan
ESC	Environmental Study Center
ICRAN	International Coral Reef Action Network
ICZM	Integrated Coastal Zone Management
IUCN	International Union for Conservation of Nature
LDCs	Less Developed Countries
LWRP	Local Waterfront Revitalization Program
MCC	Manado Convention Center
MDC	Mersyside Development Corporation
MICE	Meeting, Incentives, Conferences and Exhibitions
MPA	Marine Protected Areas
MSA	Multi Stakeholder Approach
MTH	Manado Tourism Harbour
MWD	Manado Waterfront Development
NOAA	National Oceanic and Atmospheric Administration
NYSDOS	New York State Department of State
ODA	Overseas Development Administration
OEQ	Open Ended Question
REM	Resources and Environmental Management
TIC	Tourist Information Center
UNEP	United Nations Environment Programme
WCED	World Commission and Environmental Development
WOC	World Ocean Conference
WRP	Waterfront Revitalization Program

Appendix 2: Map of Cluster A, B, C of Manado Waterfront





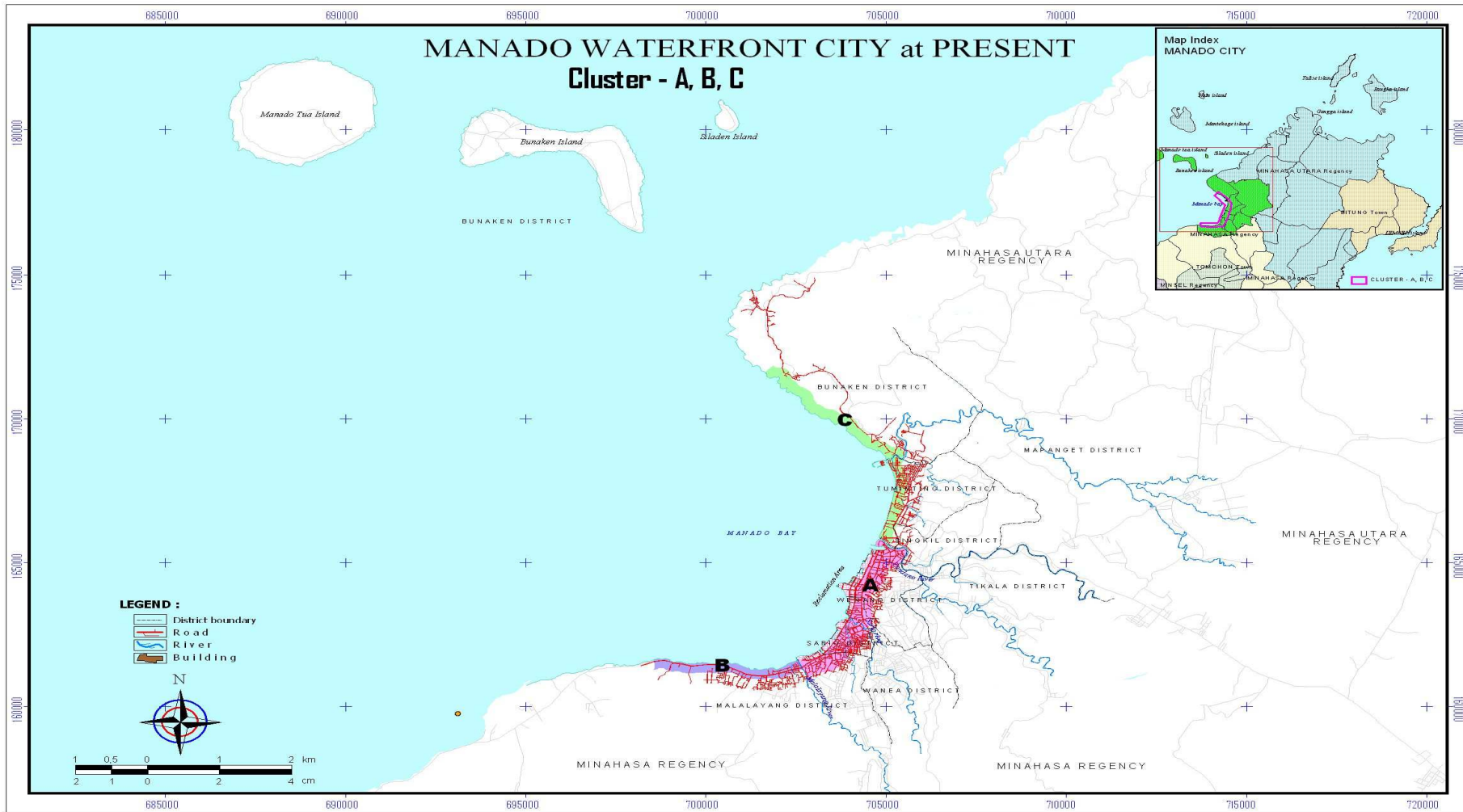
Appendix 3: Map of Cluster A of Manado Waterfront in the Past







**Appendix 5: Map of Manado as a Waterfront City Existing**



**Appendix 6: Environmental Management Plan (EMAP) for reclamation on Manado Bay**

**ENVIRONMENTAL MANAGEMENT PLAN FOR RECLAMATION ON MANADO BAY  
PT. MEGASURYA NUSALESTARI**

TYPES OF IMPACTS & TIME FRAME	OBJECTIVES	MECHANISM	LOCATION	TIME PERIOD	INSTITUTIONS OR RESPONSIBLE PARTY OF ENVIRONMENTAL MONITORING		
					IMPLEMENTATION	MONITORING	REPORTING RESULT
(1)	(2)	(3)	(4)	(5)	(a)	(b)	(c)
<b>PRE-CONSTRUCTION</b>							
Borders	To prevent conflicts among developers	City government should be strict to issue authorization for the project development.	Along the beach, proposed reclaimed area between Block III & IV, IV & V, and block I & VII.	During the administration process and determination of the border line.	<ul style="list-style-type: none"> <li>- By PT. Megasurya Nusalestari in cooperation with the city government of Manado.</li> <li>- PT. Megasurya Nusalestari as funding provider</li> </ul>	City Spatial Department of Manado	PT Megasurya Nusalestari to : <ul style="list-style-type: none"> <li>- City Spatial Department.</li> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
<b>CONSTRUCTION</b>							
Road Damage	To prevent traffic jams and intrusions to traffic flows	<ul style="list-style-type: none"> <li>- Give more attention to the traffic condition</li> <li>- Materials transporting should</li> </ul>	Taas area : <ul style="list-style-type: none"> <li>- Jl Toar</li> <li>- Jl Ahmad Yani</li> <li>- Jl Piere Tendean</li> </ul> Kairagi Satu Area: <ul style="list-style-type: none"> <li>- Jl Martadinata</li> </ul>	<ul style="list-style-type: none"> <li>- During transporting the materials</li> <li>- During the dike removal</li> </ul>	PT. Megasurya Nusalestari as developer as well as funding provider.	Transportation Department of Manado City	PT. Megasurya Nusalestari to : <ul style="list-style-type: none"> <li>- City Transportation Department.</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Communication</li> </ul>

		<p>not be over the vehicle capacity</p> <ul style="list-style-type: none"> <li>- The truck drivers should obey the traffic regulations</li> <li>- Use road signs for the entrance and exit of the vehicles to and from the project area.</li> <li>- Developer should pay costs (Government Regulation No 17, 1994)</li> </ul>	<ul style="list-style-type: none"> <li>- Jl Walanda Maramis</li> <li>- Jl Sudirman</li> <li>- Jl Piere Tendean</li> </ul> <p>Tateli Area :</p> <ul style="list-style-type: none"> <li>- Jl Trans Sulawesi</li> <li>- Jl Wolter Monginsidi.</li> <li>- Jl Piere Tendean</li> </ul>				<p>Department of North Sulawesi.</p> <ul style="list-style-type: none"> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Air Quality/Dust?	To prevent the increase of dust? which affect flora and community health	Watering during the soil dumping process especially in dry season.	Along the beach (block IV & VII) at the proposed reclaimed area.	<ul style="list-style-type: none"> <li>- During transporting the materials</li> <li>- During the soil dumping process</li> </ul>	PT. Megasurya Nusalestari as developer as well as funding provider.	<ul style="list-style-type: none"> <li>- Environmental Department of Manado City.</li> <li>- Health Department of Manado City</li> </ul>	<p>PT. Megasurya Nusalestari to :</p> <ul style="list-style-type: none"> <li>- Environmental Department of Manado City.</li> <li>- Health Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Water Quality	To prevent the decrease of water	The installation of geo-textiles	Along the beach (block IV & VII) at the proposed	<ul style="list-style-type: none"> <li>- During the removal and the installation of</li> </ul>	PT. Megasurya Nusalestari as developer as well as	Environmental Department of Manado City.	<p>PT. Megasurya Nusalestari to :</p> <ul style="list-style-type: none"> <li>- Environmental</li> </ul>

	quality which affects water biota and coral reefs	between the soil and stones.	reclaimed area.	the dike. - During the soil dumping process	funding provider.		Department of Manado City. - Environmental Education Bureau of North Sulawesi - Environmental Impacts Assessment Bureau in Jakarta.
Hydrology : Local flooding	To prevent the local water overflow and manage stormwater	- Soil dumping to have a clear water channel - The installation of a water channel with 1meter diameter at the border line of reclamation and beach	At the water channel of drainage at block IV (4 zero and 5 zero).	During the soil dumping process	PT. Megasurya Nusalestari as developer as well as funding provider.	- Civil Works Department Manado City - Environmental Department of Manado City	PT. Megasurya Nusalestari to : - Civil Works Department Manado City - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi - Environmental Impacts Assessment Bureau in Jakarta.
Erosion	To prevent the in crease of erosion which potentially affects water quality	- The mining is done at each block - To prevent landslides, the slope elevation of each block 10% and 3 meters high	- Soil mining location in Taas and Kairagi I area. - Rock mining location in Tateli area	During soil mining	PT Megasurya Nusalestari as developer as well as funding provider.	Mining Department of Manado City	PT. Megasurya Nusalestari to : - Mining Department of Manado City - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi - Environmental Impacts Assessment Bureau in Jakarta.
Fishermens' standard of living	To reduce the doubts of	- Provide a boat anchoring	Residence area in Titiwungen, Malalayang I and	During the construction process until the	PT Megasurya Nusalestari as developer as well as	Environmental Department of Manado City.	PT. Megasurya Nusalestari to : - Environmental

	fishermen.	<ul style="list-style-type: none"> <li>for fishermen</li> <li>Recruit the fishermen to work during the construction</li> <li>Fishermen are encouraged to transfer into another profession.</li> </ul>	Malalayang II districts.	hesitancy is overcome.	funding provider		Department of Manado City. <ul style="list-style-type: none"> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Community perception and attitude	To strengthen positive community perception (agreement)	<ul style="list-style-type: none"> <li>Deliver socialization about the project to the community.</li> <li>Handle the negative impacts</li> </ul>	Reclaimed areas at : <ul style="list-style-type: none"> <li>- South Wenang, Titiwungen, Malalayang I and Malalayang II districts.</li> <li>- At soil mining area in Tikala Baru, Kairagi I and Tateli districts.</li> </ul>	<ul style="list-style-type: none"> <li>- During the construction process</li> <li>- During soil and rock mining process.</li> <li>- Depend on the needs.</li> </ul>	PT Megasurya Nusalestari as developer as well as funding provider.	<ul style="list-style-type: none"> <li>- Environmental Department of Manado City.</li> <li>- Environmental Department of Minahasa Regency.</li> </ul>	PT. Megasurya Nusalestari to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City.</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impact Assessment Department of Minahasa Regency.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
<b>OPERATIONAL STAGE</b>							
Water Quality	To prevent the decrease of water quality which can affect water biota and coral reefs, comfort and aesthetics.	Create liquid waste management (Water treatment)	<ul style="list-style-type: none"> <li>- For Hotel activities block IV and VII.</li> <li>- Restaurant block VII</li> </ul>	During the post construction process / operation	PT Megasurya Nusalestari as developer as well as funding provider.	Environmental Department of Manado City.	PT. Megasurya Nusalestari to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City.</li> <li>- Environmental Education Bureau of North Sulawesi</li> </ul>

**ENVIRONMENTAL MANAGEMENT PLAN FOR RECLAMATION ON MANADO BAY  
PT. MULTICIPTA PERKASA NUSANTARA**

TYPES OF IMPACTS & TIME FRAME	OBJECTIVES	MECHANISM	LOCATION	TIME PERIOD	INSTITUTIONS OR RESPONSIBLE PARTY OF ENVIRONMENTAL MONITORING		
					IMPLEMENTATION	MONITORING	REPORTING RESULT
(1)	(2)	(3)	(4)	(5)	(a)	(b)	(c)
<b>PRE-CONSTRUCTION</b>							
Borders	To prevent conflicts among developers	City government should be strict to issue authorization for the project development.	Along the beach block II, III, VI) and the proposed reclaimed area between Block II & I, Block III & IV, and block VI & V, the reclaimed area between block I & II, block I & VII	During the administration process and determination of border lines.	<ul style="list-style-type: none"> <li>- By PT. Multicipta Perkasa Nusantara in cooperation with the city government of Manado.</li> <li>- PT. Megasurya Nusalestari as funding provider</li> </ul>	City Spatial Department of Manado	PT. Multicipta Perkasa Nusantara to : <ul style="list-style-type: none"> <li>- City Spatial Department.</li> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
<b>CONSTRUCTION</b>							
Traffic and Road Damage	To prevent the traffic jams and intrusions to traffic flows	<ul style="list-style-type: none"> <li>- Give more attention to the traffic condition</li> <li>- Materials transporting should not exceed the vehicle capacity</li> </ul>	Soil transportation from Taas through: <ul style="list-style-type: none"> <li>- Jl Toar</li> <li>- Jl Ahmad Yani</li> <li>- Jl Piere Tendean</li> </ul> Soil transportation from Kairagi through: <ul style="list-style-type: none"> <li>- Jl Martadinata</li> <li>- Jl Walanda Maramis</li> </ul>	<ul style="list-style-type: none"> <li>- During transporting the materials</li> <li>- During the dike removal</li> </ul>	PT. Multicipta Perkasa Nusantara as developer as well as funding provider.	City Transportation Department of Manado	PT. Multicipta Perkasa Nusantara to : <ul style="list-style-type: none"> <li>- City Transportation Department.</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Communication Department of North Sulawesi.</li> <li>- Environmental Impacts</li> </ul>

		<ul style="list-style-type: none"> <li>- The truck drivers should obey the traffic regulations</li> <li>- Use road signs for the entry and exit of vehicles to and from the project area.</li> <li>- Developer should pay the costs (Government Regulation No 17, 1994)</li> </ul>	<ul style="list-style-type: none"> <li>- Jl Sudirman</li> <li>- Jl Piere Tendean</li> </ul> <p>Soil transportation from Tateli through</p> <ul style="list-style-type: none"> <li>- Jl Trans Sulawesi</li> <li>- Jl Wolter Monginsidi.</li> <li>- Jl Piere Tendean</li> </ul>				Assessment Bureau in Jakarta.
Air Quality/Dust	To prevent the increase of dust which affects flora and community health	Watering during the soil dumping process, especially in dry season.	Along the beach (block II, III & VII at the proposed reclaimed area.	<ul style="list-style-type: none"> <li>- During transporting the materials</li> <li>- During the soil dumping process</li> </ul>	PT. Multicipta Perkasa Nusantara as developer as well as funding provider	<ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Health Department of Manado City</li> </ul>	PT. Multicipta Perkasa Nusantara to : <ul style="list-style-type: none"> <li>- Environmental Department Manado City</li> <li>- Health Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Water Quality	To prevent the decrease of water quality which	The installation of geo-textile between the soil and stones stalling.	Along the beach (block II, III & VII at the proposed reclaimed area.	<ul style="list-style-type: none"> <li>- During the removal and the installation of the dike.</li> <li>- During the soil dumping</li> </ul>	PT. Multicipta Perkasa Nusantara as developer as well as funding provider	Environmental Department of Manado City	PT. Multicipta Perkasa Nusantara to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of</li> </ul>



	affect water biota and coral reefs.			process			North Sulawesi - Environmental Impacts Assessment Bureau in Jakarta.
Hydrology : Flooding	To prevent local water overflow and storm runoff	<ul style="list-style-type: none"> <li>- Soil dumping to have clear water channel</li> <li>- The installation of a water channel with 1meter diameter at the border line of reclamation and beach</li> </ul>	At the water channel of drainage at block II, III & VII.	During the soil dumping process	PT. Multicipta Perkasa Nusantara as developer as well as funding provider	Civil Works Department Manado City	PT. Multicipta Perkasa Nusantara to : <ul style="list-style-type: none"> <li>- Civil Works Department Manado City</li> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Erosion	To prevent the in crease of erosion which potentiall y affects water quality	<ul style="list-style-type: none"> <li>- The mining is done at each block 6 x 3m (L x T x P).</li> <li>- To prevent landslides, the slope and elevation of each block 10% and 3 meters high maximum</li> </ul>	<ul style="list-style-type: none"> <li>- Soil mining location in Tass and Kairgai I area.</li> </ul>	During soil dumping process	PT. Multicipta Perkasa Nusantara as developer as well as funding provider	Mining Department of Manado City	PT. Multicipta Perkasa Nusantara to : <ul style="list-style-type: none"> <li>- Mining Department of Manado City</li> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Fishermens' standard of living	To prevent fishermen s' doubts.	<ul style="list-style-type: none"> <li>- Provide boat anchoring for fishermen</li> <li>- Recruit</li> </ul>	Residence area in Titiwungen, Sario Tumpaan (especially those as fishermen).	During the construction process until the community hesitancy is overcome.	PT. Multicipta Perkasa Nusantara as developer as well as funding provider	Environmental Department of Manado City	PT. Multicipta Perkasa Nusantara to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental</li> </ul>

		<ul style="list-style-type: none"> <li>fishermen to work during construction</li> <li>- Fishermen encouraged to transfer into another profession.</li> </ul>					<p>Education Bureau of North Sulawesi</p> <ul style="list-style-type: none"> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Community perception and attitude	To strengthen the positive community perception (agreement)	<ul style="list-style-type: none"> <li>- Deliver socialization about the project to the community</li> <li>- Handle the negative impacts</li> </ul>	<p>Reclaimed areas at :</p> <ul style="list-style-type: none"> <li>- South Wenang, Titiwungen, North Sario, Sario Tumpaan districts.</li> <li>- At soil mining areas in Tikala Baru, Kairagi I and Tateli districts.</li> </ul>	<ul style="list-style-type: none"> <li>- During the construction process</li> <li>- During soil and rock mining process</li> <li>- Depends on needs.</li> </ul>	PT. Multicipta Perkasa Nusantara as developer as well as funding provider	<ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Department of Minahasa Regency.</li> </ul>	<p>PT. Multicipta Perkasa Nusantara to :</p> <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impact Assessment Department of Minahasa Regency.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
<b>OPERATIONAL STAGE</b>							
Water Quality	To prevent the decrease of water quality which can affect water biota and coral reefs, comfort.	<p>Create liquid waste management (Water treatment)</p> <ul style="list-style-type: none"> <li>- For Hotel activities block II, III, VI.</li> <li>- Restaurant block II and VII</li> </ul>	<ul style="list-style-type: none"> <li>- During the post construction process / operation</li> </ul>	PT. Multicipta Perkasa Nusantara as developer as well as funding provider	Environmental Department of Manado City	<p>PT. Multicipta Perkasa Nusantara to :</p> <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>	

Environmental Aesthetics	Maintain the aesthetics of the environment	<ul style="list-style-type: none"> <li>- Provide solid waste containers.</li> <li>- Campaign using the motto Clean, Healthy, Orderly and Attractive</li> </ul>	<ul style="list-style-type: none"> <li>- At reclaimed area (block II, III and VI).</li> <li>- From Manado Bay to Bunaken Marine Park</li> </ul>	During the post construction process / operation	PT. Multicipta Perkasa Nusantara as developer as well as funding provider	Environmental Department of Manado City	PT. Multicipta Perkasa Nusantara to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
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### ENVIRONMENTAL MANAGEMENT PLAN FOR RECLAMATION ON MANADO BAY PT. BAHU CIPTA PERSADA

TYPES OF IMPACTS & TIME FRAME	OBJECTIVES	MECHANISM	LOCATION	TIME PERIOD	INSTITUTIONS OR RESPONSIBLE PARTY OF ENVIRONMENTAL MONITORING		
					IMPLEMENTATION	MONITORING	REPORTING OF RESULTS
(1)	(2)	(3)	(4)	(5)	(a)	(b)	(c)
<b>PRE-CONSTRUCTION</b>							
Borders	To prevent conflicts among developers	City government should be strict to issue authorization for the project development.	Along the beach, proposed reclaimed area between Block I & II, Block I & VII.	During the administration process and determination of border line.	<ul style="list-style-type: none"> <li>- By PT. Bahu Cipta Persada in cooperation with the city government of Manado.</li> <li>- PT. Bahu Cipta Persada as funding provider</li> </ul>	City Spatial Department of Manado	PT. Bahu Cipta Persada to : <ul style="list-style-type: none"> <li>- City Spatial Department.</li> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Environmental Impacts Ass. Bureau</li> </ul>
<b>CONSTRUCTION</b>							

Traffic and Road Damage	To prevent the traffic jams and intrusions to traffic flows	<ul style="list-style-type: none"> <li>- Give more attention to traffic conditions</li> <li>- Materials transporting should not exceed vehicle capacity</li> <li>- The truck drivers should obey the traffic regulations</li> <li>- Use road signs for in entry and exit of vehicles to and from the project area.</li> <li>- Developer should pay the costs (Government Regulation No 17, 1994)</li> </ul>	<ul style="list-style-type: none"> <li>- Jl Trans Sulawesi</li> <li>- Jl Wolter Monginsidi.</li> </ul>	<ul style="list-style-type: none"> <li>- During transporting the materials</li> <li>- During the dike removal</li> </ul>	PT. Bahu Cipta Persada as developer as well as funding provider.	City Transportation Department of Manado	PT. Bahu Cipta Persada to : <ul style="list-style-type: none"> <li>- City Transportation Department.</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Communication Department of North Sulawesi.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Air Quality/Dust	To prevent the increase of dust which affects flora and community health	Watering during the soil dumping process especially in dry season.	Along the beach, at the proposed reclaimed area (block I).	<ul style="list-style-type: none"> <li>- During transporting the materials</li> <li>- During the soil dumping process</li> </ul>	PT. Bahu Cipta Persada as developer as well as funding provider.	<ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Health Department Manado City</li> </ul>	PT. Bahu Cipta Persada to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Health Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi.</li> </ul>

							- Environmental Impacts Assessment Bureau in Jakarta.
Water Quality	To prevent decrease of water quality which affects water biota and coral reefs.	The installation of geo-textiles between the soil and stones	Along the beach, at the proposed reclaimed area (block I).	<ul style="list-style-type: none"> <li>- During the removal and installation of the dike.</li> <li>- During the soil dumping process</li> </ul>	PT. Bahu Cipta Persada as developer as well as funding provider.	Environmental Department of Manado City	PT. Bahu Cipta Persada to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Hydrology : Flooding	To prevent the local water overflow and raining	<ul style="list-style-type: none"> <li>- Soil dumping to have clear water channel</li> <li>- The installation of water channel with 1meter diameter at the border line of reclamation and beach</li> </ul>	At the water channels of drainage at block I.	During the soil dumping process	PT. Bahu Cipta Persada as developer as well as funding provider.	Civil Works Department Manado City	PT. Bahu Cipta Persada to : <ul style="list-style-type: none"> <li>- Civil Works Department Manado City</li> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Fishermens' standard of living	To address the doubts of fishermen	<ul style="list-style-type: none"> <li>- Provide boat anchoring for fishermen</li> <li>- Recruit fishermen to work in the construction</li> </ul>	Residence area in Bahu district.	During the construction process until the hesitancy is overcome.	PT. Bahu Cipta Persada as developer as well as funding provider	Environmental Department of Manado City	PT. Bahu Cipta Persada to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>

		- Fishermen encouraged to transfer into another profession.					
Community perception and attitude	To strengthen positive community perception (agreement)	- Deliver socialization about the project to the community. - Handle the negative impacts	Reclaimed areas at : - Bahu district - At soil and rock mining area in Tateli district	- During the construction process - During soil and rock mining process - Depend on the needs	PT. Bahu Cipta Persada as developer as well as funding provider.	- Environmental Department of Manado City - Environmental Department of Minahasa Regency.	PT. Bahu Cipta Persada to : - Environmental Department of Manado City - Environmental Education Bureau of North Sulawesi. - Environmental Department of Minahasa Regency. - Environmental Impacts Assessment Bureau in Jakarta.
<b>OPERATIONAL STAGE</b>							
Water Quality	To prevent decrease of water quality which can affect water biota and coral reefs, comfort and aesthetics.	Create liquid waste management (Water treatment)	- For Hotel activities at block I	During the post construction process / operation	PT. Bahu Cipta Persada as developer as well as funding provider.	Environmental Department of Manado City	PT. Bahu Cipta Persada to : - Environmental Department of Manado City - Environmental Education Bureau of North Sulawesi. - Environmental Impacts Assessment Bureau in Jakarta.

Environmental Aesthetics	Maintain aesthetics of the environment	<ul style="list-style-type: none"> <li>- Provide solid waste containers.</li> <li>- Campaign using the motto of Clean, Healthy, Orderly and Attractive</li> </ul>	<ul style="list-style-type: none"> <li>- At reclaimed area (block I).</li> <li>- From Manado Bay to Bunaken Marine Park</li> </ul>	During the post construction process / operation	PT. Bahu Cipta Persada as developer as well as funding provider.	Environmental Department of Manado City	PT. Bahu Cipta Persada to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
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**ENVIRONMENTAL MANAGEMENT PLAN FOR RECLAMATION ON MANADO BAY  
PT. PAPERTR PERKASA UTAMA**

TYPES OF IMPACTS & TIME FRAME	OBJECTIVES	MECHANISM	LOCATION	TIME PERIOD	INSTITUTIONS OR RESPONSIBLE PARTY OF ENVIRONMENTAL MONITORING		
					IMPLEMENTATION	MONITORING	REPORTING OF RESULTS
(1)	(2)	(3)	(4)	(5)	(a)	(b)	(c)
<b>PRE-CONSTRUCTION</b>							
Borders	To prevent conflicts among developers	City government should be strict to issue authorization for the project development.	At the beach (block V), proposed reclaimed area between Block V & VI, IV & V.	During the administration process and determination of border line.	<ul style="list-style-type: none"> <li>- By PT. Papertra Perkasa Utama in cooperation with the city government of Manado.</li> <li>- PT. Megasurya Nusalestari as funding provider</li> </ul>	City Spatial Department of Manado	PT. Papertra Perkasa Utama to : <ul style="list-style-type: none"> <li>- City Spatial Department.</li> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>

CONSTRUCTION							
Traffic and Road Damage	To prevent traffic jams or disruption to the traffic arrangement	<ul style="list-style-type: none"> <li>- Materials transporting should not exceed the vehicle capacity</li> <li>- The truck drivers should obey the traffic regulations</li> <li>- Use road signs for entrance and exit of vehicles to and from the project area.</li> <li>- Developer should pay the costs (Government Regulation No 17, 1994)</li> </ul>	Soil transportation from Taas through: <ul style="list-style-type: none"> <li>- Jl Toar</li> <li>- Jl Ahmad Yani</li> <li>- Jl Piere Tendean</li> </ul> Soil transportation from Kairagi through: <ul style="list-style-type: none"> <li>- Jl Martadinata</li> <li>- Jl Walanda Maramis</li> <li>- Jl Sudirman</li> </ul> Soil transportation from Tateli through <ul style="list-style-type: none"> <li>- Jl Trans Sulawesi</li> <li>- Jl Wolter Monginsidi.</li> <li>- Jl Piere Tendean</li> </ul>	<ul style="list-style-type: none"> <li>- During transporting the materials</li> <li>- During the dike removal</li> </ul>	PT. Papetra Perkasa Utama as developer as well as funding provider.	City Transportation Department of Manado	PT. Papetra Perkasa Utama to : <ul style="list-style-type: none"> <li>- City Transportation Department.</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Communication Department of North Sulawesi.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Air Quality/Dust	To prevent the increase of dust which affects flora and community health	Watering during the soil dumping process especially in dry season.	Along the beach, the proposed reclaimed area (block V).	<ul style="list-style-type: none"> <li>- During transporting the materials</li> <li>- During the soil dumping process</li> </ul>	PT. Papetra Perkasa Utama as developer as well as funding provider.	<ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Health Department of Manado City</li> </ul>	PT. Papetra Perkasa Utama to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Health Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impacts Assessment Bureau.</li> </ul>
Water Quality	To	The	Along the beach, the	- During the	PT. Papetra Perkasa	Environmental	PT. Papetra Perkasa



	prevent decrease of water quality which affects water biota and coral reefs.	installation of geo-textiles between the soil and stones	proposed reclaimed area (block V).	removal and the installation of the dike. - During the soil dumping process	Utama as developer as well as funding provider.	Department of Manado City	Utama to : - Environmental Department of Manado City - Environmental Education Bureau of North Sulawesi - Environmental Impacts Assessment Bureau in Jakarta.
Hydrology : Local flooding	To prevent the local water overflow and manage storm water	- Soil dumping to have clear water channel - The installation of a water channel with 1meter diameter at the border line of reclamation and beach	At the water channel of drainage, at the proposed reclaimed area (block V).	During the soil dumping process	PT. Papetra Perkasa Utama as developer as well as funding provider.	Civil Works Department of Manado City	PT. Papetra Perkasa Utama to : - Civil Works Department Manado City - Environmental Department of Manado City - Environmental Education Bureau of North Sulawesi - Environmental Impacts Assessment Bureau in Jakarta.
Erosion	To prevent increase of erosion which potentially affects water quality	- The mining is done at each block 6 x 3m (L x T x P). - To prevent landslides, slope and elevation of each block less than 10% and 3 meters high	- Soil mining location in Tass and Kairgai I area. - Rock mining location in Tateli area	During soil mining	PT. Papetra Perkasa Utama as developer as well as funding provider.	Mining Department of Manado City	PT. Papetra Perkasa Utama to : - Mining Department of Manado City - City Environmental Impact Assessment Department - Environmental Education Bureau of North Sulawesi - Environmental Impacts Assessment Bureau in Jakarta.

Fishermens' standard of living	To address doubts of fishermen	<ul style="list-style-type: none"> <li>- Provide boat anchoring for fishermen</li> <li>- Recruit fishermen to work in the construction</li> <li>- Fishermen encouraged to transfer into another profession.</li> </ul>		During the construction process until the hesitancy is overcome.	PT. Papetra Perkasa Utama as developer as well as funding provider	Environmental Department of Manado City	PT. Papetra Perkasa Utama to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
Community perception and attitude	To strengthen positive community perceptions (agreement)	<ul style="list-style-type: none"> <li>- Deliver socialization about the project to the community.</li> <li>- Handle the negative impacts</li> </ul>	<ul style="list-style-type: none"> <li>- Rock Mining area at : <ul style="list-style-type: none"> <li>- Tikala Baru district (Taas) and Kairagi I districts.</li> <li>- Rock mining area at Tateli district.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- During the construction process</li> <li>- During soil and rock mining process.</li> <li>- Depends on needs.</li> </ul>	PT. Papetra Perkasa Utama as developer as well as funding provider.	<ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Department of Minahasa Regency.</li> </ul>	PT. Papetra Perkasa Utama to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> <li>- Environmental Department of Minahasa Regency.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
<b>OPERATIONAL STAGE</b>							
Water Quality	To prevent decrease of water quality	Create liquid waste management (Water treatment)	<ul style="list-style-type: none"> <li>- For Hotel activities block V.</li> <li>- Restaurant block V.</li> </ul>	During the post construction process / operation	PT. Papetra Perkasa Utama as developer as well as funding provider.	Environmental Department of Manado City	PT. Papetra Perkasa Utama to : <ul style="list-style-type: none"> <li>- Environmental Department of Manado City</li> <li>- Environmental Education Bureau of North Sulawesi</li> </ul>

**Appendix 7: Environmental Monitoring Plan (EMOP) for land reclamation on Manado Bay**

**ENVIRONMENTAL MONITORING PLAN FOR RECLAMATION ON MANADO BAY  
BY PT. MEGASURYA NUSALESTARI**

TYPES OF IMPACTS & TIME FRAME	NATURE OF IMPACTS	OBJECTIVES	DATA COLLECTION METHODS	LOCATION	MONITORING FREQUENCY	ANALYSIS METHODS	INSTITUTIONS OR RESPONSIBLE PARTY FOR ENVIRONMENTAL MONITORING		
							IMPLEMENTATION	MONITORING	REPORTING RESULT
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(a)	(b)	(c)
<b>PRE-CONSTRUCTION</b>									
Borders	Activities to determine border lines and areas	To find out whether the rules on bordering between the blocks are implemented.	Field observation	<ul style="list-style-type: none"> <li>- Border between block IV with III &amp; V</li> <li>- Border between VII with block I</li> </ul>	Pre construction to construction stages (1x in 3 months).	Descriptive	PT Megasurya Nusalestari in cooperation with PT Multicipta Perkasa Nusantara, PT Papetra Perkasa Utama and PT Bahu Cipta Persada	City Spatial Department of Manado	<ul style="list-style-type: none"> <li>- Developer to: City Spatial Department.</li> <li>- Environmental Department of Manado.</li> <li>- Environmental Education Bureau at City and provincial levels.</li> <li>- Environmental Impacts Assessment Bureau in Jakarta.</li> </ul>
<b>CONSTRUCTION</b>									
Traffic and Road Damage	Activities during materials transportation (rock and soil)	To find out whether traffic impediments exist.	Field Observation	<ul style="list-style-type: none"> <li>- Jl. Wolter Monginsidi</li> <li>- Jl. Toar</li> <li>- Jl. Walanda Maramis</li> <li>- Jl.</li> </ul>	Construction process (1x in each month).	Mathematical Calculation	PT Megasurya Nusalestari with PT Multicipta Perkasa Nusantara, PT Papetra Perkasa	City Transportation Department of Manado	<ul style="list-style-type: none"> <li>- Developer to: City Transportation Department.</li> <li>- Environmental Department of Manado city.</li> </ul>

				Sudirman - Jl. Piere Tendeau			Utama and PT Bahu Cipta Persada		- Provincial Environmental Education Bureau. - Environmental Impacts Assessment Bureau in Jakarta.
Air Quality /dust	Soil dumping	To find the changes of air quality /increase of dust.	Data collection method for air quality	- Block IV & VII - Community residence in South Wenang district, Titiwungen, Malalayang I and Malalayang II.	Construction process (1 x in 3 months).	Gravimetric	PT Megasurya Nusalestari	Environmental Department of Manado City	Developer to: - Environmental Department of Manado city. - Environmental Education Bureau of North Sulawesi. - Health Department of North Sulawesi - Environmental Impacts Assessment Bureau in Jakarta.
Water Quality	The removal and installation of the dike.	To find out the extent of the increase of TDS, TSS, muddiness and Water Ph.	Data collection methods for water quality	- One point at block IV - One point at block VII. - Two points in Manado Bay - One point in Bunaken Marine Park	Construction process (1 x in 3 months).	Gravimetric, NTU, JTU, Expansion	PT Megasurya Nusalestari :two points at Manado bay and one point in Bunaken Marine Park in cooperation with PT Multicipta Perkasa Nusantara, PT Papetra Perkasa Utama and PT Bahu Cipta Persada	Environmental Department of Manado City	Developer to: - Environmental Department of Manado city. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Disturbance to Plankton	Construction activities (soil dumping) which decrease water	To find the extent of decreases of plankton diversity.	Sample collection with plankton net	- One point at block IV - One point at block VII. - Two points in Manado Bay	Construction process (1 x in 3 months).	Shannon and Wiener	PT Megasurya Nusalestari (two points at Manado bay and one point in Bunaken Marine Park in cooperation with PT Multicipta	Environmental Department of Manado City	Developer to: - Environmental Department of Manado city. - Environmental Education Bureau of North Sulawesi.

	quality			- One point in Bunaken Marine Park			Perkasa Nusantara, PT Papetra Perkasa Utama and PT Bahu Cipta Persada		Impacts Assessment Bureau in Jakarta.
Disturbance to coral reefs	Construction activities (soil dumping) which decreases water quality	To find out the extent of disturbance to coral reef.	Line Intercept Transect	- One point at block IV, one point at block VII - Two points at Manado Bay - One point in Bunaken Marine Park	Construction process (1 x in 3 months).	Shannon and Wiener, Cox formula	PT Megasurya Nusalestari (especially in Bunaken Marine Park) in cooperation with PT Multicipta Perkasa Nusantara, PT Papetra Perkasa Utama and PT Bahu Cipta Persada	Environmental Department of Manado City	Developer to: - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. Impacts Assessment Bureau in Jakarta.
<b>Hydrology :</b> - Local Flooding	Soil dumping	To find out whether the reclamation causes flooding in the rainy season	Direct observation	- Jl Piere Tendean - Districts of South Wenang, Titiwungen, Malalayang I and Malalayang II.	Each month during the rainy season.	Descriptive	PT Megasurya Nusalestari	- Public Civil Works Department of Manado City. - Environmental Department of Manado City.	Developer to: - Public Civil Works Department of Manado City. - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. Impacts Assessment Bureau in Jakarta.
- Water Quantity	Rock mining in Tateli.	To find out whether the rock mining causes changes in water quantity	Field observation	- Ranorepet River. - Malontok River (big and small) - Buntong River.	Construction phase (2x in 3 months during rainy season and 2 x in 3 months during dry	Mathematical tabulations	PT Megasurya Nusalestari in cooperation with PT Multicipta Perkasa Nusantara, PT Papetra Perkasa Utama and PT	- Mining Department of Minahasa Regency. - Environmental Department of Minahasa	Developer to: - Mining Department of Minahasa Regency. - Environmental Department of Minahasa Regency.

				- Ranomene River.	season		Bahu Cipta Persada	Regency.	- Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Fishermens' standard of living	Reclamation process and development on the reclaimed areas.	To find out whether fishermen lost jobs as a result of reclamation	Field Survey	Districts of South Wenang, Titiwungen, Malalalang I and Malalayang II.	From construction to operational process of reclamation (1x in 3 months)	Tabulation / descriptive	PT Megasurya Nusalestari	Environmental Department of Manado City.	Developer to: - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Increase of Erosion	Soil mining	To find out the extent of erosion as a result of soil mining	Field measurement	Soil mining location in Kairagi I and Tikala Baru and one point in Tondano River	Construction (1x in 3 months) during rainy season.	Mathematical tabulation	PT Megasurya Nusalestari in cooperation with PT Multicipta Perkasa Nusantara and PT Papetra Perkasa Utama	- Mining Department of North Sulawesi - Environmental Department of Manado City.	Developer to: - Mining Department of North Sulawesi - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Community Perception	From Construction to Operational Processes.	To identify changes of community perception as a feedback.	Survey	Districts of South Wenang, Titiwungen, Malalayang I and Malalayang II, Tateli and Kalasey	From construction to operational processes 1x in 3 months	Tabulation / description	PT Megasurya Nusalestari (especially in Tateli and Kalasey) in cooperation with PT Multicipta Perkasa Nusantara, PT Papetra Perkasa Utama and PT Bahu Cipta Persada	- Environmental Department of Manado City. - Environmental Department of Minahasa	Developer to: - Environmental Department of Manado City. - Environmental Department of Minahasa - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau

OPERATIONAL STAGE									
Water Quality	Sewage as a result of tourism activities (hotel, cottage) and solid waste (food wraps, paper, plastics)	To find out the changes of water quality	Data collection method for water quality	<ul style="list-style-type: none"> <li>- One point at each outlet of waste water treatment</li> <li>- Two points at Manado Bay.</li> <li>- One point at Bunaken Marine Park.</li> </ul>	Operational process (1x in three months)	Gravimetric, Titration	PT Megasurya Nusalestari (especially two points at Manado Bay and one point in Bunaken Marine Park) in cooperation with PT Multicipta Perkasa Nusantara, PT Papetra Perkasa Utama and PT Bahu Cipta Persada	Environmental Department of Manado City.	<ul style="list-style-type: none"> <li>- Developer to: Environmental Department of Manado City.</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Impacts Assessment Bureau in Jakarta.</li> </ul>

**ENVIRONMENTAL MONITORING PLAN FOR RECLAMATION ON MANADO BAY  
PT. MULTICIPTA PERKASA NUSANTARA**

TYPES OF IMPACTS & TIME FRAME	NATURE OF IMPACTS	OBJECTIVES	DATA COLLECTION METHODS	LOCATION	MONITORING FREQUENCY	ANALYSIS METHODS	INSTITUTIONS OR RESPONSIBLE PARTY OF ENVIRONMENTAL MONITORING		
							IMPLEMENTATION	MONITORING	REPORTING OF RESULTS
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(a)	(b)	(c)
<b>PRE-CONSTRUCTION</b>									
Borders	Activities to determine border lines and areas	To find out whether the rules on bordering between the blocks are implemented	Field observation	<ul style="list-style-type: none"> <li>- Border between block II &amp; I V</li> <li>- Border between block III &amp; IV with block V</li> </ul>	Preconstruction to construction stages (1x in 3 months).	Descriptive	PT Multicipta Perkasa Nusantara (in cooperation with, PT Megasurya Nusalestari in cooperation with PT Papetra Perkasa Utama and PT Bahu Cipta Persada).	City Spatial Department of Manado	<ul style="list-style-type: none"> <li>- Developer to: City Spatial Department.</li> <li>- Environmental Department of Manado City.</li> <li>- Environmental Education Bureau of North Sulawesi</li> </ul>

									Environmental Impacts Assessment Bureau in Jakarta.
<b>CONSTRUCTION</b>									
Traffic and Road Damage	Activities during materials transportation (rock and soil)	To find out whether traffic impediments exist.	Field Observation	- Jl. Wolter Monginsidi - Jl. Toar - Jl. Walanda Maramis - Jl. Sudirman - Jl. Piere Tendean	Construction process (1x in each month).	Mathematical Calculation	PT Multicipta Perkasa Nusantara (in cooperation with, PT Megasurya Nusalestari in cooperation with, PT Papetra Perkasa Utama and PT Bahu Cipta Persada).	City Transportation Department of Manado	Developer to: - City Transportation Department. - Environmental Department of Manado city - Environmental Education Bureau of North Sulawesi. - Environmental Impacts Assessment Bureau
Air Quality /Dust	Soil dumping	To find out the extent of changes of air quality /increase of dust.	Data collection method for air quality	- Block III & IV - Community residence in Sario Tumpaan, North Sario, Titiwungen, and North Wenang	Construction process (1 x in 3 months).	Gravimetric	PT Multicipta Perkasa Nusantara	Environmental Department of Manado City	Developer to: - Environmental Department of Manado city. - Environmental Education Bureau of North Sulawesi. - Health Department of North Sulawesi - Environmental Impacts Assessment Bureau in Jakarta.
Water Quality	The removal and the installation of the dike.	To find out the extent of the increase of TDS, TSS, muddiness and water Ph.	Data collection method for water quality	- One point at block II, III, VI - Two points at block VII. - One point in Manado Bay - One point in	Construction process (1 x in 3 months).	Gravimetric, NTU, JTU, Expansion	PT Multicipta Perkasa Nusantara (two points at Manado bay and one point in Bunaken Marine Park in cooperation with PT Megasurya Nusalestari, PT Bahu Cipta Persada	Environmental Department of Manado City	Developer to: - Environmental Department of Manado. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau



				Bunaken Marine Park			and PT Papetra Perkasa Utama).		in Jakarta.
Disturbance to Plankton	Construction activities (soil dumping) which decrease water quality	To find out the extent of the decrease of plankton diversity.	Sample collection with plankton net	-One point at block IV -One point at block VII. -Two points in Manado Bay -One point in Bunaken Marine Park	Construction process (1 x in 3 months).	Shannon and Wiener	PT Multicipta Perkasa Nusantara (two points at Manado bay and one point in Bunaken Marine Park in cooperation with PT Megasurya Nusalestari, PT Bahu Cipta Persada and PT Papetra Perkasa Utama).	Environmental Department of Manado City	Developer to: -Environmental Department of Manado. -Environmental Education Bureau of North Sulawesi. -Impacts Assessment Bureau in Jakarta.
Disturbance to coral reefs	Construction activities (soil dumping) which decrease water quality	To find out the extent of disturbance to coral reef.	Line Intercept Transect	-One point at Bunaken Marine park	Construction process (1 x in 3 months).	Shannon and Wiener, Cox formula	PT Multicipta Perkasa Nusantara (one point in Bunaken Marine Park in cooperation with PT Megasurya Nusalestari, PT Bahu Cipta Persada and PT Papetra Perkasa Utama).	Environmental Department of Manado City	Developer to: -Environmental Department of Manado City. -Environmental Education Bureau of North Sulawesi. -Impacts Assessment Bureau in Jakarta.
<b>Hydrology :</b>									
- Local Flooding	Soil dumping	To find out whether the reclamation causes flooding in rainy season	Direct observation	- Jl Piere Tendean - Districts of South Wenang, Titiwungen, Malalayang I and Malalayang II.	Each month during rainy season.	Descriptive	PT Multicipta Perkasa Nusantara	- Public Civil Works Department of Manado City. - Environmental Department of Manado City.	Developer to: -Public Civil Works Department of Manado City. - Environmental Department of Manado City. -Environmental Education Bureau of North Sulawesi. -Impacts Assessment Bureau in Jakarta.
- Water Quantity	Rock mining	To find out whether the	Field observation	- Ranorepet River.	Construction phase (2x in 3	Mathematical	PT Multicipta Perkasa Nusantara	- Mining Department	Developer to: -Mining Department

	in Tateli.	rock mining causes changes in water quantity	n	<ul style="list-style-type: none"> <li>- Malontok River (big and small)</li> <li>- Buntong River.</li> <li>- Ranomene River.</li> </ul>	months during rainy season and 2 x in 3 months during dry season)	tabulations	in cooperation with PT PT Megasurya Nusalestari, PT Bahu Cipta Persada and PT Papetra Perkasa Utama.	of Minahasa Regency. - Environmental Department of Minahasa Regency.	of Minahasa Regency. - Environmental Department of Minahasa Regency. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Fishermens' standard of living	Reclamation process and the development on the reclaimed areas.	To find out whether fishermen lost jobs as a result of reclamation and its development	Field Survey	Districts of SarioTumpaan, North Sario and Titiwungen.	From construction to operational process of reclamation (1x in 3 months)	Tabulation / descriptive	PT Multicipta Perkasa Nusantara	Environmental Department of Manado City.	Developer to: - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Increase of Erosion	Soil mining	To find out the extent of erosion as a result of soil mining	Measurement in the field	Soil mining location in Kairagi I and Tikala Baru and one point in Tondano River	Construction (1x in 3 months) during rainy season.	Mathematical tabulation	PT Multicipta Perkasa Nusantara in cooperation with PT PT Megasurya Nusalestari, PT Bahu Cipta Persada and PT Papetra Perkasa Utama.	<ul style="list-style-type: none"> <li>- Mining Department of North Sulawesi</li> <li>- Environmental Department of Manado City.</li> </ul>	Developer to: - Mining Department of North Sulawesi - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Community Perception	From Construction to Operational Processes.	To identify the changes of community perception as a feedback.	Survey	Districts of Sario Tumpaan, Titiwungen and North Wenang, Tateli and Kalasey	From Construction to operational processes 1x in 3 months	Tabulation / descriptive	PT Multicipta Perkasa Nusantara in cooperation with PT PT Megasurya Nusalestari, PT Bahu Cipta Persada and PT Papetra Perkasa Utama.	<ul style="list-style-type: none"> <li>- Environmental Department of Manado City.</li> <li>- Environmental Department</li> </ul>	Developer to: - Environmental Department of Manado City. - Environmental Department of Minahasa Regency.

								of Minahasa	Environmental Education Bureau of North Sulawesi. Impacts Assessment Bureau in Jakarta.
<b>OPERATIONAL STAGE</b>									
Water Quality	Sewage as a result of tourism activities (hotel, cottage) and solid waste, wraps, paper, plastics)	To find out the changes of water quality	Data collection method for water quality	- One point at each outlet of waste water treatment and two points at Manado Bay.	Operational process (1x in three months)	Gravimetric, titration	PT Multicipta Perkasa Nusantara (especially two points in Manado Bay and one point in Bunaken Marine Park) in cooperation with PT Megasurya Nusalestari, PT Bahu Cipta Persada PT and Papetra Perkasa Utama.	Environmental Department of Manado City.	Developer to: - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.

## ENVIRONMENTAL MONITORING PLAN FOR RECLAMATION ON MANADO BAY PT. BAHU CIPTA PERSADA

TYPES OF IMPACTS & TIME FRAME	NATURE OF IMPACTS	OBJECTIVES	DATA COLLECTION METHODS	LOCATION	MONITORING FREQUENCY	ANALYSIS METHODS	INSTITUTIONS OR RESPONSIBLE PARTY OF ENVIRONMENTAL MONITORING		
							IMPLEMENTATION	MONITORING	REPORTING RESULT
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(a)	(b)	(c)
<b>PRE-CONSTRUCTION</b>									
Borders	Activities to determine border	To find out whether the rules on bordering between the	Field observation	- Border between block I with II &	Preconstruction to construction stages (1x in 3 months).	Descriptive	PT Bahu Cipta Persada in cooperation with PT Multicipta Perkasa Nusantara	City Spatial Department of Manado	Developer to: - City Spatial Department. - Environmental

	lines and areas	blocks are implemented.		VII.			and PT Megasurya Nusalestari.		Department of Manado city. - Environmental Education Bureau at City and provincial levels. - Environmental Impacts Assessment Bureau in Jakarta.
<b>CONSTRUCTION</b>									
Traffic and Road Damage	Activities during materials transportation (rock and soil)	To find out whether traffic impediments exist.	Field observation	- Jl. Wolter Monginsidi	Construction process (1x in each month).	Mathematical Calculation	PT Bahu Cipta Persada in cooperation with PT Multicipta Perkasa Nusantara, PT Megasurya Nusalestari and PT Papetra Perkasa Utama.	City Transportation Department of Manado	Developer to: - City Transportation Department. - Environmental Department of Manado city. - Provincial Environmental Education Bureau. - Environmental Impacts Assessment Bureau in Jakarta.
Air Quality /Dust	Soil dumping	To find out the extent of changes of air quality /increase of dust.	Data collection method for air quality	- Block I - Community Bahu district.	Construction process (1x in 3 months).	Gravimetric	PT Bahu Cipta Persada	Environmental Department of Manado City	Developer to: - Environmental Department of Manado. - Environmental Education Bureau of North Sulawesi. - Health Department of North Sulawesi - Environmental Impacts Assessment Bureau in Jakarta.
Water Quality	The removal	To find out the extent of	Data collection	- One point at block I	Construction process (1	Gravimetric, NTU,	PT Bahu Cipta Persada (two	Environmental Department of	Developer to: - Environmental

	and the installation of the dike.	the increase of TDS, TSS, muddiness and Water Ph.	method for water quality	<ul style="list-style-type: none"> <li>- Two points in Manado Bay</li> <li>- One point in Bunaken Marine Park</li> </ul>	x in 3 months).	JTU, Expansion	points at Manado bay and one point in Bunaken Marine Park in cooperation with PT Multicipta Perkasa Nusantara, PT Megasurya Nusalestari and PT Papetra Perkasa Utama.	Manado City	<ul style="list-style-type: none"> <li>- Department of Manado city.</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Impacts Assessment Bureau in Jakarta.</li> </ul>
Disturbance to Plankton	Construction activities (soil dumping) which decrease water quality	To find out the extent of the decrease plankton diversity.	Sample collection with plankton net	<ul style="list-style-type: none"> <li>- One point at block I.</li> <li>- Two points in Manado Bay</li> <li>- One point in Bunaken Marine Park</li> </ul>	Construction process (1 x in 3 months).	Shannon and Wiener	PT Bahu Cipta Persada (two points at Manado bay and one point in Bunaken Marine Park in cooperation with PT Multicipta Perkasa Nusantara, PT Megasurya Nusalestari and PT Papetra Perkasa Utama).	Environmental Department of Manado City	<ul style="list-style-type: none"> <li>- Developer to: Environmental Department of Manado city.</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Impacts Assessment Bureau in Jakarta.</li> </ul>
Disturbance to coral reefs	Construction activities (soil dumping) which decrease water quality	To find out the extent of disturbance to coral reef.	Line Intercept Transect	Block I and Bunaken Marine park	Construction process (1 x in 3 months).	Shannon and Wiener, Cox formula	PT Bahu Cipta Persada (at block I, one point in Bunaken Marine Park) in cooperation with PT Multicipta Perkasa Nusantara, PT Megasurya Nusalestari and PT Papetra Perkasa Utama).	Environmental Department of Manado City	<ul style="list-style-type: none"> <li>- Developer to: Environmental Department of Manado City.</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Impacts Assessment Bureau in Jakarta.</li> </ul>
<b>Hydrology :</b> - Local Flooding	Soil dumping	To find out whether the reclamation causes flooding in	Direct observation	<ul style="list-style-type: none"> <li>- Jl Wolter Monginsidi</li> <li>- Residences</li> </ul>	Each month during rainy season.	Descriptive	PT Bahu Cipta Persada	- Public Civil Works Department of Manado City.	<ul style="list-style-type: none"> <li>- Developer to: Public Civil Works Department of Manado City.</li> <li>- Environmental</li> </ul>

		rainy season		surrounding reclamation area (Bahu regency)				- Environmental Department of Manado City.	Department of Manado City. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
- Water Quantity	Rock mining in Tateli.	To find out whether the rock mining causes changes in water quantity	Field observation	- Ranorepet River. - Malontok River (big and small) - Buntong River. - Ranomene River.	Construction phase (2x in 3 months during rainy season and 2 x in 3 months during dry season)	Mathematical tabulations	PT Bahu Cipta Persada in cooperation with PT Megasurya Nusalestari, PT Multicipta Perkasa Nusantara and PT Papetra Perkasa Utama	- Mining Department of Minahasa Regency. - Environmental Department of Manado City.	Developer to: - Mining Department of Minahasa Regency. - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Fishermens' standard of living	Reclamation process and the development on the reclaimed areas.	To find out whether the fishermen lost jobs as a result of reclamation and development	Field Survey	Bahu district	From construction to operational process of reclamation (1x in 3 months)	Tabulation / descriptive	PT Bahu Cipta Persada	Environmental Department of Manado City.	Developer to: - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Community Perception	From Construction to Operational Processes.	To identify changes in community perception as a feedback.	Survey	Districts of Bahu, Tateli and Kalasey	From Construction to operational processes 1x in 3 months	Tabulation / descriptive.	PT Bahu Cipta Persada (especially in Tateli and Kalasey) in cooperation with PT Multicipta Perkasa Nusantara, PT Megasurya Nusalestari, PT Papetra Perkasa	- Environmental Department of Manado City. - Environmental Department of Minahasa	Developer to: - Environmental Department of Manado City. - Environmental Department of Minahasa - Environmental Education Bureau of North Sulawesi.

							Utama.		- Impacts Assessment Bureau in Jakarta.
<b>OPERATIONAL STAGE</b>									
Water Quality	Sewage as a result of tourism activities (hotel, cottage) and solid waste (food wraps, paper, plastics)	To find out the changes in water quality	Data collection method for water quality	<ul style="list-style-type: none"> <li>- One point at each waste water treatment outlet at block I and two points at Manado Bay.</li> <li>- One point at Bunaken Marine Park.</li> </ul>	Operational process (1x in three months)	Gravimetric, titation	PT Bahu Cipta Persada (especially one point at Manado Bay and one point in Bunaken Marine Park) in cooperation with PT Megasurya Nusalestari , PT Multicipta Perkasa Nusantara and PT Papetra.	Environmental Department of Manado City.	<ul style="list-style-type: none"> <li>- Developer to: Environmental Department of Manado City.</li> <li>- Environmental Education Bureau of North Sulawesi.</li> <li>- Impacts Assessment Bureau in Jakarta.</li> </ul>

## ENVIRONMENTAL MONITORING PLAN FOR RECLAMATION ON MANADO BAY PT. PAPERTR PERKASA UTAMA

TYPES OF IMPACTS & TIME FRAME	NATURE OF IMPACTS	OBJECTIVES	DATA COLLECTION METHODS	LOCATION	MONITORING FREQUENCY	ANALYSIS METHODS	INSTITUTIONS OR RESPONSIBLE PARTY FOR ENVIRONMENTAL MONITORING		
							IMPLEMENTATION	MONITORING	REPORTING OF RESULTS
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(a)	(b)	(c)
<b>PRE-CONSTRUCTION</b>									
Borders	Activities to determine border lines and areas	To find out whether the rules on bordering between the blocks are implemented	Field observation	- Border between block V with IV & VI	Preconstruction to construction stages (1x in 3 months).	Descriptive	PT Papetra Perkasa Utama in cooperation with PT Multicipta Perkasa Nusantara and PT Megasurya Nusalestari	City Spatial Department of Manado	Developer to: - City Spatial Department. - Environmental Department of Manado city. - Environmental Education Bureau at City and provincial levels. - Environmental Impacts Assessment Bureau in Jakarta.
<b>CONSTRUCTION</b>									
Traffic and Road Damage	Activities during materials transportation (rock and soil)	To find out whether the traffic intrusions exist.	Field Observation	- Jl. Wolter Monginsidi - Jl. Toar - Jl. Walanda Maramis - Jl. Sudirman - Jl. Piere Tendean	Construction process (1x in each month).	Mathematical Calculation	PT Papetra Perkasa Utama in cooperation with PT Multicipta Perkasa Nusantara, PT Papetra Perkasa Utama, PT Megasurya Nusalestari and PT Bahu Cipta Persada	City Transportation Department of Manado	Developer to: - City Transportation Department. - Environmental Department of Manado city. - Provincial Environmental Education Bureau. - Environmental Impacts Assessment



									Bureau in Jakarta.
Air Quality /Dust	Soil dumping	To find out the extent of changes of air quality /increase of dust.	Data collection method for air quality	- Block V - Offices area	Construction process (1 x in 3 months).	Gravimetric	PT Papetra Perkasa Utama	Environmental Department of Manado City	Developer to: - Environmental Department of Manado city. - Environmental Education Bureau of North Sulawesi. - Health Department of North Sulawesi - Environmental Impacts Assessment Bureau in Jakarta.
Water Quality	The removal and the installation of the dike.	To find out the extent of the increase of TDS, TSS, muddiness and Water Ph.	Data collection method for water quality	- One point at block V - Two points in Manado Bay - One point in Bunaken Marine Park	Construction process (1 x in 3 months).	Gravimetric, NTU, JTU, Expansion	PT Papetra Perkasa Utama (two points at Manado bay and one point in Bunaken Marine Park in cooperation with PT Multicipta Perkasa Nusantara, PT Bahu Cipta Persada and PT Megasurya Nusalestari.	Environmental Department of Manado City	Developer to: - Environmental Department of Manado. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Disturbance to Plankton	Construction activities (soil dumping) which decrease water quality	To find out the extent of the decrease of plankton diversity.	Sample collection with plankton net	- One point at block V - Two points in Manado Bay - One point in Bunaken Marine Park	Construction process (1 x in 3 months).	Shannon and Wiener	PT Papetra Perkasa Utama (two points at Manado bay and one point in Bunaken Marine Park) in cooperation with PT Multicipta Perkasa Nusantara, PT Bahu Cipta Persada and PT Megasurya Nusalestari	Environmental Department of Manado City	Developer to: - Environmental Department of Manado city. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Disturbance to coral reefs	Construction activities (soil	To find out the extent of disturbance to coral reef.	Line Intercept Transect	- One point at Bunaken Marine	Construction process (1 x in 3 months).	Shannon and Wiener, Cox	PT Papetra Perkasa Utama (especially one point in Bunaken Marine	Environmental Department of Manado City	Developer to: - Environmental Department of Manado City.

	dumping) which decrease water quality			Park		formula	Park) in cooperation with PT Multicipta Perkasa Nusantara, PT Bahu Cipta Persada and PT Megasurya Nusalestari		- Environmental Education Bureau of North Sulawesi. Impacts Assessment Bureau in Jakarta.
<b>Hydrology :</b> - Local Flooding	Soil dumping	To find out whether the reclamation causes flooding in rainy season	Direct observation	- Jl Piere Tendeau - District of South Wenang	Each month during rainy season.	Descriptive	PT Papetra Perkasa Utama	- Public Civil Works Department of Manado City. - Environmental Department of Manado City.	Developer to: - Public Civil Works Department of Manado City. - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
- Water Quantity	Rock mining in Tateli.	To find out whether the rock mining causes changes in water quantity	Field observation	- Ranorepet River. - Malontok River (big and small) - Buntong River. - Ranomen River.	Construction phase (2x in 3 months during rainy season and 2 x in 3 months during dry season)	Mathematical tabulations	PT Papetra Perkasa Utama in cooperation with PT Megasurya Nusalestari, PT Multicipta Perkasa Nusantara and PT Bahu Cipta Persada	- Mining Department of Minahasa Regency. - Environmental Department of Manado City.	Developer to: - Mining Department of Minahasa Regency. - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Increase of Erosion	Soil mining	To find out the extent of erosion as a result of soil mining	Measurement in the field	Soil mining location in Kairagi I and Tikala Baru and one point in Tondano River	Construction (1x in 3 months) during rainy season.	Mathematical tabulation	PT Papetra Perkasa Utama in cooperation with PT Megasurya Nusalestari and PT Multicipta Perkasa Nusantara.	- Mining Department of North Sulawesi - Environmental Department of Manado	Developer to: - Mining Department of North Sulawesi - Environmental Department of Manado City. - Environmental Education Bureau

								City.	of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
Community Perception	From Construction to Operational Processes.	To identify the changes in community perception as a feedback.	Survey	Districts of South Wenang, Tateli and Kalasey	From Construction to operational processes 1x in 3 months	Tabulation / descriptive.	PT Papetra Perkasa Utama (especially in Tateli and Kalasey) in cooperation with PT Multicipta Perkasa Nusantara, PT Papetra Perkasa Utama, PT Bahu Cipta Persada and PT Megasurya Nusalestari	- Environmental Department of Manado City. - Environmental Department of Minahasa	Developer to: - Environmental Department of Manado City. - Environmental Department of Minahasa - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.
<b>OPERATIONAL STAGE</b>									
Water Quality	Sewage as a result of tourism activities (hotel, cottage) and solid waste (food wraps, paper, plastics)	To find out the changes in water quality	Data collection method for water quality	- One point at each waste water treatment outlet and two points at Manado Bay. - One point at Bunaken Marine Park.	Operational process (1x in three months)	Gravimetric, titration	PT Papetra Perkasa Utama (especially 2 points Manado Bay and one point in Bunaken Marine Park) in cooperation with PT Multicipta Perkasa Nusantara, PT Bahu Cipta Persada and PT Megasurya Nusalestari	Environmental Department of Manado City.	Developer to: - Environmental Department of Manado City. - Environmental Education Bureau of North Sulawesi. - Impacts Assessment Bureau in Jakarta.