

Enhanced Tourism Policies Implementation for Sustainable Economic Development of Bacacay, Albay

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ABSTRACT

Tourism is a significant driver of sustainable economic development, particularly in resource-rich local destinations such as Bacacay, Albay. This study examines the implementation of tourism policies as a strategic approach to enhancing destination competitiveness and sustainability, anchored on Systems Theory and Butler's Tourism Area Life Cycle (TALC). It applies the Five A's framework—Attractions, Activities, Amenities, Accommodation, and Accessibility—to assess tourism governance and development. Specifically, the study aims to determine existing tourism policies and programs in Bacacay along the Five A's in terms of stakeholder involvement, identify strengths, weaknesses, opportunities, and

threats (SWOT), examine challenges encountered in tourism management, and propose actionable policies and programs for sustainable tourism development. A mixed-methods research design was employed, combining quantitative surveys with qualitative interviews and focus group discussions involving key stakeholders from the Department of Tourism Region V, the Provincial Tourism and Cultural Affairs Office of Albay, the Bacacay Municipal Tourism Office, and selected tourism stakeholders. Findings reveal that while Bacacay possesses strong natural and cultural tourism resources supported by an established policy framework, significant gaps persist in implementation, including inadequate amenities, limited infrastructure, weak marketing strategies, insufficient stakeholder coordination, and lack of effective monitoring systems. The study concludes that strengthening tourism policy implementation is essential to improving tourism outcomes and recommends enhanced governance mechanisms, infrastructure development, stronger stakeholder collaboration, and sustainability integration to promote inclusive economic growth and long-term destination resilience.

Keywords: *Sustainable Tourism Development; Tourism Policy Implementation; Five A's of Tourism; Tourism Governance; Destination Competitiveness; Stakeholder Involvement; Local Economic Development*

INTRODUCTION

Tourism has become one of the most dynamic sectors contributing to sustainable economic development, particularly in local destinations endowed with rich natural and cultural resources. Globally, tourism serves as a catalyst for employment generation, infrastructure development, and community empowerment when guided by effective and sustainable policy frameworks (World Tourism Organization [UNWTO], 2024; Hall & Scott, 2022). In developing countries such as the Philippines, tourism plays a vital role in stimulating local economies, reducing poverty, and promoting inclusive growth, especially in

coastal and rural municipalities (Gössling & Higham, 2021). In the Philippine context, national and local governments have recognized tourism as a key driver of economic progress, supported by policy frameworks that emphasize sustainability, resilience, and stakeholder participation. The Department of Tourism (DOT, 2023) continues to promote tourism development through programs aligned with sustainable development principles, ensuring that economic benefits are balanced with environmental protection and socio-cultural preservation. However, the success of these policies largely depends on how effectively they are implemented at the local level (Dredge & Jenkins, 2011).

The Municipality of Bacacay in the Province of Albay is a coastal destination with significant tourism potential, characterized by its diverse natural attractions, island destinations, cultural heritage, and strategic location within the Albay tourism circuit. Situated along the Albay Gulf and in close proximity to the iconic Mayon Volcano, Bacacay benefits from both coastal and volcanic landscapes, making it uniquely positioned as an eco-cultural tourism destination. Bacacay's tourism assets are primarily anchored in its rich natural environment. The municipality is home to numerous beaches, islands, and marine ecosystems that support various tourism activities such as island hopping, snorkeling, diving, and eco-tourism. Among its most prominent destinations is Cagraray Island, known for its white-sand beaches and scenic coastal landscapes, including high-end developments such as Misibis Bay. In addition, Bacacay features mangrove forests, coral reef areas, waterfalls, and coastal communities, which collectively contribute to its growing reputation as a nature-based tourism destination. These resources not only attract visitors but also provide livelihood opportunities for local communities, particularly in fisheries and tourism-related enterprises (DOT, 2023; LGU Bacacay, 2020). Equally important is Bacacay's rich cultural heritage, which reflects the traditions, values, and way of life of the Bicolano people. The municipality's culture is deeply rooted in community solidarity, religious devotion, and a strong relationship with nature. Local traditions are expressed through festivals, religious celebrations, and community gatherings that reinforce social cohesion and cultural identity. These cultural assets enhance the tourism experience by offering authentic and immersive encounters (Richards, 2018).

Bacacay's cultural landscape is further enriched by its local cuisine, which is distinctly Bicolano and characterized by the use of coconut milk, chili, and fresh seafood. Culinary traditions reflect both coastal and agricultural influences, contributing to the municipality's tourism appeal and local economic activity (Okumus et al., 2018). Despite its strong tourism and cultural foundation, Bacacay continues to face challenges in maximizing its full potential. While tourism policies such as the Bacacay Tourism Code provide a structured framework for development, gaps remain in policy implementation. Issues related to inadequate infrastructure, limited tourism amenities, weak marketing strategies, insufficient stakeholder coordination, and environmental management concerns persist. These challenges hinder the delivery of quality tourism experiences and limit the municipality's competitiveness as a sustainable destination (UNWTO, 2024; Dredge & Jenkins, 2011).

These challenges highlight the need to move beyond policy formulation toward enhancing policy implementation mechanisms. Effective tourism development requires not only well-crafted policies but also strong governance, stakeholder collaboration, adequate resources, and monitoring systems that ensure policies are translated into tangible outcomes (Hall & Scott, 2022). Without effective implementation, even the most comprehensive tourism policies may fail to achieve their intended impact on local economic development.

This study, therefore, focuses on enhancing tourism policies implementation in Bacacay as a strategic approach to achieving sustainable economic development. By examining existing policies through the lens of the Five A's of tourism Attractions, Activities, Amenities, Accommodation, and Accessibility this research aims to identify implementation gaps and propose a more integrated and responsive tourism development framework. Ultimately, the study seeks to contribute to strengthening local tourism governance, improving destination competitiveness, and ensuring that tourism development in Bacacay remains sustainable, inclusive, and resilient.

Tourism is widely recognized as a significant driver of sustainable economic development, particularly in local communities endowed with rich natural and cultural resources. However, the extent to which tourism contributes to economic growth is largely influenced not only by the presence of well-crafted policies but, more importantly, by the effectiveness of their implementation. While strategic tourism plans and regulatory frameworks provide direction, their impact remains limited if they are not translated into consistent, coordinated, and actionable programs at the local level.

In the Philippine context, national tourism policies and regulatory frameworks serve as the foundation for tourism development. Republic Act No. 9593 establishes a comprehensive national tourism strategy that guides local government units (LGUs) in promoting tourism investments, regulating tourism enterprises, and ensuring sustainable destination management. Supporting this are the standards and accreditation systems of the Department of Tourism (DOT), as well as the development guidelines of the Tourism Infrastructure and Enterprise Zone Authority (TIEZA), which set benchmarks for tourism facilities, visitor safety, environmental protection, accessibility, and service quality. These national mechanisms are designed to ensure that tourism development adheres to principles of sustainability, safety, and competitiveness.

Despite the presence of these policies and regulatory systems, many LGUs continue to experience challenges in effectively implementing tourism policies at the local level. This gap between policy formulation and policy implementation often results in fragmented tourism development, weak coordination among stakeholders, and inconsistent adherence to standards. Consequently, the full economic potential of tourism is not realized, and its capacity to generate employment, support local enterprises, and promote inclusive growth remains underutilized.

The Municipality of Bacacay exemplifies this situation. Although Bacacay is endowed with abundant coastal and marine resources, island destinations, mangrove ecosystems, and rich cultural heritage, the municipality has yet to fully harness tourism as a sustained driver of economic development. Existing tourism initiatives are often characterized by limited infrastructure support, inadequate tourism amenities, weak stakeholder collaboration, and insufficient integration of sustainability principles into planning and implementation. Moreover, gaps in policy execution, monitoring, and enforcement further constrain the effectiveness of tourism programs and limit their long-term impact on the local economy.

These challenges highlight the need to shift focus from merely formulating tourism policies toward enhancing their implementation. Effective tourism development requires strong governance mechanisms, inter-agency coordination, stakeholder engagement, resource allocation, and monitoring systems that ensure policies are operationalized and aligned with local realities. Without these, even well-designed policies may fail to deliver tangible economic and social benefits. This study is therefore anchored on the premise that strengthening tourism policy implementation can significantly improve tourism outcomes and contribute to sustainable economic development in Bacacay. By assessing existing tourism policies and their implementation using the Five A's of tourism Attractions, Activities, Amenities, Accommodation, and Accessibility the study aims to identify key gaps and challenges in current practices. It further seeks to develop enhanced policy implementation strategies that are responsive to local conditions and aligned with national tourism goals, particularly those outlined in the National Tourism Development Plan 2023–2028.

Furthermore, the study aligns with the United Nations Sustainable Development Goals (SDGs), particularly SDG 8 (Decent Work and Economic Growth), SDG 11 (Sustainable Cities and Communities), SDG 13 (Climate Action), and SDG 14 (Life Below Water). These goals emphasize the importance of promoting economic growth while ensuring environmental sustainability, climate resilience, and community well-being. For Bacacay, this means developing tourism in a way that creates livelihood opportunities for local stakeholders including tourism workers, transport operators, fisherfolk, and local artisans while safeguarding marine ecosystems and strengthening the resilience of coastal communities.

In addition, this study recognizes the critical role of the Department of Tourism in providing regulatory oversight, technical assistance, and policy direction to LGUs. Through accreditation systems,

infrastructure standards, and destination development programs, the DOT supports local governments in aligning tourism development with national standards and global sustainability principles.

The findings of this study are expected to benefit multiple stakeholders. The Local Government Unit (LGU) of Bacacay, particularly the Municipal Tourism, Culture and Arts Office, will gain a structured basis for improving tourism policy implementation, planning, and governance. Local communities and stakeholders, including small businesses, transport operators, fisherfolk, and karagumoy weavers, may benefit from increased economic opportunities and stronger participation in tourism development. Additionally, the study may contribute to the initiatives of the Provincial Tourism, Culture and Arts Office of Albay and the Department of Tourism Region V by providing insights that enhance regional tourism planning and sustainable destination management. Ultimately, by integrating national tourism policies, local governance mechanisms, and stakeholder needs, this study aims to enhance tourism policy implementation in Bacacay, thereby promoting sustainable tourism development, inclusive economic growth, and long-term community resilience.

The current state of research on sustainable tourism development in Bacacay remains relatively limited and fragmented, particularly in relation to policy implementation and integrated tourism systems. While existing studies provide valuable insights into environmental management, coastal livelihoods, and regional tourism development, there is a noticeable lack of comprehensive research that examines tourism development at the municipal level through a policy implementation lens. Most available literature focuses on isolated components of tourism rather than evaluating how policies are operationalized across the core elements of the tourism system.

In terms of tourism attractions, previous studies highlight that Bacacay possesses significant natural assets, including coastal beaches, mangrove ecosystems, marine protected areas, and island destinations along the Albay Gulf. Research on coastal and marine conservation in the Philippines emphasizes that the sustainability of these attractions is closely linked to effective environmental governance and active community participation (White et al., 2002; Alcala & Russ, 2006). Similarly, global tourism studies assert that natural attractions require strong regulatory frameworks, monitoring systems, and environmental safeguards to ensure long-term sustainability (World Tourism Organization [UNWTO], 2018). However, existing research in Bacacay largely focuses on conservation efforts, with limited attention given to how tourism policies are implemented to support and manage these attractions sustainably.

With respect to accessibility, tourism literature consistently identifies transportation infrastructure, connectivity, and integration into regional tourism circuits as key determinants of destination competitiveness (Cooper et al., 2008). Although Bacacay benefits from its proximity to Legazpi City and the Bicol International Airport, studies on rural and coastal tourism indicate that emerging destinations often face challenges related to limited transport services, underdeveloped road networks, and restricted access to island tourism sites (Sharpley & Telfer, 2015). Additionally, research on disaster risk reduction in Albay underscores the importance of developing climate-resilient infrastructure, particularly in coastal municipalities vulnerable to environmental hazards (Gaillard & Mercer, 2013). Despite these insights, there is limited research examining how accessibility-related policies are implemented and coordinated at the local level in Bacacay.

In the area of accommodation, existing studies suggest that the availability of quality lodging facilities and compliance with national standards are essential for enhancing visitor satisfaction and destination competitiveness (Inskeep, 1991). However, literature on tourism enterprises in developing destinations reveals that small and community-based accommodations often face challenges in terms of regulatory compliance, investment capacity, and professional management (Hall, 2011). In Bacacay, while there are emerging accommodation facilities ranging from small-scale lodgings to resort developments, there is a lack of empirical research assessing their alignment with national accreditation standards and the effectiveness of policy enforcement in this sector.

Regarding tourism activities, research on community-based and sustainable tourism emphasizes the importance of diversifying tourism products to enhance visitor experience and generate local economic benefits (Goodwin, 2011; Scheyvens, 1999). In coastal and rural destinations, activities such as eco-tourism, cultural immersion, and marine-based recreation provide opportunities for livelihood diversification and community participation. However, studies also highlight that the success of these activities depends on effective planning, stakeholder coordination, and continuous capacity development. In the context of Bacacay, existing literature provides limited analysis of how tourism activities are systematically developed, regulated, and supported through local policy implementation.

For amenities and support services, tourism research underscores the importance of basic infrastructure such as sanitation facilities, waste management systems, visitor information centers, safety measures, and signage in shaping tourist satisfaction and destination sustainability (Cooper et al., 2008). In emerging destinations, these amenities are often underdeveloped, which may negatively affect the overall tourism experience. While Bacacay has made initial efforts to improve tourism facilities, there is insufficient research evaluating the adequacy, distribution, and policy-driven development of these amenities across tourism sites.

Overall, the current state of research including regional planning documents such as the Albay Tourism Development Plan suggests that Bacacay possesses strong tourism potential due to its rich natural and coastal resources. However, scholarly studies remain largely sectoral and descriptive, focusing on environmental conservation, coastal resource management, or general tourism development. There is a clear lack of integrated research that examines tourism development through the combined lens of the Five A's (Attractions, Accessibility, Accommodation, Activities, and Amenities) within a policy implementation framework.

Moreover, existing literature emphasizes that sustainable tourism development requires coordinated governance, effective policy implementation, stakeholder participation, infrastructure investment, and environmental management (Bramwell & Lane, 2011; Hall, 2011). Despite this, there remains a significant research gap in understanding how tourism policies are implemented, monitored, and evaluated at the local level in Bacacay. Addressing this gap is essential in developing a more coherent and responsive tourism system that aligns policy intentions with actual development outcomes.

Thus, this study responds to the identified gap by focusing on enhancing tourism policy implementation in Bacacay through an integrated analysis of the Five A's of tourism. By doing so, it aims to contribute to the development of a localized and implementation-oriented framework that strengthens tourism governance, improves destination competitiveness, and ensures that tourism development supports sustainable and inclusive economic growth while preserving the municipality's environmental and cultural resources.

While tourism holds significant potential as a driver of sustainable economic development, its effective realization in emerging destinations such as Bacacay, Albay, is constrained by multiple interrelated challenges. Among the most pressing are environmental vulnerabilities, inadequate local governance structures, and unsystematic development practices, which collectively threaten both the sustainability of tourism and the well-being of local communities.

Bacacay, located in a region prone to extreme weather events, faces recurrent natural hazards such as typhoons and flooding. Typhoons in the Bicol Region are often severe, resulting in the destruction of infrastructure, displacement of communities, and damage to coastal and marine ecosystems, which are key tourism assets. Likewise, frequent flooding during the rainy season undermines accessibility to tourism sites, disrupts local economic activities, and increases maintenance costs for the municipality (PSA, 2023; DOT, 2021). These environmental risks highlight the need for tourism planning frameworks that integrate disaster risk reduction and climate resilience into destination management.

In addition to natural hazards, unsustainable land-use and development practices pose a significant threat to Bacacay's tourism potential. The opening of forested and mountainous areas for residential, commercial, or agricultural development has led to deforestation, soil erosion, and habitat degradation, which not only compromise the ecological integrity of the municipality but also reduce its attractiveness as a tourism destination (Gonzales & Prado, 2020; Cruz & Carpio, 2022). These activities exacerbate the impacts of flooding and other environmental hazards, creating a cycle of vulnerability that directly affects tourism-based livelihoods and economic growth. Emerging challenges including climate change, post-pandemic shifts in tourist behavior, and digital innovations in tourism underscore the need for adaptive and holistic frameworks. Current literature provides limited empirical guidance on integrating these dynamic factors into sustainable destination management. Furthermore, few studies combine quantitative economic modeling with qualitative process analysis in a single, systems-based framework, leaving a critical gap in operational tools for policymakers and tourism managers.

Fragmented governance and limited stakeholder coordination further compound these problems. The municipality's tourism initiatives are primarily overseen by the Municipal Tourism Culture and Arts Office (MTCAO) under the Local Government Unit (LGU), with some involvement from community organizations and private enterprises. However, existing structures often lack long-term strategic planning, systematic monitoring, and alignment with national and international sustainability standards (Salceda et al., 2021; Dela Cruz, 2022). As a result, tourism development in Bacacay tends to be reactive and project-driven, rather than guided by an integrated framework capable of addressing environmental risks, economic opportunities, and community needs simultaneously.

These challenges highlight a critical gap in the effective use of tourism as a driver for sustainable economic development. Without a structured tourism development framework, Bacacay risks underutilizing its natural and cultural assets, exposing local communities and tourism resources to environmental hazards, and limiting the socio-economic benefits of tourism. Addressing these gaps requires a framework that integrates strategic planning, stakeholder engagement, disaster risk management, and environmental sustainability to ensure that tourism development contributes meaningfully and sustainably to local economic growth.

LITERATURE REVIEW

Tourism governance refers to the structures, processes, and institutional relationships through which stakeholders including government agencies, private tourism enterprises, civil society organizations, and local communities collectively plan, regulate, and manage tourism activities. According to Bramwell and Lane (2011), tourism governance requires coordinated institutional arrangements that ensure accountability, transparency, and collaborative decision-making. Tourism systems are inherently multi-stakeholder and multi-scalar, requiring coordination among multiple actors operating at different administrative levels (Hall, 2011; Nordin & Svensson, 2007). Effective governance therefore plays a crucial role in ensuring that tourism development balances economic benefits with social and environmental sustainability. Collaborative governance has been widely proposed as a mechanism for addressing the fragmented nature of tourism sectors. Collaborative frameworks promote joint problem-solving, shared monitoring systems, co-production of policies, and equitable distribution of tourism benefits among stakeholders (Ansell & Gash, 2008; Beritelli, 2011; Moscardo & Andreck, 2017; Dredge & Jamal, 2015). Such approaches recognize that tourism development requires coordinated action among government institutions, private businesses, and local communities. Sustainable destination development integrates economic viability, social equity, and environmental protection (UNWTO, 2019). Scholars emphasize that sustainable tourism requires governance and policy coherence, community participation, environmental management, economic diversification, and continuous monitoring and adaptive management (Hall, 2019; Gössling, Scott, & Hall, 2021). Tools such as environmental impact assessments, zoning regulations, visitor

management systems, and participatory planning frameworks are frequently recommended to manage tourism growth and mitigate environmental impacts (Eagles, McCool, & Haynes, 2002; Miller et al., 2010).

The Five A's of tourism Attractions, Accessibility, Accommodation, Amenities, and Activities are widely recognized as essential components influencing destination competitiveness and tourism development (Cooper et al., 2008). Attractions serve as the primary motivation for travel and include natural landscapes, cultural heritage sites, and recreational resources (McKercher & du Cros, 2002). Accessibility refers to transportation systems and infrastructure that enable tourists to reach destinations (Page, 2005). Accommodation includes lodging facilities that influence visitor stay and expenditure patterns (Baum, 2015). Amenities encompass supporting services such as restaurants, information centers, and health facilities (Goeldner & Ritchie, 2012). Activities refer to experiences available to visitors, including guided tours, water sports, and cultural events (Pine & Gilmore, 1999). Together, these elements form the foundation of destination development and tourism competitiveness (Buhalis, 2000; Ritchie & Crouch, 2003). Systems theory further explains tourism destinations as open systems that interact with social, economic, and ecological subsystems (von Bertalanffy, 1968; Mason & Cheyne, 2020). This perspective emphasizes that tourism development outcomes are influenced by the interaction of multiple variables including governance structures, environmental resources, infrastructure, and stakeholder participation.

In the Philippine context, tourism governance is shaped by national policies that assign significant responsibilities to local government units (LGUs) in managing tourism development. The Department of Tourism (DOT) mandates LGUs to regulate tourism establishments, implement environmental ordinances, issue permits, and facilitate community participation in tourism development initiatives (DOT, 2023). However, studies indicate that many municipalities face structural limitations that hinder effective tourism management, including limited financial resources, inadequate technical expertise, weak policy coordination, and insufficient community representation (Tosun, 2006; Scheyvens, 2011).

Research on tourism governance in the Philippines also highlights varying levels of institutional capacity among municipalities. Coastal and island destinations often experience rapid tourism growth but lack adequate regulatory frameworks, infrastructure, and monitoring systems (Cruz & Carpio, 2022; Fernando et al., 2020). These governance gaps may lead to issues such as environmental degradation, uncontrolled tourism expansion, and inequitable distribution of tourism benefits.

Several case studies in the Philippines provide insights into effective tourism governance practices. For example, co-management approaches implemented in municipalities in Palawan demonstrate how formal agreements between local governments, indigenous communities, and protected-area managers can strengthen tourism regulation and environmental protection (Reed et al., 2010; Eagles et al., 2002). These arrangements clarify responsibilities for visitor regulation, environmental monitoring, and benefit sharing among stakeholders.

Similarly, tourism development in Siargao illustrates both the opportunities and challenges associated with rapid tourism growth. Increased tourism demand driven by improved transportation access and infrastructure development has generated economic opportunities but has also created environmental and social pressures. Policy interventions such as zoning regulations, visitor caps, and improved waste management systems have been implemented to address these challenges and promote sustainable tourism management (Peeters et al., 2020; Hall, 2019).

Other municipal tourism initiatives in the Philippines emphasize community-based tourism enterprises as mechanisms for enhancing local economic benefits. Studies in Bicol and Visayas indicate that programs supporting micro-enterprises, training, and destination branding can improve local revenue retention and strengthen tourism value chains when supported by appropriate governance structures (Cruz & Carpio, 2022; Fernando et al., 2020).

Tourism development in the Bicol Region has increasingly emphasized sustainability, environmental stewardship, and community participation. The region is known for its diverse tourism resources, including volcanic landscapes, coastal ecosystems, island destinations, and cultural heritage

attractions. Regional tourism studies highlight the importance of strengthening tourism governance, infrastructure development, and environmental protection to support sustainable tourism growth.

However, research on municipal tourism in Bicol indicates that while natural resources are abundant, many local governments face governance challenges related to limited institutional capacity, funding constraints, and fragmented tourism policies (Cruz & Carpio, 2022; Fernando et al., 2020). These challenges often limit the ability of municipalities to fully capitalize on their tourism potential.

Albay Province is recognized as one of the leading tourism destinations in the Bicol Region due to its diverse natural attractions, including Mayon Volcano, coastal beaches, island ecosystems, and cultural heritage sites. Provincial tourism strategies emphasize ecotourism, disaster-resilient tourism, and sustainable destination management as key priorities for tourism development (Provincial Government of Albay, 2023).

Existing studies on tourism in Albay primarily focus on destination competitiveness, visitor satisfaction, and sustainable tourism practices. Research conducted in selected municipalities indicates that environmental conservation, tourism infrastructure, and policy enforcement significantly influence tourism performance (International Journal of Research in Information Systems, 2022). However, most of these studies focus on established tourism destinations or province-wide tourism assessments, leaving smaller coastal municipalities relatively underrepresented in academic research.

Empirical studies focusing specifically on tourism development in Bacacay remain limited. One study examining the management of marine protected areas in Bacacay assessed administrative effectiveness, habitat protection, rehabilitation efforts, and sustainability practices. The findings revealed that while marine protected areas contribute to environmental conservation, challenges such as limited funding, insufficient manpower, and weak enforcement mechanisms hinder their potential as tourism assets.

The study highlights the strong relationship between environmental governance and tourism development in coastal municipalities where natural resources serve as primary attractions. However, it primarily focuses on environmental management and does not comprehensively examine tourism outcomes such as visitor satisfaction, economic benefits, or stakeholder participation.

Community participation is also widely recognized as an essential component of sustainable tourism development. According to community-based tourism theory, local residents should actively participate in tourism planning, decision-making, and benefit-sharing processes to ensure socially sustainable tourism outcomes (Scheyvens, 2015). Studies conducted in rural and coastal communities in the Philippines indicate that limited community involvement in tourism development may result in unequal benefit distribution and unsustainable tourism practices.

Local government units therefore play a critical role in facilitating tourism governance through policy formulation, stakeholder coordination, and monitoring mechanisms. Effective tourism governance requires institutional capacity, transparency, and collaboration among public, private, and community stakeholders (Dredge & Jenkins, 2019). These governance principles are particularly relevant to Bacacay, where tourism development remains at an emerging stage and requires stronger institutional frameworks to support sustainable tourism growth.

Theoretical Framework

This study is anchored on Systems Theory (von Bertalanffy, 1968), which posits that organizations function as interconnected systems composed of inputs, processes, and outputs. In tourism management systems theory emphasizes interdependence among resources, institutions, and community actors (Mason & Cheyne, 2020). The Sustainable Tourism Development Model (Butler, 1999) also supports the integration of ecological, economic, and socio-cultural dimensions in destination management. Combining these theories, the study views Bacacay's tourism system as an open system that continuously interacts with its environment, requiring adaptive management for long-term viability. Systems Theory, introduced by Ludwig von Bertalanffy, explains that organizations function as interconnected systems made up of inputs, processes, and outputs that continuously interact with their environment. Inputs include resources and

information; processes involve the internal activities that transform these inputs; and outputs are the results delivered back to the environment. These outputs generate feedback that helps the system adapt and improve. The theory highlights interdependence and holism, showing that changes in one component affect the entire system. In tourism management, this framework reveals how stakeholders, resources, operations, and community outcomes are linked, making it a valuable approach for promoting sustainable destination development. In tourism management, systems theory views destinations as interconnected systems where resources, institutions, and community actors depend on one another. Natural and cultural resources attract visitors, institutions provide governance and services, and community actors ensure that tourism aligns with local needs. When these elements work together, tourism becomes sustainable and resilient; when one weakens, the whole system is affected. This perspective highlights the need for integrated planning, strong coordination, and active stakeholder participation.

Butler's (1999) Sustainable Tourism Development Model, or Tourism Area Life Cycle (TALC), explains how destinations evolve through successive stages exploration, involvement, development, consolidation, and stagnation before ultimately entering either decline or rejuvenation. The model shows that destinations typically begin with minimal infrastructure and high authenticity, then grow as local participation and tourism enterprises increase, eventually attracting external investors and experiencing rapid development. As tourism becomes dominant, pressures on natural and cultural resources intensify, leading to overcrowding, environmental degradation, outdated facilities, and declining visitor satisfaction. At the stagnation stage, destinations face a critical turning point: without sustainable management, they risk decline, but with strategic interventions such as ecotourism initiatives, community-based tourism, carrying capacity policies, and green infrastructure, they can achieve rejuvenation. Overall, the model underscores that destinations are dynamic systems and that early, continuous, and adaptive sustainability planning is essential to avoid long-term environmental and social damage.

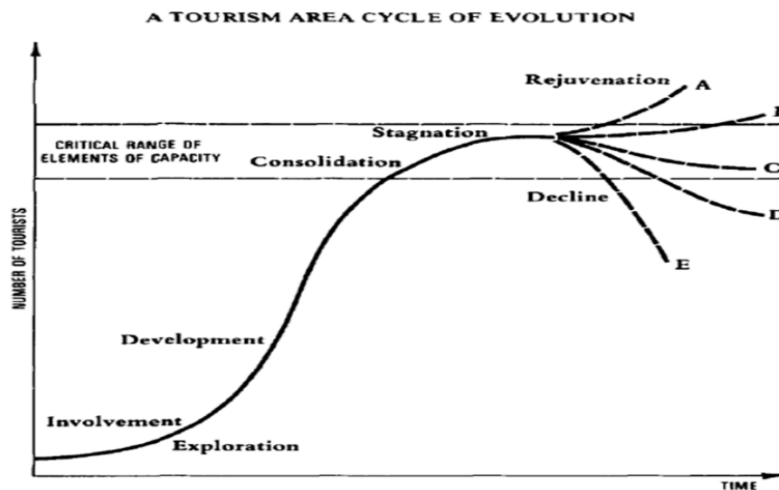


Figure 1. *Tourism Area Life Cycle (Butler, 1999)*

Tourism destinations can be understood as dynamic and interdependent systems, a concept rooted in Ludwig von Bertalanffy's (1968) Systems Theory, which emphasizes the interaction of inputs, processes, and outputs to maintain functionality. Building on this perspective, Mason and Cheyne (2020) applied Tourism Management Systems Theory, highlighting that destinations are complex systems where natural, social, and institutional components interact to influence performance and sustainability. Complementing these frameworks, Butler's (1999) Sustainable Tourism Development Model or Tourism Area Life Cycle (TALC) illustrates how destinations evolve over time through stages of exploration, development, consolidation, and eventual stagnation or rejuvenation, reflecting the system's response to internal and

external pressures. Together, these models underscore the importance of adaptive management, stakeholder engagement, and proactive planning to balance growth, environmental protection, and community well-being, ensuring that tourism development remains sustainable across all stages of the destination life cycle.

Conceptual Framework

This study is anchored on Butler’s Tourism Area Life Cycle (TALC) theory (1980), which explains the stages of tourism destination development. It integrates sustainable tourism principles by emphasizing economic, social, and environmental sustainability. In Bacacay, Albay, tourism development is influenced by natural and cultural resources, governance, community participation, and policy support, but constrained by climate hazards and unsustainable land use. The framework positions these inputs, moderated by environmental and socio-economic challenges, to produce outcomes such as economic growth, community empowerment, environmental conservation, and long-term sustainability. Overall, the framework serves as a strategic guide for sustainable tourism development aligned with national policies and the Sustainable Development Goals (SDGs).

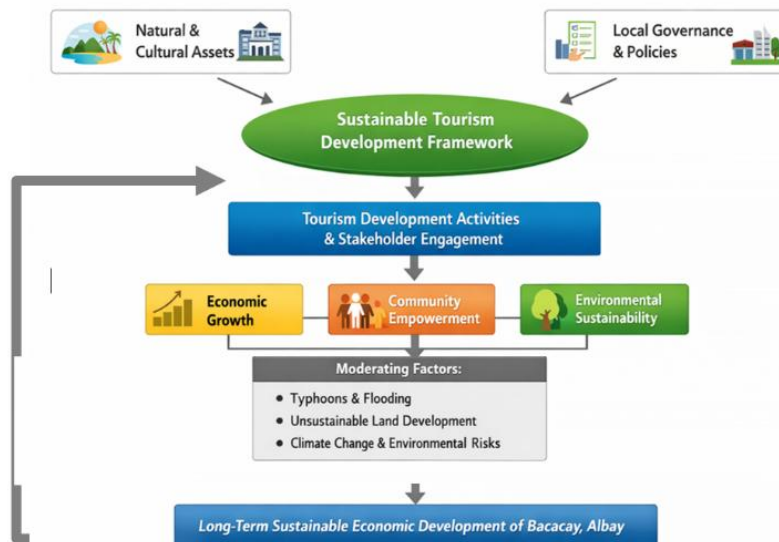


Figure 2. *Sustainable Tourism Development of Bacacay, Albay*

The reviewed literature emphasizes that sustainable tourism development is a complex and multidimensional process that requires effective governance, stakeholder collaboration, environmental management, and strategic planning. International studies highlight that tourism governance involves coordinated institutional relationships among government agencies, private enterprises, civil society organizations, and local communities to ensure sustainable tourism outcomes (Bramwell & Lane, 2011; Hall, 2011). Tourism systems are inherently multi-stakeholder and multi-scalar, requiring collaborative governance frameworks that promote joint decision-making, shared monitoring mechanisms, and equitable benefit distribution among stakeholders (Ansell & Gash, 2008; Moscardo & Andereck, 2017; Dredge & Jamal, 2015). These governance structures are essential for addressing the fragmented nature of tourism development and ensuring that tourism growth aligns with sustainability principles.

The literature also highlights the importance of integrating economic, social, and environmental dimensions in tourism development. Sustainable tourism development seeks to balance economic growth with environmental protection and community well-being through effective policy integration, environmental management practices, and community participation (UNWTO, 2019; Hall, 2019; Gössling, Scott, & Hall, 2021). In particular, coastal and island destinations require careful management due to the

ecological vulnerability of natural resources such as coral reefs, mangroves, beaches, and marine ecosystems. Without effective governance and monitoring systems, tourism growth may lead to environmental degradation, resource overexploitation, and declining destination competitiveness.

Several studies also emphasize the operational components of tourism systems through the Five A's of tourism Attractions, Accessibility, Accommodation, Amenities, and Activities which collectively influence destination competitiveness and visitor satisfaction (Cooper et al., 2008; Buhalis, 2000; Ritchie & Crouch, 2003). Attractions provide the primary motivation for travel, while accessibility determines how easily visitors can reach destinations. Accommodation and amenities provide the necessary services and infrastructure that support tourist experiences, and activities enhance visitor engagement through recreational and cultural experiences. These components are essential inputs that influence the performance and sustainability of tourism destinations.

In the Philippine context, national tourism policies assign local government units (LGUs) a central role in tourism governance, including regulating tourism establishments, implementing environmental policies, and coordinating tourism stakeholders (Department of Tourism, 2023). However, empirical studies reveal that many municipalities face governance challenges such as limited financial resources, inadequate technical expertise, weak policy coordination, and insufficient community participation (Cruz & Carpio, 2022; Fernando et al., 2020). These challenges are particularly evident in coastal municipalities where tourism development often depends on fragile natural resources and environmental sustainability.

Regional and provincial studies further highlight the tourism potential of the Bicol Region and Albay Province due to their diverse natural attractions, including volcanic landscapes, coastal ecosystems, and island destinations. Provincial tourism development strategies emphasize ecotourism, disaster-resilient tourism, and sustainable destination management as key priorities (Provincial Government of Albay, 2023). However, existing research often focuses on major tourism destinations or province-wide tourism assessments, leaving smaller municipalities such as Bacacay relatively underrepresented in scholarly research.

At the local level, empirical studies specifically examining tourism development in Bacacay remain limited. Existing research primarily focuses on environmental management, particularly the management of marine protected areas and coastal resources. While these studies highlight the importance of environmental conservation and resource governance, they do not comprehensively examine tourism development outcomes such as visitor satisfaction, community participation, tourism infrastructure, and economic impacts. This gap indicates the need for a more comprehensive framework that integrates governance, stakeholder participation, infrastructure development, and sustainability principles in understanding tourism development in Bacacay.

To address this gap, this study is anchored on Systems Theory and Butler's Sustainable Tourism Development Model, which together provide a comprehensive framework for analyzing tourism systems. Systems Theory, introduced by von Bertalanffy (1968), explains that organizations function as interconnected systems composed of inputs, processes, and outputs that interact continuously with their environment. In tourism management, systems theory highlights the interdependence among tourism resources, governance institutions, tourism enterprises, and community actors (Mason & Cheyne, 2020). Natural and cultural resources serve as tourism inputs, governance and planning processes transform these resources into tourism products and services, and tourism outcomes generate economic, social, and environmental impacts within the destination. Feedback from these outcomes allows tourism systems to adapt and improve over time.

Complementing Systems Theory is Butler's Tourism Area Life Cycle (TALC) model, which explains that tourism destinations evolve through stages of exploration, involvement, development, consolidation, stagnation, and either decline or rejuvenation (Butler, 1999). The model emphasizes that tourism destinations are dynamic systems whose sustainability depends on effective management throughout their development stages. Without strategic interventions such as environmental protection

measures, community-based tourism initiatives, and sustainable infrastructure development, tourism destinations may experience environmental degradation and declining competitiveness. However, with adaptive management strategies, destinations can rejuvenate and achieve long-term sustainability.

Drawing from these theoretical foundations, the conceptual framework of this study views Bacacay as an emerging tourism destination functioning as an open tourism system. The framework identifies key tourism development inputs, including natural and cultural resources, tourism governance, infrastructure development, community participation, and policy support. These inputs interact through tourism management processes such as planning, coordination, environmental management, and stakeholder collaboration. The outputs of these processes include economic growth, community empowerment, environmental conservation, and sustainable tourism development. However, these processes are influenced by moderating factors such as climate hazards, infrastructure limitations, and governance challenges.

By integrating Systems Theory and Butler's Tourism Area Life Cycle model with the Five A's of tourism development, this study provides a comprehensive framework for analyzing tourism development in Bacacay. The synthesis of the literature therefore highlights the need for a localized and integrated tourism development framework that strengthens governance structures, enhances tourism infrastructure, promotes community participation, and ensures environmental sustainability. Such a framework is essential for guiding Bacacay's tourism system toward sustainable growth while balancing economic development with environmental protection and community well-being. Despite the extensive body of literature on tourism governance and sustainable tourism development, several important gaps remain, particularly in relation to coastal municipalities such as Bacacay, Albay. These gaps highlight areas where further research is needed and provide the foundation for the present study.

While international tourism literature provides comprehensive discussions on governance structures and collaborative management in tourism systems, most studies focus on national or well-established tourism destinations rather than small and emerging municipal destinations. Tourism governance research emphasizes the importance of coordinated institutional relationships and stakeholder collaboration in achieving sustainable tourism outcomes (Bramwell & Lane, 2011; Hall, 2011). Similarly, collaborative governance frameworks stress the need for joint decision-making, shared monitoring mechanisms, and equitable benefit distribution among stakeholders (Ansell & Gash, 2008; Moscardo & Andereck, 2017). However, these studies largely examine tourism governance at broader institutional levels, leaving a gap in understanding how governance mechanisms operate within smaller municipalities where institutional capacity, financial resources, and technical expertise may be limited (Tosun, 2006; Scheyvens, 2011). In the Philippine context, although local government units (LGUs) are mandated to regulate tourism establishments and implement tourism-related policies (Department of Tourism, 2023), empirical studies indicate varying levels of institutional capacity among municipalities, particularly in coastal areas where tourism pressures are rapidly increasing (Cruz & Carpio, 2022; Fernando et al., 2020).

Existing studies on Bacacay primarily focus on environmental management rather than tourism development outcomes. Research examining marine protected areas and coastal resource management highlights the importance of environmental conservation and habitat protection in maintaining ecological sustainability (Eagles, McCool, & Haynes, 2002; White, Courtney, & Salamanca, 2002). While these studies contribute valuable insights into environmental governance, they do not comprehensively examine tourism-related factors such as visitor satisfaction, tourism infrastructure, economic benefits, and community participation. This indicates a gap in understanding how environmental resources can be effectively integrated into sustainable tourism development strategies within Bacacay.

The Five A's of tourism Attractions, Accessibility, Accommodation, Amenities, and Activities are widely recognized as fundamental elements of destination competitiveness (Cooper et al., 2008; Buhalis, 2000; Ritchie & Crouch, 2003), there is limited research that systematically analyzes these elements within the context of Bacacay's tourism system. Tourism literature emphasizes that attractions serve as the primary

motivation for travel, accessibility influences visitor mobility, accommodation and amenities support tourism services, and activities enhance visitor experiences (McKercher & du Cros, 2002; Page, 2005; Goeldner & Ritchie, 2012). However, most studies addressing tourism development in Albay focus on larger tourism destinations such as Legazpi City and Mayon Volcano, leaving smaller municipalities such as Bacacay underrepresented in tourism infrastructure and destination competitiveness research (Provincial Government of Albay, 2023).

Previous research often lacks integration of theoretical frameworks when examining tourism development at the municipal level. Systems Theory suggests that tourism destinations operate as interconnected systems where resources, institutions, and stakeholders interact to produce tourism outcomes (von Bertalanffy, 1968; Mason & Cheyne, 2020). Similarly, Butler's Tourism Area Life Cycle (TALC) model explains how tourism destinations evolve through stages of exploration, development, consolidation, and potential stagnation or rejuvenation (Butler, 1999). However, these theoretical frameworks have rarely been applied in studies examining tourism development in Bacacay or similar coastal municipalities. The absence of theoretical integration limits the ability of researchers to understand the dynamic interactions among tourism resources, governance mechanisms, and development outcomes.

There remains a lack of localized tourism development frameworks that integrate governance structures, stakeholder participation, environmental sustainability, and tourism infrastructure development within a single analytical model. Sustainable tourism literature emphasizes that effective destination management requires policy coherence, environmental protection, community engagement, and economic diversification (UNWTO, 2019; Hall, 2019; Gössling, Scott, & Hall, 2021). However, the application of these principles in small coastal municipalities remains limited due to governance constraints, infrastructure gaps, and fragmented tourism planning.

In response to these gaps, the present study seeks to develop a sustainable tourism development framework for Bacacay by examining tourism governance, stakeholder participation, and the Five A's of tourism development within the municipality's environmental and socio-economic context. By integrating Systems Theory and Butler's Tourism Area Life Cycle model with empirical analysis of tourism inputs, processes, and outcomes, this study aims to contribute to the development of evidence-based strategies that support sustainable tourism planning and destination management in Bacacay, Albay.

The main objective of the study is to formulate a comprehensive and sustainable tourism development plan tailored to the unique needs and potentials of Bacacay.

1. Determine the policies and programs of the tourism management in Bacacay, along the five A's with regards to stakeholder involvement
 - 1.1 Attraction
 - 1.2 Activities
 - 1.3 Amenities
 - 1.4 Accommodation
 - 1.5 Accessibility
3. Identify the strengths, weaknesses, opportunities and threats (SWOT) of Bacacay Tourism Policies.
4. Determine the Challenges encountered by the tourism management in Bacacay along 5 A's
5. Recommend actionable policies and programs that can enhance Bacacay's tourism potential while ensuring environmental sustainability and community benefits.

Inventory of Tourist Spots, Establishments and Activities

The inventory categorizes tourism assets into five major classifications: Nature, Sun and Beach, Heritage and Cultural, Activities, and Accommodations.

Table 1. *Inventory of Tourist Spots, Establishments and Activities in Bacacay*

Classification	Tourist Spot/ Establishment	DOT Accreditation
Nature	Cagbulacao Cave, Cagraray Island	Accredited
	Malubago Cave, Cagraray Island	Accredited
	Misibis Cave, Cagraray Island	Accredited
	Bahi Cave, Cagraray Island	Accredited
	Mataas Cave, Cagraray Island	Accredited
Sun And Beach	Misibis Beach, Cagraray Island	Accredited
	San Lorenzo Beach	Accredited
	Sogod Beach	Accredited
	Mosboron Beach, Cagraray Island	Accredited
	Morales Beach Resort, Sogod	Accredited
	Bacacay Watchtower	Accredited
	Viento del Mar Resort, Sogod	Accredited
	Misibis Bay Estates and Resort Spa	Accredited
	Sula Beach, Cagraray Island	Accredited
	Panarayon Beach	Not Accredited
	Pinamuntugan White sand Beach	Not Accredited
Heritage & Cultural	Cabungahan White sand Beach	Not Accredited
	Church of Saint Rose Lima	Accredited
	Sula Channel Ruins	Not Accredited
	Porte Fidei	Not Accredited
	Minakinahan Ruins	Not Accredited
	Watchtower and Bell Tower	Not Accredited
	Rizal Monument	Not Accredited
	Burial Jars	Not Accredited
Activities	Dive Site, Uson, Cagraray Island	Accredited
	Kayaking	Accredited
Accommodations	Sula Channel	Accredited
	Misibis Bay	Accredited
	Surfing	Not Accredited
	Snorkeling	Not Accredited
	Trekking	Not Accredited
	Spelunking	Not Accredited
	Hiking	Not Accredited
	Rock Climbing	Not Accredited
	Misibis Resorts and Spa	Accredited
	Emieland Beach Resort	Not Accredited
	Tanchuling Beach Resort	Not Accredited
	Viento De Mar Beach Resort	Not Accredited
	Dorotea Resort & Spa	Not Accredited
	Springzone Resort	Not Accredited
Casa Simeon	Accredited	
Casa Monte Private Villa	Not Accredited	
JAASS Beach Resort/ Sun Valley	Not Accredited	

Specifically, this table identifies the names of tourist spots and tourism-related establishments operating within Bacacay and indicates whether these are officially accredited by the DOT. This distinction is essential in assessing compliance with national tourism standards, quality assurance measures, and safety regulations. Accreditation serves as an indicator of legitimacy, operational standards, and service quality, which are crucial in strengthening destination credibility and competitiveness.

Finally, while the study addresses environmental, social, and economic dimensions of sustainable tourism, it does not attempt to provide exhaustive solutions for all sustainability challenges. Rather, it seeks to develop a practical and operational framework that can guide local stakeholders in planning, monitoring, and managing tourism sustainably within Bacacay. The findings and recommendations may, however, offer insights that are transferable to similar small- to medium-sized destinations facing comparable challenges in sustainable tourism management.

METHODOLOGY

Research Design

This study employed a mixed-methods design integrating quantitative and qualitative approaches to examine tourism management practices in Bacacay, Albay. The Five A's framework (Attractions, Accessibility, Accommodation, Amenities, and Activities) served as the analytical lens to assess tourism resources, infrastructure, and services. Quantitative data measured the availability and adequacy of these components, while qualitative data—gathered through interviews and focus group discussions—explored stakeholder experiences, governance processes, and sustainability practices. Data were sourced from key stakeholders at regional, provincial, and municipal levels, including the Department of Tourism Region 5, Provincial Tourism Office, and Bacacay Municipal Tourism Office. This approach enabled a comprehensive analysis of how tourism inputs are transformed through management and governance into sustainable outcomes.

Data Sources and Delimitation

Primary data were collected from key tourism officials at regional, provincial, and municipal levels, including the Department of Tourism Region 5, the Provincial Tourism and Cultural Affairs Office of Albay, and the Bacacay Municipal Tourism Office. These sources provided multi-level perspectives on policies, governance, and operational practices, supporting both quantitative assessment of the Five A's and qualitative exploration of stakeholder experiences. The study was delimited to accredited tourism sites and governance practices within Bacacay, Albay, focusing on tourism development through the Five A's framework. It concentrated on selected tourism officials and did not include the entire population or all enterprises, nor did it cover other municipalities or conduct a full economic impact analysis. These delimitations ensured a focused and in-depth examination of local tourism governance and sustainable development.

Research Population and Sampling

The study population included key tourism officials from the Department of Tourism Region V, the Provincial Tourism and Cultural Affairs Office of Albay, and the Bacacay Municipal Tourism Office, along with selected private stakeholders such as accommodation owners, transport operators, and local craft producers. Participants were purposively selected based on their direct involvement in tourism governance and operations to ensure relevant, experience-based insights. Additionally, tourist respondents were included, with a computed sample size of 397 using Slovin's formula; however, due to limited accessibility during lean tourism months, 234 respondents were obtained. Despite this, the sample provided sufficient and contextually relevant data to assess tourism governance and the Five A's in Bacacay.

Research Instrument

The study employed a combination of research instruments to comprehensively assess tourism development and management practices in Bacacay, with a focus on identifying key drivers of sustainable economic growth. A survey questionnaire was used to evaluate the status, adequacy, and quality of the Five A's Attractions, Accessibility, Accommodation, Amenities, and Activities using simple scales and checklists that allowed responses to be summarized through percentages, frequencies, and averages. Complementing the survey, a semi-structured interview guide collected qualitative insights from key stakeholders on governance processes, stakeholder coordination, community participation, and challenges in managing tourism resources and services. The design of all instruments ensured alignment with sustainable tourism principles and the Five A's framework, allowing for the integration of quantitative and qualitative data to generate a holistic understanding of tourism development as a driver for economic growth in Bacacay, Albay.

Validation of Research Instrument

To ensure the validity and reliability of the research instruments, a multi-step validation process was undertaken. First, content validation was conducted whereby tourism experts from DOT Region 5 and provincial offices reviewed the survey questionnaire, interview guide, and FGD guide to confirm their relevance, clarity, and alignment with the Five A's framework. Next, pilot testing of the survey was performed with a small group of tourism personnel not included in the final study population; feedback from this process was used to revise ambiguous items and improve overall clarity. Triangulation further enhanced accuracy and credibility by cross-checking data from surveys with insights obtained from interviews, FGDs, and official documentation such as tourism development plans, ordinances, and monitoring reports. Additionally, to broaden the scope of validation, interviews were conducted with visiting tourists at key attractions, as well as with owners and operators of tourist sites and resorts identified by the three offices, ensuring that perspectives from both service providers and consumers were included. This comprehensive validation approach ensured that the instruments effectively captured the necessary information to assess the status, management, and sustainability of Bacacay's tourism system. The draft questionnaire was finalized and subsequently was shown to the Thesis Adviser for approval.

Data Collection

Data collection followed a structured mixed-methods approach aligned with the Five A's framework. Coordination and clearance were secured from the Department of Tourism Region 5, the Provincial Tourism Office of Albay, and the Bacacay Municipal Tourism Office, with ethical standards strictly observed. Quantitative data were gathered through structured surveys administered to tourists and stakeholders using printed and online forms, measuring the status and quality of Attractions, Accessibility, Accommodation, Amenities, and Activities using Likert scales. Qualitative data were collected through semi-structured interviews and focus group discussions with key tourism officials, focusing on governance, policy implementation, stakeholder coordination, and operational challenges. Data triangulation was achieved by integrating survey results, interview insights, and official documents. Collection was conducted in phases, with quantitative data informing subsequent qualitative inquiry to ensure in-depth analysis.

Data Analysis

The study utilized both quantitative and qualitative analysis to assess tourism development in Bacacay using the Five A's framework. Quantitative data were analyzed using descriptive statistics such as frequency, percentage, and mean to evaluate the status and quality of tourism resources and services across governance levels. Qualitative data from interviews were analyzed thematically to identify key issues, strengths, and opportunities related to governance, stakeholder coordination, and sustainability. Findings from surveys, interviews, and official documents were triangulated to ensure validity and provide a comprehensive understanding of tourism development, forming the basis for the proposed framework.

Ethical Considerations

This study adhered to ethical standards by ensuring informed consent, voluntary participation, and participants' right to withdraw at any time. Confidentiality and anonymity were maintained through coding of respondents and secure data storage. Data from surveys, interviews, and focus group discussions were used solely for research purposes and reported in aggregate form. The study also respected local cultural practices and ensured proper use and citation of secondary data, promoting integrity and responsible research conduct.

RESULTS AND DISCUSSION

The Policies and Programs of Tourism Management in Bacacay Along the Five A's in Terms of Stakeholder Involvement

The Bacacay Municipal Ordinance No. 13-10, Series of 2020 provides a comprehensive and institutionalized framework that governs tourism development, regulation, and management in the Municipality of Bacacay, Albay. The ordinance reflects a policy architecture grounded in sustainability, inclusivity, and systems-oriented destination planning. It aligns with national policy instruments such as Republic Act No. 9593 and is consistent with global tourism standards promoted by the United Nations World Tourism Organization. From a theoretical standpoint, the ordinance embodies the principles of Systems Theory introduced by Ludwig von Bertalanffy, which conceptualizes tourism as an interconnected system where inputs (resources and policies), processes (planning and management), and outputs (tourism outcomes) are dynamically linked. Within this system, the Five A's Attractions, Activities, Amenities, Accommodation, and Accessibility function as interdependent components that collectively determine destination competitiveness and sustainability.

Attractions

The policy framework for tourism attractions in Bacacay is comprehensively articulated through Article XX (Sections 58–60, 66) of the Bacacay Municipal Ordinance No. 13-10, Series of 2020, which establishes a systematic, multi-layered, and sustainability-oriented approach to the identification, management, and long-term development of tourism resources. These provisions collectively demonstrate that the local government has adopted a structured and institutionalized mechanism for transforming tourism resources into competitive and sustainable tourism products. At the core of this framework is Section 58 – Tourism Resources, which provides a broad and inclusive definition of tourism assets by recognizing natural, cultural, human, and capital resources as integral components of tourism development. This policy significantly expands the traditional understanding of tourism attractions beyond physical landscapes such as beaches, islands, and caves, to include intangible cultural heritage, local knowledge systems, traditional practices, and community-based assets such as karagumoy weaving and other indigenous crafts. This reflects a holistic tourism policy orientation, where tourism is conceptualized not merely as place-based consumption but as an integrated socio-cultural and economic system. Such an approach is consistent with contemporary tourism theories that emphasize the importance of cultural authenticity and community participation in destination development. By embedding cultural and human elements within the definition of tourism resources, the ordinance promotes inclusive tourism growth, where local communities are not only beneficiaries but active contributors to the tourism value chain. This aligns with sustainable tourism principles, which advocate for the protection and promotion of both tangible and intangible heritage as key components of destination identity and competitiveness. Building upon this conceptual foundation, Section 59 – Inventory and Classification of Resources institutionalize a data-driven approach to tourism planning by mandating the systematic identification, documentation, and categorization of tourism assets by the Municipal Tourism Office and the Municipal Tourism Council. This provision ensures that tourism development is anchored on empirical evidence and resource mapping,

enabling the local government unit (LGU) to establish a comprehensive database of tourism assets. Through this process, decision-makers are better equipped to identify priority areas for conservation, development, and promotion, thereby enhancing the efficiency of resource allocation and policy implementation.

From a planning perspective, this provision reflects the principles of evidence-based governance, where policies and interventions are guided by accurate and up-to-date information. It also facilitates the development of tourism circuits and integrated destination planning, as the classification of resources allows for the strategic linking of attractions into coherent and marketable tourism products. This systematic organization of tourism assets strengthens Bacacay's capacity to position itself competitively within regional and national tourism markets. Further strengthening this framework is Section 60 – Assessment of Resources, which introduces a critical layer of evaluation and sustainability control by requiring the assessment of tourism resources in terms of their environmental sensitivity, carrying capacity, and readiness for development. This provision reflects a proactive and preventive approach to tourism management, ensuring that tourism activities are aligned with ecological limits and social considerations. By incorporating carrying capacity assessments, the ordinance acknowledges that tourism resources are finite and must be managed responsibly to avoid overuse and degradation.

This policy is particularly significant in the context of coastal and nature-based destinations such as Bacacay, where ecosystems are highly sensitive to human activities. The inclusion of environmental and developmental assessments ensures that tourism growth is not only economically beneficial but also environmentally sustainable and socially responsible. It demonstrates the LGU's commitment to balancing tourism development with conservation objectives, thereby safeguarding the long-term viability of its tourism assets. Complementing these provisions, Section 66 – Classification of Inventory Tourism Destinations provides a structured categorization of tourism resources into distinct types, including nature tourism, cultural tourism, sun-and-beach tourism, and leisure and entertainment tourism. This classification serves as a foundation for destination branding, product development, and market segmentation, enabling the municipality to design targeted tourism offerings that cater to diverse tourist preferences. By organizing tourism resources into thematic categories, the LGU can develop integrated tourism circuits, encourage longer visitor stays, and enhance the overall visitor experience. From a theoretical standpoint, these policy provisions are strongly supported by existing tourism literature. Cooper et al. (2008) and McKercher and du Cros (2002) emphasize that attractions are the primary drivers of tourism demand, and their systematic identification and organization are essential for enhancing destination competitiveness. The classification and packaging of tourism resources into thematic products align with Buhalis (2000), who highlights the importance of destination marketing and segmentation in improving market positioning and attracting specific tourist groups.

Moreover, the emphasis on resource assessment and sustainability is consistent with the work of Eagles, McCool, and Haynes (2002), who argue that effective tourism planning must incorporate carrying capacity and environmental management frameworks to prevent resource degradation and ensure long-term sustainability. Similarly, Hall (2019) and the United Nations World Tourism Organization advocate for integrated tourism policies that balance economic development with environmental conservation and cultural preservation. From a governance perspective, the provisions under Article XX reflect the principles of collaborative tourism governance, as discussed by Bramwell and Lane (2011). The involvement of the Municipal Tourism Office and Tourism Council in resource inventory, assessment, and classification indicates a multi-stakeholder approach to tourism planning and management. This collaborative structure enhances policy implementation, promotes stakeholder accountability, and ensures that tourism development is aligned with local needs and priorities.

Overall, the attraction policies of Bacacay demonstrate a strategically integrated, sustainability-driven, and governance-oriented framework. By combining comprehensive resource identification, data-driven planning, environmental assessment, and systematic classification, the ordinance establishes a strong institutional foundation for transforming Bacacay's tourism assets into competitive, sustainable, and

culturally enriched tourism products. This integrated approach positions the municipality to effectively leverage its natural and cultural resources while ensuring their protection for future generations.

Activities

The ordinance establishes a comprehensive and multi-dimensional policy structure for tourism activities through Article XXI (Section 63) and Article XXII – Adventure and Sports Tourism Safety Regulations of the Bacacay Municipal Ordinance No. 13-10, Series of 2020. These provisions collectively demonstrate that the Municipality of Bacacay has adopted a strategic, experience-oriented, and regulatory-driven approach to tourism activity development, ensuring that tourism offerings are not only diverse and engaging but also safe, sustainable, and well-managed.

At the foundation of this framework is Section 63 – Inventory of Tourism Activities, which establishes a comprehensive catalog of tourism experiences that can be developed and promoted within the municipality. The inclusion of a wide range of activities spanning marine-based (e.g., island hopping, snorkeling, diving), terrestrial (e.g., trekking, biking, caving), cultural (e.g., culinary demonstrations, traditional crafts), and educational or familiarization tours reflects a deliberate policy direction toward tourism diversification. This diversification is significant because it transforms tourism from a passive, attraction-based system into an activity-driven and experience-centered destination model. By formally recognizing multiple types of tourism activities, the ordinance ensures that Bacacay can cater to various tourist segments, including adventure seekers, eco-tourists, cultural tourists, educational travelers, and leisure visitors. This approach enhances the municipality's ability to broaden its market base, extend visitor stay duration, and increase tourism-related expenditures, thereby strengthening its overall tourism competitiveness.

Moreover, the structured identification of tourism activities supports the development of integrated tourism circuits, where multiple activities are combined into cohesive travel experiences. This aligns with destination planning principles that emphasize the importance of product bundling and experiential layering, enabling tourists to engage with multiple dimensions of a destination within a single visit. In this context, tourism activities serve as the operational link between attractions and visitor experiences, effectively converting tourism resources into tangible economic and experiential value. Complementing this experiential framework is Article XXII – Adventure and Sports Tourism Safety Regulations, which introduces a critical dimension of regulatory governance and risk management. This article emphasizes the importance of safety protocols, guide supervision, operational standards, and environmental responsibility in the conduct of tourism activities. The inclusion of these provisions indicates that the LGU recognizes that while tourism activities enhance visitor engagement, they also involve inherent risks, particularly in adventure-based and nature-based tourism settings.

Further strengthening this regulatory structure are Section 67 – Caving Adventures and Spelunking Safety Rules and Section 68 – Specific Caving and Tunnel Hopping Rules, which provide detailed operational guidelines for high-risk activities. These include requirements related to visitor orientation, use of appropriate equipment, adherence to designated routes, protection of cave formations, and compliance with environmental conservation measures. Such detailed provisions demonstrate a high level of policy specificity, ensuring that tourism activities are conducted in a manner that prioritizes both visitor safety and ecosystem protection. From a theoretical perspective, the emphasis on diversified and experiential tourism activities strongly aligns with Pine and Gilmore (1999), who conceptualize tourism within the experience economy, where value is created through immersive, memorable, and participatory experiences rather than passive consumption. In this context, Bacacay's policy framework reflects a shift toward experience-based tourism, where visitors are encouraged to actively engage with the destination's natural and cultural environments. Similarly, Richards (2018) highlights that contemporary tourists increasingly seek authentic and participatory experiences that allow them to interact with local communities, traditions, and ecosystems. The inclusion of cultural demonstrations, educational tours, and community-based activities

within the ordinance supports this trend, positioning Bacacay as a destination capable of delivering meaningful and culturally enriched tourism experiences. The integration of safety regulations within the policy framework reflects the principles of responsible and sustainable tourism. Buckley (2010) emphasizes that adventure tourism requires structured risk management systems, including clear operational guidelines, trained personnel, and safety protocols, to ensure the well-being of visitors and the protection of natural resources. Similarly, Weaver (2011) argues that sustainable tourism development depends on achieving a balance between visitor satisfaction and environmental conservation, particularly in fragile ecosystems such as caves, coastal areas, and marine environments. From a governance perspective, the structured regulation of tourism activities reflects the principles of collaborative governance, as articulated by Ansell and Gash (2008). Effective tourism management requires the coordination of multiple stakeholders, including local government units, tourism operators, guides, community members, and regulatory agencies. The ordinance's provisions on activity inventory, safety regulation, and operational standards indicate that tourism activities in Bacacay are not left to informal or unregulated practices but are instead guided by institutional mechanisms that promote accountability, coordination, and shared responsibility.

Furthermore, the policy framework demonstrates an understanding that tourism activities are not isolated components but are interconnected with other elements of the tourism system, including attractions, amenities, and accessibility. By regulating and organizing tourism activities, the ordinance ensures that these experiences are integrated into the broader tourism value chain, contributing to a cohesive and well-managed destination system.

Overall, Bacacay's tourism activity policies illustrate a balanced and forward-looking approach that integrates tourism diversification, experiential value creation, safety regulation, and sustainable management. The ordinance not only enhances the variety and quality of tourism experiences offered within the municipality but also ensures that these activities are conducted in a safe, responsible, and environmentally sustainable manner. This comprehensive policy framework positions Bacacay as a destination capable of delivering high-quality, experience-driven tourism while maintaining strong governance and sustainability standards.

Amenities

Tourism amenities in Bacacay are systematically governed by Article IX – Standard Requirements for Accreditation of Agri-Tourism or Farm Sites and Article X – Standard Requirements for Tourism-Oriented Farm Resorts under the Bacacay Municipal Ordinance No. 13-10, Series of 2020. These provisions collectively establish a comprehensive standards-based framework for the provision, regulation, and maintenance of tourism facilities and services within the municipality. Through these articles, the local government institutionalizes the role of amenities as a critical support system that underpins the overall functionality and competitiveness of the tourism destination. At the core of this policy framework is the requirement for tourism establishments to provide essential physical and service-oriented amenities, including comfort rooms, reception areas, parking spaces, sanitation systems, dining facilities, and multipurpose spaces. These elements are not merely supplementary features but are fundamental components of the tourism experience, as they directly influence visitor comfort, convenience, safety, and overall satisfaction. By mandating these requirements, the ordinance ensures that tourism establishments adhere to minimum service quality standards, thereby promoting consistency and reliability across tourism sites within Bacacay. In addition to basic infrastructure, the ordinance also requires the inclusion of souvenir shops, trading posts, and spaces for local products, which serve as platforms for showcasing locally produced goods such as handicrafts, agricultural products, and cultural items. This provision reflects a deliberate policy direction toward integrating tourism with local economic development, ensuring that tourism activities generate direct and indirect benefits for the community. By embedding local economic participation within amenity requirements, the ordinance transforms tourism establishments into economic

nodes that support micro, small, and medium enterprises (MSMEs) and promote the circulation of income within the locality.

From a functional perspective, these provisions highlight that amenities serve as the operational backbone of tourism destinations, enabling visitors to comfortably access and enjoy attractions and activities. Amenities bridge the gap between tourism resources and visitor experiences by providing the necessary infrastructure and services that facilitate engagement with the destination. Without adequate amenities, even destinations with strong natural and cultural attractions may struggle to deliver satisfying and memorable experiences. This policy orientation is strongly supported by tourism literature. Goeldner and Ritchie (2012) emphasize that amenities are essential determinants of visitor satisfaction, as they directly affect the comfort, convenience, and perceived quality of the tourism experience. Similarly, Cooper et al. (2008) argue that inadequate or poorly maintained amenities can significantly diminish the attractiveness of a destination, limiting its ability to retain visitors and generate repeat visitation. These perspectives reinforce the importance of Bacacay's policy framework in ensuring that tourism facilities meet acceptable standards of quality and functionality.

Furthermore, the ordinance aligns with destination competitiveness theory as articulated by Ritchie and Crouch (2003), which identifies infrastructure, service quality, and supporting facilities as key determinants of a destination's ability to compete in the tourism market. In this context, amenities are not merely supportive elements but are strategic assets that influence destination positioning, visitor perception, and market performance. By standardizing amenity requirements, the Bacacay Municipal Tourism Code enhances the municipality's capacity to deliver high-quality tourism experiences that meet visitor expectations. The inclusion of local product outlets within tourism establishments also reflects the principles of community-based tourism, as discussed by Scheyvens (2015). This approach emphasizes that tourism development should be inclusive, participatory, and beneficial to local communities, particularly in terms of livelihood generation and cultural preservation. By providing spaces for local products, the ordinance supports the integration of cultural identity and local enterprise into the tourism experience, thereby enriching the authenticity of the destination while promoting economic sustainability.

From a governance perspective, the establishment of standardized amenity requirements demonstrates the LGU's commitment to regulatory oversight and quality assurance. These policies ensure that tourism establishments operate within clearly defined parameters, promoting accountability and consistency in service delivery. At the same time, they encourage tourism operators to invest in infrastructure and service improvements, thereby elevating the overall quality of the tourism sector within the municipality. Moreover, the amenity provisions can be viewed within a broader systems perspective, where amenities function as an essential subsystem within the tourism value chain. They interact with attractions, activities, accommodation, and accessibility to create a holistic and seamless tourism experience. In this context, the effectiveness of tourism development depends not only on the presence of attractions but also on the integration and quality of supporting infrastructure and services.

Overall, Bacacay's amenity policies demonstrate a strong, well-structured, and forward-looking approach to tourism infrastructure development. By combining standardization, service quality assurance, and local economic integration, the ordinance ensures that tourism amenities contribute not only to visitor satisfaction but also to sustainable economic development and community empowerment. These policies position Bacacay as a destination capable of delivering comfortable, accessible, and culturally enriched tourism experiences, supported by a robust and inclusive infrastructure system.

Accommodation

Accommodation policies in Bacacay are primarily governed by Article VIII – Standard Requirements for Accreditation of Homestays and Article X – Standard Requirements for Tourism-Oriented Farm Resorts under the Bacacay Municipal Ordinance No. 13-10, Series of 2020. These provisions establish a standards-based regulatory framework that ensures the quality, safety, and reliability of lodging services

within the municipality while simultaneously promoting community participation in tourism development. At the core of this framework is the requirement for accommodation providers to comply with minimum standards related to sanitation, safety, water supply, structural integrity, and service delivery. These standards reflect the LGU's commitment to maintaining a consistent level of service quality across tourism establishments, thereby safeguarding visitor welfare and enhancing overall destination credibility. By institutionalizing accreditation requirements, the ordinance ensures that accommodation services are not left to informal or unregulated practices but are instead governed by clear operational benchmarks.

A significant feature of the ordinance is its recognition of homestays as a formal component of the tourism system. This reflects a strategic orientation toward community-based tourism, where local residents are actively engaged in providing accommodation services. Homestays allow tourists to experience local culture, traditions, and daily life, thereby fostering cultural exchange and authentic tourism experiences. At the same time, they provide alternative livelihood opportunities for residents, contributing to local income generation and economic diversification. From a theoretical perspective, this approach aligns with Scheyvens (2015), who emphasizes that community-based tourism empowers local communities by enabling them to participate directly in tourism enterprises and benefit from tourism revenues. By embedding homestays within the policy framework, the ordinance promotes inclusive and participatory tourism development, ensuring that economic benefits are distributed beyond large-scale establishments to grassroots stakeholders. In addition, the accreditation of tourism-oriented farm resorts under *Article X* reflects the integration of agri-tourism and rural tourism development within Bacacay's tourism strategy. These establishments combine accommodation with agricultural and recreational experiences, thereby enhancing the diversity of tourism offerings. This aligns with the broader concept of experiential and niche tourism, where visitors seek immersive and multi-dimensional experiences that go beyond traditional lodging. The policy framework is also consistent with quality assurance models in tourism, as highlighted by Baum (2015), who identifies accommodation as a critical determinant of visitor satisfaction, length of stay, and tourism expenditure. High-quality accommodation services contribute to positive visitor experiences, encourage repeat visitation, and strengthen destination reputation. By enforcing standards, the ordinance ensures that Bacacay's accommodation sector can meet both domestic and international expectations.

Furthermore, the ordinance aligns with national policy directions under Republic Act No. 9593, which promotes the accreditation and regulation of tourism enterprises to ensure service quality and competitiveness. This alignment indicates that Bacacay's local policies are not isolated but are integrated within the broader national tourism governance framework. From a systems perspective, accommodation serves as a central component of the tourism value chain, linking attractions and activities with visitor stay and expenditure. The quality and availability of accommodation influence not only tourist satisfaction but also the duration of stay and overall economic impact of tourism. By strengthening accommodation policies, the LGU enhances the municipality's capacity to retain visitors and maximize tourism-related revenues.

Overall, Bacacay's accommodation policies demonstrate a balanced approach that integrates regulatory standards, community participation, and product diversification. These provisions ensure that accommodation services are safe, reliable, culturally enriching, and economically inclusive, positioning the municipality as a destination capable of delivering high-quality and sustainable tourism experiences.

Accessibility

Accessibility policies in Bacacay are articulated through Article II – Basic Infrastructure (Section 6) and Article XIII – Tourist Transport Vehicles of the Bacacay Municipal Ordinance No. 13-10, Series of 2020. These provisions establish a framework for the development, regulation, and management of transportation systems and infrastructure, which are essential for enabling tourist mobility and destination connectivity. At the structural level, Section 6 – Basic Infrastructure emphasizes the development and

improvement of roads, ports, access routes, and other tourism-support facilities. This reflects the recognition that accessibility is a precondition for tourism development, particularly in a coastal and island-based municipality such as Bacacay, where many attractions are geographically dispersed and dependent on multimodal transport systems. The ordinance highlights the importance of integrated transportation networks, ensuring that tourists can move efficiently between entry points and tourism destinations. This includes both land-based and sea-based transport systems, which are critical for connecting mainland areas to island tourism sites. By prioritizing infrastructure development, the LGU establishes the physical foundation necessary for tourism growth and expansion. Complementing infrastructure development is Article XIII – Tourist Transport Vehicles, which introduces regulatory mechanisms governing tourism-related transportation services. This includes requirements for registration, inspection, accreditation, and compliance with safety standards, ensuring that transport services operate in a secure, organized, and reliable manner. These provisions reflect the LGU's commitment to transport governance and service standardization, which are essential for maintaining visitor confidence and safety.

From a theoretical standpoint, accessibility is widely recognized as a core determinant of destination competitiveness. Buhalis (2000) identifies accessibility as one of the fundamental elements of tourism development, emphasizing that destinations must be easy to reach and navigate in order to attract visitors. Similarly, Page (2009) highlights that transportation systems influence tourist flows, travel behavior, and overall destination attractiveness. Cooper et al. (2008) further explain that accessibility enables tourists to visit multiple attractions within a destination, thereby increasing tourism spending, length of stay, and overall economic benefits. In this context, accessibility is not only a logistical concern but also a strategic factor that shapes tourism demand and experience. From a governance perspective, the regulation of transport services reflects institutional capacity and policy enforcement, as discussed by Hall (2011). Effective tourism governance requires clear regulatory frameworks that ensure the safety, efficiency, and accountability of tourism-related services. The ordinance's provisions on transport regulation demonstrate that Bacacay has established mechanisms to monitor and manage tourism mobility, thereby enhancing operational efficiency within the tourism system. Moreover, accessibility can be understood within a systems theory perspective, where transportation infrastructure functions as a linking mechanism that connects all components of the tourism system. Without efficient accessibility, even well-developed attractions, activities, and amenities may remain underutilized. Thus, accessibility serves as a critical enabler of tourism integration, ensuring that all elements of the tourism system function cohesively. The policy framework also supports the development of tourism circuits and destination integration, as improved accessibility allows for the seamless movement of tourists across multiple sites. This contributes to a more comprehensive and satisfying visitor experience, while also distributing tourism benefits across different areas within the municipality.

Overall, Bacacay's accessibility policies demonstrate a strategic and infrastructure-driven approach to tourism development, combining physical infrastructure investment with regulatory governance. By ensuring efficient transport systems and safe mobility, the ordinance enhances the municipality's ability to attract visitors, facilitate movement, and support sustainable tourism growth.

Strengths, Weaknesses, Opportunities and Threats (SWOT) of Bacacay

The Bacacay Municipal Tourism Code (Ordinance No. 13-10, Series of 2020) provides a comprehensive policy framework governing tourism development in the municipality. The ordinance outlines provisions related to resource management, tourism activities, infrastructure, accreditation standards, and transport systems, aligning with sustainable tourism principles. However, stakeholder experiences reveal that while policies are well-established, their implementation remains uneven across the tourism system. To better understand the effectiveness of these policies, this section presents a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis structured using the Five A's of tourism: Attractions, Activities, Amenities, Accommodation, and Accessibility. Each component is examined based

on specific policy provisions in the ordinance, highlighting implementation strengths and identifying critical gaps.

Table 3. *SWOT Matrix of Bacacay Tourism Code Using the Five A's Framework*

Five A's	Policy	Strengths (S)	Weaknesses (W)	Opportunities (O)	Threats (T)
Attractions	Article XX, Sec. 58 – Tourism Resources	Recognizes natural, cultural, and community-based assets; promotes diversification	Limited implementation of cultural promotion (e.g., karagumoy products)	Development of eco-cultural tourism and local product integration	Loss of cultural identity; underutilization of resources
	Sec. 59 – Inventory & Classification of Resources	Provides systematic identification of tourism assets; supports planning	Weak tourism packaging and promotion.	Development of tourism circuits and destination branding	Resources remain unknown/unvisited
	Sec. 60 – Assessment of Resources	Ensures sustainability and carrying capacity considerations	Limited monitoring and evaluation in practice	Improved site management and sustainability planning	Environmental degradation if unmanaged
	Sec. 66 – Classification of Tourism Destinations	Enables product development and market segmentation	Lack of actual implementation in tour packaging	Thematic tourism circuits (eco, cultural, marine)	Weak competitiveness vs. organized destinations
Activities	Sec. 63 – Inventory of Tourism Activities	Wide range of tourism activities identified; supports diversification	Limited promotion and visibility; repetitive experiences	Expansion of eco-tourism, cultural and adventure tourism	Declining tourist interest due to lack of variety
	Article XXII – Adventure & Sports Tourism Safety Regulations	Strong safety and environmental protection measures	Inconsistent implementation of safety standards	Positioning Bacacay as safe adventure destination	Safety risks if poorly enforced
	Sec. 67–68 – Caving & Safety Rules	Detailed guidelines for cave tourism; promotes sustainability	Limited facilities and trained guides	Development of caving and eco-adventure tourism	Environmental damage and safety hazards
Amenities	Article IX – Standards for Agri-Tourism Sites	Clear standards for facilities (CRs, parking, dining, etc.	Poor maintenance and lack of basic amenities in sites	Infrastructure improvement and eco-friendly amenities	Visitor dissatisfaction and negative experience
	Article X – Standards for Tourism-Oriented Resorts	Comprehensive requirements for facilities and services	Inconsistent compliance and monitoring	Public-private partnerships for facility development	Reduced competitiveness due to poor amenities

Accommodation	Article VIII – Homestay Accreditation Standards	Supports community-based tourism; promotes local livelihood	Poor quality control and low compliance	Capacity-building for local operators	Declining visitor trusts due to poor service
	Article X – Resort Accommodation Standards	Ensures safety, sanitation, and quality lodging	Limited accreditation due to low demand and costs	Investment in tourism enterprises	Informal/unregulated accommodations
Accessibility	Article III, Sec. 6 – Basic Infrastructure	Recognizes importance of roads, ports, and connectivity	Limited infrastructure development in practice	Development of centralized terminals and transport systems	Poor accessibility reduces tourist arrivals
	Article XIII – Tourist Transport Vehicles	Provides regulation and safety standards for transport	Lack of organized transport system and terminals	Improved transport coordination and mobility systems	Safety risks and inefficient transport services

The SWOT matrix of Bacacay’s tourism sector, organized through the Five A’s framework Attractions, Activities, Amenities, Accommodation, and Accessibility reveals the municipality’s strengths, weaknesses, opportunities, and threats in tourism development. When interpreted through the lens of tourism governance and sustainable tourism literature, the matrix highlights the importance of coordinated institutional arrangements, stakeholder collaboration, and adaptive management in achieving sustainable destination development.

Attraction

The analysis of tourism policies related to Attractions in the Bacacay Tourism Code (Ordinance No. 13-10, Series of 2020) reveals that the municipality possesses a strong policy foundation for tourism resource identification, classification, and sustainable management. However, the findings indicate that the primary challenge lies in the translation of these policies into effective implementation, particularly in terms of promotion, integration, and management of tourism resources.

Article XX, Section 58 – Tourism Resources

Article XX, Section 58 provides a highly comprehensive and progressive policy foundation by recognizing tourism resources as an integration of natural, cultural, human, and capital assets, which reflects a systems-oriented understanding of tourism development. This provision is strongly aligned with systems theory (von Bertalanffy, 1968), where tourism is viewed as an interconnected system of resources, stakeholders, and processes that must function cohesively to produce sustainable outcomes. By including cultural assets such as karagumoy weaving, the policy demonstrates a shift from traditional tourism models toward inclusive and community-based tourism development, consistent with Scheyvens (2015), who emphasizes that tourism should empower local communities and preserve cultural identity. From a strength’s perspective, this provision enables Bacacay to develop a multi-dimensional tourism identity, combining eco-tourism, cultural tourism, and livelihood-based tourism. This diversification is critical, as highlighted by Cooper et al. (2008), who argue that destinations with diverse attraction portfolios are more resilient and competitive in the global tourism market. Moreover, the recognition of human and capital resources suggests that the municipality acknowledges tourism not only as a physical resource system but also as a socio-economic development mechanism, which supports local entrepreneurship and MSMEs.

However, stakeholder feedback *“Provide Brochure and patronaged/Like karagumoy Products/Basket/Bayong/Use natural products, kasi di masyado visible ang karagumoy products sa centro.”* Also *“Promote Agri-Tourism: Partner with local farms for farm-to-table experiences, fruit picking, and cultural immersion tours.; Local Arts & Crafts: Encourage souvenir shops and workshops*

where tourists can see and learn local crafts (weaving, pottery).” indicates the gap between policy and practice becomes evident in the limited visibility and integration of cultural products into the tourism system. As reflected in stakeholder insights, local products such as karagumoy crafts are not fully embedded in the tourism experience, indicating weak value chain integration. This supports the argument of Bramwell and Lane (2011) that effective tourism governance requires collaborative networks among government, private sector, and communities. Without such integration, tourism resources remain fragmented rather than functioning as a cohesive system.

Opportunities under this provision are significant, particularly in the development of eco-cultural tourism models, where tourists engage in both natural and cultural experiences. This aligns with UNWTO (2019), which emphasizes that integrating culture into tourism enhances authenticity, visitor satisfaction, and local economic benefits. However, failure to operationalize this integration poses serious threats, including cultural commodification, erosion of local identity, and missed economic opportunities, ultimately weakening Bacacay’s competitive advantage.

Section 59 – Inventory and Classification of Resources

Section 59 establishes a systematic and data-driven mechanism for identifying and classifying tourism resources, which is essential for evidence-based planning and strategic decision-making. This aligns strongly with the destination competitiveness framework of Ritchie and Crouch (2003), which emphasizes that resource inventory is a foundational element in tourism development, enabling destinations to assess their strengths, prioritize investments, and design targeted interventions.

From a strength’s perspective, this provision provides Bacacay with the institutional capacity to organize its tourism assets into a coherent planning structure, which is critical for long-term sustainability. It also supports the development of tourism databases, mapping systems, and resource monitoring tools, which are increasingly important in modern tourism planning. Despite this strength, the findings reveal weak promotion and packaging of identified resources. The stakeholder comment “*Promoting Bacacay’s beautiful beaches, islands, and fresh seafood through social media can attract more tourists. Supporting local businesses such as homestays, tour guides, and food vendors will help the community while providing visitors with authentic local experiences. Organizing festivals, cultural shows, and eco-tourism activities can also make Bacacay more enjoyable and memorable.*” the findings reveal a critical weakness: the inability to translate identified resources into marketable tourism products. This reflects a disconnect between planning and implementation, where resources are documented but not effectively packaged or promoted. Buhalis (2000) argues that destinations must go beyond identification and focus on product development, branding, and digital marketing to remain competitive in a globalized tourism environment.

The opportunities associated with this provision are substantial. Bacacay can develop tourism circuits, thematic routes, and destination branding strategies, particularly by leveraging its coastal, agricultural, and cultural assets. These strategies align with contemporary tourism trends, where tourists seek integrated and experience-based travel rather than isolated attractions. However, if these opportunities are not pursued, the threat remains that tourism resources will remain underutilized and invisible in the market, resulting in lost economic potential and reduced tourist arrivals.

Section 60 – Assessment of Resources

Section 60 introduces a critical dimension of tourism governance by emphasizing resource assessment, carrying capacity, and environmental sustainability. This provision reflects global sustainable tourism principles, particularly those highlighted by Eagles, McCool, and Haynes (2002), who stress that unregulated tourism can lead to irreversible environmental degradation. As a strength, this section demonstrates that Bacacay’s tourism policies are aligned with sustainable destination management frameworks, recognizing that tourism growth must be balanced with environmental protection. This is

particularly important given Bacacay's coastal and marine ecosystems, which are highly sensitive to tourism pressures.

However, stakeholder feedback "*They probably should focus more on promoting some of the tourist spots that aren't getting much of attention and that are free to visit while maintaining its cleanliness from the tourists, because the people who live there suffers from the garbages that are left behind, that's why the place becomes 'hindi na masama' and only exists for one time visit only.*" indicates that monitoring and evaluation mechanisms are weak or inconsistently implemented, which undermines the effectiveness of this policy. According to UNWTO (2019), sustainability requires continuous monitoring, enforcement, and adaptive management, not just policy provisions. This highlights a common issue in tourism governance, where sustainability is often policy-driven but not operationalized.

Opportunities exist in strengthening environmental management systems, including visitor regulation, waste management programs, and site-specific carrying capacity limits. These interventions align with global best practices in sustainable tourism. However, failure to implement these measures poses significant threats, including environmental degradation, pollution, resource depletion, and declining visitor satisfaction, which can ultimately damage Bacacay's tourism reputation and long-term viability.

Section 66 – Classification of Tourism Destinations

Section 66 provides a strategic framework for destination classification and market segmentation, which is essential for developing targeted tourism products. This aligns with Buhalis (2000), who emphasizes that market segmentation allows destinations to tailor experiences to specific tourist groups, and with Ritchie and Crouch (2003), who highlight product differentiation as a key factor in destination competitiveness. As a strength, this provision enables Bacacay to position itself across multiple tourism segments, including eco-tourism, cultural tourism, and marine tourism, thereby increasing its appeal to diverse markets. This multi-segment positioning enhances the municipality's competitiveness and resilience. However, the findings indicate that classification has not been translated into actual tourism products or tour packages, reflecting a gap between strategy and execution. Cooper et al. (2008) emphasize that successful tourism destinations integrate attractions, activities, amenities, and services into cohesive tourism products. Without this integration, classification remains theoretical rather than practical.

Opportunities include the development of thematic tourism circuits, such as eco-marine routes, agro-cultural experiences, and adventure tourism packages. These approaches align with current tourism trends that emphasize experiential and immersive travel. However, without implementation, Bacacay risks lagging behind more organized and competitive destinations, which is a critical threat in an increasingly competitive tourism market.

Activities

The Bacacay Tourism Code provides a comprehensive framework for tourism activities, particularly through *Section 63* and safety-related provisions under Article XXII. These policies demonstrate a strong foundation for developing diverse and experiential tourism offerings.

Section 63 – Inventory of Tourism Activities

The identification of a wide range of tourism activities reflects alignment with experiential tourism theory, which emphasizes active participation and immersive visitor experiences (Pine & Gilmore, 2011; Richards, 2018). This provision supports diversification and enhances Bacacay's potential as a multi-activity destination. However, stakeholder feedback "*kulang ang variety nang activities from island-to-island kapag island hoping nagiging repetitive yung experience*" and "*Diversifying Adventure Tourism (Promote extreme sports or combination of Spelunking, caving, rock climbing, island & water sports)*" indicates that activities are not effectively diversified across sites. This supports Buhalis (2000), who argues that destination competitiveness depends on the diversity and uniqueness of experiences offered. The lack

of differentiation reduces visitor satisfaction and limits repeat visitation. Opportunities exist in developing site-specific and themed activities such as eco-tours, cultural demonstrations, and marine-based experiences. Without this, there is a risk of declining tourist interest and reduced competitiveness.

Article XXII – Adventure and Sports Tourism Safety Regulations

This provision reflects strong governance in regulating high-risk tourism activities. It aligns with tourism safety and risk management frameworks, which emphasize the importance of safety protocols in maintaining destination credibility (Hall, 2011). However, inconsistent implementation is evident, as reflected in the comment “*madali naman mawala yung activity, noon may rock climbing tapos biglang nawala.*” But an activity provider also said “*Wala din masyadong bumubisita kaya tinigil muna naming mag offer*” This suggests that tourism activities are not sustained over time. According to Dredge and Jenkins (2019), policy effectiveness depends on enforcement and institutional capacity. Weak implementation reduces the long-term viability of tourism offerings. Strengthening enforcement and operational continuity can position Bacacay as a reliable adventure tourism destination. Otherwise, safety risks and inconsistent offerings may negatively affect visitor trust.

Sections 67–68 – Caving and Safety Rules

These provisions provide detailed guidelines for cave tourism, aligning with sustainable adventure tourism principles (Buckley, 2010). They emphasize environmental protection and visitor safety, which are critical in fragile ecosystems. However, stakeholder feedback “*Hope there is a scuba diving facility with in the vicinity, the sea here is beautiful and it will be a waste not to experience the rich sea life here also we don’t have any guides as we go around*” reveals a lack of supporting infrastructure and trained personnel. According to UNWTO (2019), tourism development requires not only policies but also infrastructure and capacity-building. The opportunity lies in developing guided eco-adventure programs and marine tourism facilities. Without these, Bacacay risks underutilizing its natural resources and missing opportunities for tourism diversification.

Amenities

Tourism amenities play a crucial role in shaping visitor experience and satisfaction. The Bacacay Tourism Code establishes clear standards for tourism facilities, particularly under *Articles IX and X*.

Article IX – Standards for Agri-Tourism Sites

This provision aligns with tourism planning literature, which identifies amenities as essential support services for tourism (Goeldner & Ritchie, 2012). It ensures that tourism sites provide basic facilities such as comfort rooms, parking areas, and visitor services. However, stakeholder feedback “*walang CR o kahit malinis tubig sa sites*” indicates poor implementation and maintenance. This supports Ritchie and Crouch (2003), who emphasize that amenities directly influence tourist satisfaction and destination competitiveness. The opportunity lies in improving infrastructure and implementing regular maintenance systems. Failure to address these issues may lead to negative visitor experiences and reduced tourism demand.

Article X – Standards for Tourism-Oriented Resorts

This provision strengthens facility standards and ensures service quality. It aligns with tourism service quality models that emphasize the importance of infrastructure in enhancing visitor experience (Cooper et al., 2008). However, feedback such as “*No resting area lalo na pag tag init*” and “*maintaining cleanliness of comfort rooms*” highlights gaps in compliance and monitoring. According to Bramwell and Lane (2011), effective governance requires strong enforcement mechanisms. The lack of monitoring in Bacacay weakens policy effectiveness. Opportunities include partnerships with private investors and

improved regulatory systems. If unaddressed, poor amenities may damage Bacacay's image as a tourism destination.

Accommodation

Accommodation is a critical component of tourism development, directly influencing visitor satisfaction, length of stay, and economic impact.

Article VIII – Homestay Accreditation Standards

This provision promotes community-based tourism, aligning with the principles of inclusive development (Scheyvens, 2015). Homestays provide opportunities for local participation and cultural immersion. However, stakeholder feedback "*hindi malinis, may amoy yung covers*" indicates poor quality control. According to Hall (2011), policy success depends on institutional support and capacity-building. The lack of training and monitoring affects service quality. Opportunities exist in providing training programs and incentives for local operators. Without these, poor accommodation standards may reduce visitor satisfaction and trust.

Article X – Resort Accommodation Standards

This provision ensures quality lodging facilities, aligning with tourism standards that emphasize the role of accommodation in destination competitiveness (Baum, 2015). However, the statement "*kaunti pumapasok, kaya nagdadalang isip kami uli magpaacredit*" highlights economic challenges faced by local businesses. Dredge and Jenkins (2019) emphasize that policies must balance regulation with support mechanisms. The lack of incentives discourages compliance. Opportunities include investment promotion and financial support programs. If not addressed, the growth of informal accommodations may compromise tourism quality and safety.

Accessibility

Accessibility is a fundamental determinant of tourism success, particularly in coastal and island destinations like Bacacay.

Article II, Section 6 – Basic Infrastructure

This provision recognizes the importance of infrastructure in tourism development. According to Page (2005), transportation systems significantly influence tourist flows and destination attractiveness. However, stakeholder feedback "*Tourism needs to improve its access to their islands*" indicates infrastructure gaps. Cooper et al. (2008) emphasize that accessibility directly affects tourism demand. Poor infrastructure limits visitor mobility and reduces destination competitiveness. Opportunities include developing centralized transport terminals and improving connectivity. Without these improvements, tourist arrivals may remain limited.

Article XIII – Tourist Transport Vehicles

This provision ensures transport regulation and safety, aligning with tourism mobility frameworks (Buhalis, 2000). However, stakeholder feedback "*A properly consolidated/centralized terminal with labels located at the center of the municipality could be of big help to introvert travelers who wish to explore the areas of Bacacay at their own pace.*" highlights the lack of organized transport systems. From a systems perspective (von Bertalanffy, 1968), tourism components must be interconnected. The absence of coordination reduces efficiency. Opportunities include developing integrated transport systems and wayfinding mechanisms. If unaddressed, inefficient transport may negatively affect visitor experience and overall tourism performance.

Challenges Encountered by the Tourism Management in Bacacay Along the Five A's

The analysis of the stakeholders' challenges along the Five A's of tourism development Attractions, Activities, Amenities, Accommodation, and Accessibility reveals several challenges that affect the overall tourism management and development of Bacacay. The results indicate varying levels of performance across the different tourism components, highlighting both strengths and areas requiring improvement.

Attraction

Tourism attractions are the main reasons why tourists visit a destination because they showcase the unique natural and cultural features of an area. However, several challenges may affect their management, preservation, and promotion, which can influence visitor experience and tourism development.

Table 4.1. *Stakeholders' Challenges with Attractions*

Indicator	Weighted Mean	Interpretation
Attractions have opportunities for improved maintenance and preservation	4.59	Strongly Agree
Attractions can better reflect local identity and heritage	3.4	Moderately Agree
Environmental protection policies can be further strengthened and made more visible	3.54	Agree
Information delivery can be enhanced for greater clarity and accessibility	4.62	Strongly Agree
Overall weighted mean	4.037	Agree

Legend:

- 1.00-1.49 Strongly Disagree;
- 2.50-2.49 Disagree;
- 2.50-3.49 Moderately Agree;
- 3.50-4.49 Agree;
- 4.50-5.00 Strongly Agree

The results presented in Table 4.1 show the stakeholders' challenges regarding the condition and management of tourism attractions in Bacacay. The overall weighted mean of 4.0375, interpreted as Agree, indicates that respondents generally recognize several issues affecting the management and development of tourism attractions within the municipality. Among the indicators, "Information is Not Clearly Communicated" obtained the highest weighted mean (WM = 4.62, Strongly Agree), followed closely by "Not Well-Maintained and Preserved Attractions" (WM = 4.59, Strongly Agree). These findings suggest that many tourism attractions in Bacacay lack effective information dissemination mechanisms such as signage, brochures, digital promotion, and clear visitor guidelines. From a tourism management perspective, clear communication and proper interpretation of tourism sites are essential for enhancing visitor experience and destination awareness. Tourism scholars emphasize that tourist information systems, interpretive materials, and destination marketing tools significantly influence visitor satisfaction and destination image (Goeldner & Ritchie, 2012; Cooper et al., 2008). The absence of these communication tools may limit tourist understanding of attractions, reduce destination visibility, and negatively affect visitor engagement.

The indicator "Not Well-Maintained and Preserved Attractions" receiving a strong agreement rating highlights concerns regarding the maintenance and conservation of tourism sites. This implies that some tourism attractions may suffer from inadequate infrastructure maintenance, waste management issues, or limited environmental monitoring. Tourism literature stresses that the sustainability of tourism attractions depends heavily on proper site management, environmental protection, and continuous maintenance of tourism facilities (Hall, 2011; Eagles, McCool, & Haynes, 2002). Poorly maintained tourism sites may lead to declining tourist satisfaction and may discourage repeat visitation. Moreover, the indicator "Environmental Protection Policies are Not Evident" obtained a weighted mean of 3.54 (Agree), suggesting that while environmental policies may exist, their visibility and enforcement at tourism sites may not be

strongly perceived by stakeholders and visitors. Sustainable tourism research highlights that environmental policies must not only be implemented but also visibly communicated to visitors through signage, guidelines, and enforcement mechanisms to promote responsible tourism behavior (UNWTO, 2019).

Meanwhile, the indicator “Attractions Does not Reflect Local Identity and Heritage” obtained a weighted mean of 3.4 (Moderately Agree), indicating that some tourism attractions may not fully highlight Bacacay’s local culture, traditions, and heritage. This suggests that tourism development may currently be more focused on natural attractions rather than integrating cultural elements such as local crafts, traditional practices, and community-based tourism experiences. Tourism scholars argue that incorporating local culture and heritage into tourism attractions strengthens destination authenticity and enhances visitor experience (McKercher & du Cros, 2002; Richards, 2018). The limited integration of cultural identity in tourism attractions may therefore reduce opportunities for cultural tourism development and limit economic benefits for local communities.

These findings suggest that Bacacay must strengthen tourism site management, environmental protection measures, and destination communication strategies. Improving the maintenance of tourism attractions, enhancing signage and visitor information systems, and integrating cultural heritage elements into tourism experiences can significantly improve the quality and competitiveness of Bacacay’s tourism attractions. Additionally, strengthening environmental policy visibility and implementing effective visitor management systems can help ensure the sustainability of tourism resources. These interventions are essential to enhance tourist satisfaction, promote responsible tourism practices, and support the long-term development of Bacacay as a sustainable tourism destination.

Activities

Tourism activities play an important role in enhancing visitor experiences because they allow tourists to actively engage with a destination’s natural and cultural resources. Well-organized and safe tourism activities can increase visitor satisfaction and encourage longer stays. However, several challenges may affect the organization, safety, and cultural relevance of tourism activities.

Table 4.2. *Stakeholders’ Challenges with Activities*

Indicator	Weighted Mean	Interpretation
Activities have opportunities for enhanced enjoyment and organization.	3.56	Agree
Activities can further promote local culture and traditions	3.15	Agree
Activities can be strengthened to ensure safety and suitability for tourists	4.37	Strongly Agree
Overall weighted mean	3.693	Agree

Legend:

1.00-1.49 Strongly Disagree;

2.50-2.49 Disagree;

2.50-3.49 Moderately Agree;

3.50-4.49 Agree;

4.50-5.00 Strongly Agree

The results in Table 4.2 present the stakeholders’ assessment of tourism activities in Bacacay, with an overall weighted mean of 3.693, interpreted as Agree. This indicates that respondents generally have several concerns regarding the organization, safety, and cultural relevance of tourism activities within the municipality. Among the indicators, “Activities are Not Safe and Suitable for Tourists” obtained the highest weighted mean (WM = 4.37, Strongly Agree), suggesting that safety concerns are a major issue in the conduct of tourism activities. This may include inadequate safety equipment, lack of trained guides, insufficient safety protocols, or limited monitoring of tourism activities such as island hopping, trekking,

snorkeling, or cave exploration. In tourism management, safety is considered a fundamental component of destination competitiveness because tourists are more likely to visit destinations that ensure secure and well-regulated tourism experiences. Research emphasizes that safety management systems, trained guides, and clear operational standards are necessary to protect tourists and maintain destination credibility (Hall, 2011; UNWTO, 2019). If safety concerns are not addressed, it may negatively affect Bacacay’s tourism reputation and discourage both domestic and international visitors.

The indicator “Not Enjoyable and Well-Organized Activities” obtained a weighted mean of 3.56 (Agree), indicating that tourism activities in Bacacay may lack structured planning, coordination, or program management. Tourism activities that are poorly organized may result in inconsistent visitor experiences, limited tourist engagement, and reduced overall satisfaction. Tourism literature highlights that organized and well-managed tourism activities play a critical role in enhancing visitor experiences and encouraging longer stays in destinations (Cooper et al., 2008; Ritchie & Crouch, 2003). Similarly, the indicator “Activities Does Not Promote Local Culture and Traditions” obtained a weighted mean of 3.15 (Agree), suggesting that existing tourism activities may not fully showcase Bacacay’s local cultural identity. Cultural elements such as traditional crafts, local food experiences, festivals, and indigenous practices are often important tourism assets that enrich visitor experiences. According to cultural tourism studies, integrating local culture into tourism activities enhances destination authenticity and strengthens community participation in tourism development (Richards, 2018; McKercher & du Cros, 2002).

The findings suggest that Bacacay needs to enhance tourism planning, safety management, and cultural integration to improve destination competitiveness. Establishing standardized safety protocols, training local guides, and implementing clear operational guidelines can strengthen tourist confidence. Integrating cultural elements such as local crafts, cuisine, and community-based activities can further enrich the tourism experience and promote inclusive economic benefits. These improvements support the development of a sustainable, competitive, and culturally vibrant tourism destination.

Amenities

Tourism amenities are essential support facilities that contribute to visitor comfort, safety, and overall travel experience. The availability and quality of amenities such as comfort rooms, rest areas, signage, and information centers play a significant role in shaping tourist satisfaction and destination competitiveness. However, inadequate or poorly maintained amenities may negatively affect visitor experiences.

Table 4.3. *Stakeholders’ Challenges with Amenities.*

Indicator	Weighted Mean	Interpretation
Basic amenities demonstrate potential for further development and improvement	4.78	Strongly Agree
Tourist amenities may benefit from enhanced maintenance and cleanliness standards	4.82	Strongly Agree
Safety and security facilities can be strengthened to improve visitor confidence	3.23	Moderately Agree
Signage and information centers can be improved to provide clearer guidance and support	4.86	Strongly Agree
Overall weighted mean	4.423	Strongly Agree

Legend:

- 1.00-1.49 Strongly Disagree;
- 2.50-2.49 Disagree;
- 2.50-3.49 Moderately Agree;
- 3.50-4.49 Agree;
- 4.50-5.00 Strongly Agree

The results in Table 4.3 present the stakeholders' assessment of tourism amenities in Bacacay, with an overall weighted mean of 4.423, interpreted as Strongly Agree. This indicates that respondents strongly experience significant shortcomings in the availability, quality, and management of tourism amenities within the municipality. Among the indicators, "Signage and Information Centers are Not Helpful" obtained the highest weighted mean (WM = 4.86, Strongly Agree), followed by "Tourist Amenities are Not Clean and Well-Maintained" (WM = 4.82, Strongly Agree) and "Basic Amenities are Not Adequate" (WM = 4.78, Strongly Agree). These findings suggest that tourism destinations in Bacacay lack essential visitor support facilities such as clear directional signage, tourist information centers, clean comfort rooms, rest areas, and proper waste management systems. In tourism development, amenities play a critical role in shaping visitor satisfaction and overall destination experience because they provide the necessary services that support tourists during their stay. Tourism scholars emphasize that well-maintained amenities such as sanitation facilities, visitor information systems, and rest areas are fundamental components of tourism infrastructure that influence tourist comfort, safety, and destination competitiveness (Goeldner & Ritchie, 2012; Cooper et al., 2008).

The indicator "Safety and Security Facilities are Not Available" obtained a weighted mean of 3.23 (Moderately Agree), indicating that some safety and security mechanisms may exist but are not consistently visible or adequately implemented across tourism sites. Safety and security facilities such as lifeguards, emergency response equipment, warning signage, and monitoring systems are essential components of responsible tourism management. Tourism safety literature highlights that the presence of safety infrastructure significantly influences tourists' perception of risk and destination reliability (Hall, 2011; Becken & Hay, 2012). The lack of visible safety measures may reduce tourists' confidence and potentially expose both visitors and local communities to avoidable risks. Furthermore, the strong agreement on the lack of cleanliness and maintenance of tourism amenities suggests that tourism facilities may not be receiving adequate operational management and regular maintenance.

These findings suggest that Bacacay must prioritize tourism infrastructure development, facility maintenance, and visitor service improvement to enhance the overall tourism experience. Improving sanitation facilities, installing clear and informative signage, establishing functional tourist information centers, and strengthening waste management systems are essential interventions that can significantly improve tourist satisfaction. In addition, the development of safety and security facilities such as emergency response systems, trained personnel, and safety guidelines can enhance destination reliability and visitor confidence. Tourism development studies emphasize that destinations with well-developed amenities and infrastructure are more capable of attracting repeat visitors and sustaining long-term tourism growth (Middleton, Fyall, Morgan, & Ranchhod, 2009). Addressing these gaps will therefore be essential in strengthening Bacacay's tourism competitiveness and supporting the sustainable development of its tourism sector.

Accommodation

Accommodation facilities are an essential component of tourism development because they provide lodging, comfort, and essential services for visitors. The quality, safety, affordability, and availability of accommodation significantly influence tourist satisfaction and length of stay in a destination. However, challenges in service quality, sanitation standards, and limited accommodation options may affect the overall visitor experience.

Table 4.4. *Stakeholders' Challenges with Accommodation*

Indicator	Weighted Mean	Interpretation
Accommodation facilities demonstrate potential for improved affordability and pricing accessibility	3.48	Agree
Accommodation establishments may further enhance the quality-of-service delivery	3.53	Agree

Accommodation facilities can strengthen adherence to safety and sanitation standards	4.33	Strongly Agree
Accommodation capacity and variety can be expanded to accommodate diverse tourist needs	3.21	Moderately Agree
Overall weighted mean	3.638	Agree

Legend:

1.00-1.49 Strongly Disagree;

2.50-2.49 Disagree;

2.50-3.49 Moderately Agree;

3.50-4.49 Agree;

4.50-5.00 Strongly Agree

The results in Table 4.4 present the stakeholders' challenges of tourism accommodation in Bacacay, with an overall weighted mean of 3.638, interpreted as Agree. This indicates that respondents generally have several issues affecting the quality, safety, and availability of accommodation facilities within the municipality. Among the indicators, "Accommodation Facilities Does Not Follow Safety and Sanitation Standards" obtained the highest weighted mean (WM = 4.33, Strongly Agree), suggesting that concerns regarding hygiene, cleanliness, and compliance with safety protocols are the most prominent issues among tourism stakeholders. This may include inadequate housekeeping practices, poor sanitation in lodging facilities, lack of emergency safety equipment, and inconsistent adherence to tourism standards. Tourism literature emphasizes that safety, sanitation, and service quality are essential determinants of visitor satisfaction and trust in tourism establishments (UNWTO, 2015; Cooper et al., 2008). If accommodation establishments fail to meet these standards, it may negatively affect tourists' overall experience and damage the destination's reputation.

Similarly, the indicators "Accommodation Establishments Does Not Provide Quality Service" (WM = 3.53, Agree) and "Accommodation Facilities are Not Affordable" (WM = 3.48, Agree) indicate that respondents experience challenges related to service delivery and pricing. These findings suggest that some tourism establishments may lack trained personnel, standardized service procedures, or competitive pricing structures that cater to different tourist segments. In tourism development, accommodation services are a critical component of the visitor experience because they influence tourists' length of stay, travel satisfaction, and overall destination image. Research shows that service quality and value for money are key factors influencing tourists' accommodation choices and their likelihood of returning to a destination (Baum, 2015; Middleton et al., 2009).

Meanwhile, the indicator "Accommodation Options are Not Sufficient" obtained a weighted mean of 3.21 (Moderately Agree), suggesting that while some lodging facilities exist, the diversity and number of accommodation options may still be limited, particularly for different market segments such as budget travelers, families, and eco-tourists.

These findings suggest that Bacacay needs to strengthen tourism accommodation standards, service quality, and regulatory compliance to improve the competitiveness of its tourism sector. Local tourism authorities may need to enhance monitoring of sanitation and safety compliance, encourage tourism establishments to obtain accreditation from the Department of Tourism, and provide training programs for hospitality service providers. Improving accommodation standards and service delivery can significantly enhance visitor satisfaction and encourage longer tourist stays within the municipality.

Tourism studies highlight that destinations with diverse, affordable, and quality accommodation facilities are more capable of attracting wider tourist markets and sustaining tourism growth (Cooper et al., 2008; UNWTO, 2015). Therefore, strengthening accommodation management and expanding lodging options will be essential in supporting the sustainable tourism development of Bacacay.

Accessibility

Accessibility is a critical element of tourism development because it determines how easily tourists can reach and move within a destination. Efficient transportation systems, good road conditions, and clear travel information help improve visitor convenience and satisfaction. However, several accessibility-related challenges may affect tourist mobility and overall travel experience.

Table 4.5. Stakeholders' Challenges with Accessibility

Indicator	Weighted Mean	Interpretation
Tourist destinations demonstrate potential for improved accessibility and connectivity	3.33	Moderately Agree
Transportation services may be strengthened in terms of availability and reliability	3.92	Agree
Road and pathway infrastructure can be enhanced to support better visitor mobility	4.96	Strongly Agree
Directional signage and travel information systems can be improved for clarity and effectiveness	3.78	Agree
Accessibility measures can be expanded to cater to a wider range of tourist needs	3.64	Agree
Overall weighted mean	3.93	Agree

Legend:

1.00-1.49 Strongly Disagree;

2.50-2.49 Disagree;

2.50-3.49 Moderately Agree;

3.50-4.49 Agree;

4.50-5.00 Strongly Agree

The results in Table 4.5 present the stakeholders' challenges of tourism accessibility in Bacacay, with an overall weighted mean of 3.93, interpreted as Agree. This indicates that respondents generally experienced several challenges related to transportation systems, road conditions, and the availability of travel information that influence the ease with which tourists can reach and move within tourism destinations in the municipality. Among the indicators, "Roads and Pathways are Not in Good Condition" obtained the highest weighted mean (WM = 4.96, Strongly Agree), suggesting that road infrastructure is the most significant accessibility issue affecting tourism mobility. Poor road conditions, damaged pathways, and inadequate infrastructure can make travel to tourism sites difficult, particularly for destinations located in coastal, island, or rural areas. Tourism development literature emphasizes that transportation infrastructure plays a critical role in destination accessibility because it determines how efficiently tourists can reach attractions and move between tourism sites (Page, 2009; Cooper et al., 2008). Inadequate road conditions may therefore discourage tourists from visiting certain destinations and reduce overall tourism competitiveness.

Similarly, the indicator "Transportation Services are Not Available and Reliable" obtained a weighted mean of 3.92 (Agree), indicating that transportation services such as tourist vehicles, boats, or public transport may be limited, irregular, or poorly coordinated. Reliable transportation systems are essential for facilitating tourism mobility, particularly in destinations with island or coastal tourism attractions like Bacacay. The indicator "Directional Signs and Travel Information are Not Understandable" (WM = 3.78, Agree) further suggests that tourists may experience difficulty navigating tourism areas due to unclear signage, lack of maps, or absence of tourism information centers. Tourism scholars highlight that accessibility is not limited to physical transportation but also includes the availability of travel information that helps tourists navigate destinations effectively (Middleton, Fyall, Morgan, & Ranchhod, 2009). In addition, the indicator "Accessibility is Not Suitable for Different Types of Tourists" (WM = 3.64, Agree) suggests that tourism infrastructure may not adequately accommodate different visitor groups, including elderly tourists, families with children, or persons with disabilities.

These findings indicate that Bacacay must prioritize transport infrastructure improvement, tourism transport coordination, and the development of clear tourism information systems. Improving road conditions, strengthening transportation services to island and coastal destinations, and installing clear directional signage can significantly enhance tourist mobility and destination accessibility. Tourism research emphasizes that improved accessibility increases tourist arrivals, enhances visitor satisfaction, and supports the development of tourism circuits within destinations (Graham, Papatheodorou, & Forsyth, 2008; Page, 2009). Addressing these accessibility challenges will therefore be essential for strengthening Bacacay's tourism competitiveness, ensuring convenient travel experiences for visitors, and supporting the sustainable development of tourism in the municipality.

These gaps suggest the need for stronger collaborative governance mechanisms among local government units, tourism stakeholders, and community organizations to improve tourism planning, resource management, and service delivery. Strengthening these areas will help ensure sustainable tourism development and enhance the overall competitiveness of Bacacay as a tourism destination.

Recommended Actionable Policies that can Enhance Bacacay's Tourism Potential

The analysis of the existing tourism policies, stakeholder perceptions, and the Five A's assessment reveals several gaps in tourism infrastructure, governance, safety management, and destination promotion in the Municipality of Bacacay. While the Bacacay Municipal Ordinance No. 13-10 Series of 2020 provides a regulatory framework for tourism management, the results indicate that stronger policy implementation and strategic programs are necessary to maximize the municipality's tourism potential. To address these gaps, the following actionable policies and programs are recommended to strengthen Bacacay's tourism development along the Five A's: Attractions, Activities, Amenities, Accommodation, and Accessibility.

Attractions

Sustainable resource management and destination promotion

To address issues related to poorly maintained attractions, limited promotion, and weak environmental monitoring, the municipality should implement a *Tourism Carrying Capacity and Environmental Monitoring Program*. This program will conduct scientific assessments of tourism sites such as beaches, caves, and islands to determine visitor limits and environmental thresholds. Such assessments will guide the development of site management plans and conservation strategies. This recommendation supports the implementation of Article XX – Tourism Resources, particularly Section 60 – Assessment of Resources and Section 66 – Classification of Inventory Tourism Destinations of the Bacacay Municipal Tourism Code (Ordinance No. 13-10, Series of 2020), which mandate the evaluation, classification, and sustainable management of tourism resources within the municipality. According to Eagles, McCool, and Haynes (2002), carrying capacity assessment is an essential tool in sustainable tourism planning because it helps prevent environmental degradation and ensures the long-term viability of tourism resources.

In addition, Bacacay should implement a Destination Branding and Cultural Tourism Promotion Program that highlights the municipality's natural attractions and local cultural heritage, including karagumoy weaving and traditional practices. Integrating local culture into tourism attractions strengthens destination identity and enhances visitor experiences. This recommendation is aligned with Article XX, Section 58 – Tourism Resources and Section 59 – Inventory and Classification of Resources, which recognize natural, cultural, and community-based tourism assets and mandate their identification and promotion. Tourism scholars emphasize that destinations that incorporate cultural heritage and community-based experiences tend to achieve stronger destination competitiveness and authenticity (Richards, 2018; McKercher & du Cros, 2002). Strengthening tourism promotion through digital marketing, tourism circuits, and promotional materials will also increase destination visibility and attract more visitors.

Activities

Diversification and safety regulation of tourism activities

To address issues related to poorly organized and unsafe tourism activities, the municipality should establish a Standardized Tourism Activity Management and Safety Program. This program will develop safety protocols, operational guidelines, and training programs for tourism operators conducting activities such as island hopping, trekking, snorkeling, and cave exploration. This recommendation supports the implementation of Article XXI – Tourism Activities, particularly Section 63 – Inventory of Tourism Activities, which identifies various tourism activities that can be developed and promoted in Bacacay. It also aligns with Article XXII – Adventure and Sports Tourism Safety Regulations, including Section 67 – Caving Adventures and Spelunking Safety Rules and Section 68 – Specific Caving and Tunnel Hopping Rules, which emphasize the importance of safety standards and responsible management of adventure tourism activities. Tourism scholars emphasize that well-organized and safe tourism activities are essential for maintaining destination competitiveness and visitor confidence (Hall, 2011; UNWTO, 2019). According to Buckley (2010), adventure tourism destinations must implement clear safety guidelines and trained personnel to minimize risks and ensure sustainable tourism operations.

Furthermore, Bacacay should implement a Community-Based Cultural and Eco-Tourism Activity Program that integrates local livelihoods such as karagumoy weaving demonstrations, farm tourism experiences, culinary tourism, and environmental education tours. These initiatives support Article XX – Tourism Resources, Section 58 – Tourism Resources, which recognizes cultural, human, and natural resources as key components of tourism development. Community-based tourism programs allow local residents to directly benefit from tourism while strengthening cultural preservation and social sustainability (Scheyvens, 2015; Moscardo & Andereck, 2017).

Amenities

Tourism infrastructure and visitor service improvement

Given the strong agreement among respondents that tourism amenities are inadequate, the municipality should implement a Tourism Infrastructure Development and Maintenance Program that focuses on constructing and maintaining essential visitor facilities such as comfort rooms, rest areas, waste management systems, and tourist information centers. This recommendation supports Article IX – Standard Requirements for Accreditation of Agri-Tourism or Farm Sites and Article X – Standard Requirements for Accreditation of Tourism-Oriented Farm Resorts, which require tourism establishments to provide adequate visitor facilities and service infrastructure. Tourism infrastructure plays a critical role in shaping visitor satisfaction and overall tourism experience. According to Middleton, Fyall, Morgan, and Ranchhod (2009), amenities such as sanitation facilities, rest areas, and visitor information services are essential elements of tourism service quality and destination competitiveness. Similarly, Goeldner and Ritchie (2012) emphasize that well-developed tourism amenities significantly enhance tourist comfort, satisfaction, and repeat visitation. The municipality should also establish a Tourism Signage and Information System Program that installs clear directional signage, interpretive boards, and visitor information centers in major tourism destinations. Effective information systems support Article XX – Tourism Resources, Section 59 – Inventory and Classification of Resources, which highlights the importance of properly identifying and managing tourism assets. Accessible tourism information systems also influence tourist decision-making and improve destination image (Xiang & Gretzel, 2010).

Accommodation

Strengthening tourism service quality and accreditation

To address issues related to sanitation standards, service quality, and limited accommodation options, the municipality should implement a Tourism Accreditation and Service Quality Improvement Program. This program will encourage tourism establishments to comply with the accreditation standards

of the Department of Tourism and ensure adherence to safety and sanitation regulations. This recommendation supports Article VIII – Standard Requirements for Accreditation of Homestays and Article X – Standard Requirements for Accreditation of Tourism-Oriented Farm Resorts, which regulate accommodation standards, sanitation systems, and service quality in tourism establishments. Accommodation services play a crucial role in shaping tourists' overall travel experiences because they influence visitor satisfaction, length of stay, and destination reputation. According to Baum (2015), service quality and professional hospitality management are essential for maintaining competitiveness in tourism destinations. Similarly, Cooper et al. (2008) emphasize that diversified accommodation options encourage longer visitor stays and increase tourism expenditures within the destination. In addition, Bacacay should implement a Hospitality Skills Development and Community-Based Accommodation Program that provides training for local tourism operators and encourages the development of eco-friendly accommodations such as homestays and eco-lodges. Community-based accommodation models enable local communities to participate in tourism enterprises and benefit economically from tourism activities (Scheyvens, 2015).

Accessibility

Improving tourism mobility and transportation systems

To address the challenges related to road conditions, transportation services, and tourism mobility, the municipality should implement a Tourism Transport Coordination and Infrastructure Improvement Program. This program will improve road access to tourism destinations, organize transportation systems for island tourism circuits, and establish centralized and well-organized tourism transport terminals where visitors can easily access boats, tourist vehicles, and transport services going to various tourism sites. These centralized terminals should be clearly labeled, strategically located within the municipal center or near ports, and equipped with tourist information desks, route maps, ticketing systems, and travel guidance services to help both domestic and international visitors navigate the destination more conveniently. These initiatives support Article II – Basic Infrastructure, Section 6 – Basic Infrastructure, which emphasizes the development of transportation networks and tourism-support infrastructure necessary for improving access to tourism sites. Transportation infrastructure is widely recognized as a key determinant of tourism accessibility and destination competitiveness. According to Page (2009), efficient transportation systems significantly influence tourist mobility, visitor flows, and travel convenience.

Likewise, Cooper et al. (2008) emphasize that accessible destinations attract higher tourist arrivals because tourists prefer destinations that are easy to reach and navigate. Establishing centralized transport terminals can also improve coordination among transport operators, reduce confusion among tourists, and streamline the movement of visitors to island and coastal destinations.

Furthermore, Bacacay should establish a Tourism Wayfinding and Accessibility Improvement Program that includes improved directional signage, tourism maps, visitor guidance systems, and clear route information from the centralized transport terminals to major tourism sites. This recommendation aligns with Article XIII – Tourist Transport Vehicles, which regulates tourism transport services to ensure organized and safe tourist mobility. Inclusive accessibility systems also help destinations accommodate diverse visitor groups, including elderly tourists, families, and persons with disabilities (Buhalis & Darcy, 2011). The proposed policies and programs emphasize the need for integrated tourism governance, infrastructure development, environmental protection, and community participation to enhance Bacacay's tourism potential. Strengthening the Five A's of tourism development will improve visitor satisfaction, increase tourism competitiveness, and promote inclusive economic opportunities for local communities.

Tourism governance literature highlights that effective tourism development requires coordinated collaboration among local governments, private tourism enterprises, and local communities to achieve sustainable tourism outcomes (Bramwell & Lane, 2011; Hall, 2011). By implementing these policies, Bacacay can transform its tourism sector into a sustainable and competitive tourism destination, ensuring

that tourism contributes to long-term economic development while protecting the municipality's natural and cultural resources.

CONCLUSIONS

1. The analysis of the existing tourism policies and stakeholder experiences in Bacacay shows that the municipality already has a formal policy and regulatory foundation for tourism management through Bacacay Ordinance No. 13-10, Series of 2020. The ordinance covers the essential components of tourism development along the Five A's Attractions, Activities, Amenities, Accommodation, and Accessibility and demonstrates the local government's recognition of sustainability, environmental protection, safety regulation, visitor services, and accreditation standards as important elements of destination development. Although the ordinance provides provisions for environmental protection, tourism regulation, safety standards, and accreditation requirements, stakeholder experiences indicate that these policies are not consistently translated into effective operational practices. In particular, the findings highlight challenges related to the maintenance of tourism attractions, diversification and safety of tourism activities, adequacy of tourism amenities, monitoring of accommodation establishments, and accessibility through transportation and infrastructure systems.

Furthermore, the results suggest that the existing tourism policies and planning frameworks may no longer fully address the current needs and emerging trends of the tourism industry. Since tourism development is dynamic and continuously evolving, policies that were previously adequate may become outdated in responding to new demands such as sustainable tourism practices, digital promotion strategies, community-based tourism initiatives, and infrastructure development. As noted in tourism governance literature, effective destination management requires adaptive policies and coordinated governance mechanisms that evolve with changing tourism conditions and stakeholder needs (Bramwell & Lane, 2011; Hall, 2011). Given these findings, the study highlights the importance of formulating an updated Bacacay Tourism Ordinance and revising the Bacacay Tourism Development Plan to better respond to current tourism challenges and opportunities. Updating these policy instruments would allow the municipality to incorporate more comprehensive strategies for sustainable tourism management, improved infrastructure development, stronger regulatory monitoring, and greater stakeholder participation in tourism planning. Such policy reforms would also enable the integration of local cultural industries, community-based tourism initiatives, and modern destination marketing approaches.

Overall, Bacacay possesses significant tourism potential due to its rich natural attractions, cultural heritage, and strategic location within the Albay tourism circuit. However, maximizing this potential requires strengthening tourism governance through updated policies, improved implementation mechanisms, and stronger collaboration among government agencies, tourism stakeholders, and local communities. By developing a more responsive and updated tourism ordinance and development plan, Bacacay can enhance its tourism competitiveness while ensuring that tourism development contributes to sustainable economic growth, environmental conservation, and community well-being.

2. The SWOC analysis of Bacacay's tourism sector, organized through the Five A's of tourism development Attractions, Activities, Amenities, Accommodation, and Accessibility shows that the municipality has a strong foundation for tourism growth but continues to face important structural and operational constraints. Bacacay's major strengths lie in its rich natural attractions, diverse nature-based and adventure activities, strong DRRM framework, existing accommodation base, and strategic position within Albay's tourism circuits. These internal strengths, combined with external opportunities such as the UNESCO Albay Biosphere Reserve recognition, the growing demand for eco-tourism and cultural tourism, provincial infrastructure support, and improved regional access through the Bicol International Airport, position Bacacay as a municipality with significant tourism development potential.

However, the analysis also reveals that this potential remains only partially realized because of persistent weaknesses and challenges across the Five A's. Among the most notable issues are the limited carrying capacity monitoring of attractions, inadequate destination promotion, weak digital marketing of tourism activities, insufficient visitor amenities, inconsistent enforcement of accommodation standards, and poor transport connectivity in island and peripheral tourism areas. These are further intensified by broader external challenges such as climate change, coastal erosion, coral degradation, environmental pressures, and weak institutional enforcement capacity. Taken together, the findings suggest that Bacacay's tourism sector is not lacking in tourism resources or policy direction, but rather in the effective integration of governance, infrastructure, marketing, environmental management, and stakeholder coordination needed to transform these assets into a competitive and sustainable tourism system.

Overall, the SWOC results imply that Bacacay must move beyond resource-based tourism development toward a more strategic, coordinated, and sustainability-oriented approach. While the municipality already possesses the natural and institutional foundations for tourism growth, realizing its full potential will depend on how effectively it can strengthen implementation, diversify tourism products, improve tourism services, and mobilize stakeholders toward a shared tourism development agenda. If these issues are addressed, Bacacay can strengthen its position as a sustainable coastal, island, and eco-cultural tourism destination that generates inclusive economic benefits while protecting its environmental and cultural resources.

3. The analysis of the challenges encountered by tourism management in Bacacay along the Five A's of tourism development Attractions, Activities, Amenities, Accommodation, and Accessibility shows that the municipality continues to face significant operational and service-related constraints despite its strong tourism potential. The findings indicate that the most pressing issues are found in the areas of amenities and accessibility, where respondents strongly agreed that basic facilities are inadequate, poorly maintained, and supported by weak signage and information systems. Challenges are also evident in attractions, particularly in the poor maintenance of tourism sites and weak communication of tourism information, as well as in activities, where safety and organization remain major concerns. In accommodation, the key issues relate to sanitation, safety compliance, service quality, affordability, and the limited variety of lodging options. Taken together, these findings suggest that Bacacay's tourism challenges are not only about the availability of tourism resources, but more importantly about the quality of management, implementation, maintenance, and coordination needed to support a satisfying and sustainable tourism experience.

Overall, the results imply that tourism management in Bacacay must move beyond basic policy recognition toward stronger destination management, service improvement, and stakeholder coordination. The findings reveal that tourists and stakeholders experience gaps in tourism facilities, visitor information, activity safety, accommodation quality, and transport access, all of which directly affect tourist satisfaction and destination competitiveness. If these issues remain unresolved, Bacacay's natural and cultural tourism assets may continue to be underutilized, and the municipality may face difficulty attracting repeat visitors and sustaining long-term tourism growth. Thus, improving the Five A's is essential not only for enhancing visitor experiences but also for ensuring that tourism contributes meaningfully to local economic development, environmental sustainability, and community well-being.

4. The proposed actionable policies and programs highlight the need to strengthen tourism governance, infrastructure development, environmental management, and stakeholder participation in order to enhance Bacacay's tourism potential. Although the Bacacay Municipal Tourism Code (Ordinance No. 13-10, Series of 2020) provides a comprehensive policy framework for tourism management, the findings indicate that gaps remain in the implementation of tourism programs, the maintenance of tourism facilities, the organization and promotion of tourism activities, and the accessibility of tourism destinations. Addressing these gaps requires a more coordinated and strategic approach to tourism development that integrates

sustainable resource management, improved visitor services, strengthened tourism enterprises, and enhanced transportation systems.

By implementing the recommended programs across the Five A's Attractions, Activities, Amenities, Accommodation, and Accessibility the municipality can significantly improve visitor experiences while ensuring the protection of its natural and cultural resources. Initiatives such as carrying capacity monitoring, destination branding, activity safety management, infrastructure development, tourism enterprise training, and transport coordination can strengthen Bacacay's ability to transform its tourism resources into competitive and sustainable tourism products. Furthermore, integrating local culture and community-based tourism initiatives, including the promotion of karagumoy weaving and other local industries, can create inclusive economic opportunities for residents while enriching the authenticity of the tourism experience.

Ultimately, the successful implementation of these policies and programs depends on strong collaboration among the Local Government Unit of Bacacay, tourism stakeholders, community organizations, and national and provincial tourism agencies. Strengthening partnerships, ensuring consistent policy enforcement, and investing in tourism infrastructure and capacity-building programs will enable Bacacay to position itself as a sustainable coastal and eco-cultural tourism destination. Through these coordinated efforts, tourism can serve as a strategic driver of long-term economic development, environmental conservation, and community empowerment within the municipality.

Recommendations

1. It is recommended that the Local Government Unit of Bacacay, through the Municipal Tourism, Culture and Arts Office and the Bacacay Municipal Tourism Council, strengthen the implementation of the Tourism Code by adopting a more collaborative and action-oriented tourism governance approach. This includes establishing stronger coordination mechanisms among the LGU, barangays, tourism enterprises, transport operators, community groups, artisans, and provincial and regional tourism offices. Regular stakeholder consultations, joint planning sessions, and participatory monitoring systems should be institutionalized to ensure that tourism policies are responsive to on-the-ground realities and that local stakeholders are actively involved in tourism decision-making and benefit-sharing.

In terms of *attractions*, the municipality should intensify destination branding and product development by promoting not only natural attractions but also cultural and community-based assets such as *karagumoy weaving, local food products, farm tourism, and cultural demonstrations*. Bacacay should establish pasalubong centers, tourism help desks, brochures, and digital information systems in strategic entry points such as ports and terminals. It is also recommended that lesser-known attractions be included in organized tourism circuits and supported with regular maintenance, site cleanliness measures, and environmental monitoring systems.

For *activities*, Bacacay should diversify tourism experiences across islands and tourism sites to avoid repetitive visitor experiences. Site-specific tourism activities such as marine tours, diving, guided eco-walks, heritage demonstrations, and community-based cultural experiences should be developed and promoted. The municipality should also improve the visibility of these activities through official tourism pages, social media platforms, and online travel information. Safety protocols for adventure and marine tourism should be strictly enforced, and training should be provided for guides and operators to ensure service quality and visitor safety.

For *amenities*, the LGU should prioritize the provision and regular maintenance of clean comfort rooms, potable water, rest areas, waste disposal systems, safety facilities, and tourist information centers in major tourism sites. A tourism amenity monitoring system may be institutionalized to ensure compliance with standards and immediate response to maintenance concerns. Signage and wayfinding systems should also be improved to help tourists navigate destinations more easily and safely.

For *accommodation*, the municipality should strengthen support for homestays, inns, and resorts through capacity-building programs, accreditation assistance, sanitation and housekeeping training, and tourism enterprise incentives. Rather than focusing only on compliance, the LGU should provide supportive mechanisms that encourage small tourism businesses to improve standards and pursue accreditation. In addition, tourism promotion efforts should be linked to local accommodations so that higher visitor arrivals can help sustain these enterprises economically.

Finally, for *accessibility*, Bacacay should improve transport organization and visitor mobility by developing a centralized and clearly labeled tourism transport terminal, strengthening transport linkages to island destinations, and improving travel information systems for both local and foreign visitors. Better coordination among transport operators, improved directional signage, and more reliable access routes to tourism sites are essential to enhance visitor convenience and encourage longer stays. Overall, these recommendations suggest that Bacacay should move from a *policy-based tourism framework to an implementation-driven and stakeholder-centered tourism development strategy* that fully integrates governance, infrastructure, promotion, environmental sustainability, and community participation.

2. It is recommended that the *Local Government Unit of Bacacay*, through the Municipal Tourism, Culture and Arts Office and in coordination with provincial and regional tourism agencies, adopt a more integrated tourism development strategy anchored on the Five A's. For *attractions*, the municipality should strengthen environmental monitoring, carrying capacity assessment, regular maintenance, and destination branding, while also promoting lesser-known sites and integrating local cultural assets such as *karagumoy products, weaving traditions, and agri-tourism experiences* into tourism promotion. This will help reduce the underutilization of attractions and address the seasonality of tourism demand through diversified tourism offerings.

For *activities*, Bacacay should improve the promotion, organization, and diversification of tourism experiences by developing site-specific activity packages, strengthening digital marketing, and introducing more distinct cultural, marine, and adventure-based activities across tourism destinations. For *amenities*, the municipality should prioritize investments in comfort rooms, rest areas, potable water, waste management systems, signage, and visitor information centers, especially in island and barangay tourism sites. These facilities must also be regularly maintained and monitored to improve tourist satisfaction and destination quality.

For *accommodation*, Bacacay should strengthen the enforcement of tourism accreditation and sanitation standards while also supporting local accommodation providers through training, technical assistance, and incentives that encourage compliance and service improvement. At the same time, the municipality should promote eco-friendly and community-based lodging models that can strengthen MSME participation in the tourism value chain. For *accessibility*, the LGU should improve road conditions, transport coordination, and tourism mobility systems by organizing island transport services, improving wayfinding systems, and developing a more centralized and tourist-friendly transport terminal. In general, the municipality should also strengthen *stakeholder participation, inter-agency coordination, and policy implementation mechanisms* to ensure that tourism development in Bacacay becomes more inclusive, resilient, and sustainable.

3. It is recommended that the *Local Government Unit of Bacacay*, through the Municipal Tourism, Culture and Arts Office and in coordination with barangays, tourism enterprises, transport operators, and provincial and regional agencies, strengthen the implementation of tourism management interventions across the Five A's.

For *attractions*, priority should be given to the regular maintenance and preservation of tourism sites, improved environmental policy visibility, and the installation of clearer tourism information systems such as brochures, signages, maps, and visitor guidelines. Attractions should also better reflect Bacacay's

local identity by integrating cultural heritage, local crafts, and community-based tourism experiences into destination presentation and promotion.

For *activities*, the municipality should establish stronger safety protocols, train local guides, and improve the organization and supervision of tourism activities, especially in island, marine, and adventure tourism. Tourism activities should also be diversified and enriched with cultural components such as local food, crafts, and festivals to create more distinctive and meaningful visitor experiences.

For *amenities*, Bacacay should prioritize the construction, upgrading, and regular maintenance of comfort rooms, rest areas, water facilities, waste management systems, signage, information centers, and visible safety and security facilities in major tourism destinations.

For *accommodation*, the LGU should strengthen monitoring of sanitation and safety compliance, support tourism enterprises in accreditation, and provide training in hospitality and service quality. Affordable and diversified lodging options should also be encouraged to serve different visitor segments.

For *accessibility*, Bacacay should improve road and pathway conditions, strengthen coordination of transport services to island and coastal destinations, and install more understandable signage and travel information systems. Accessibility improvements should also consider the needs of elderly visitors, children, and persons with disabilities. In general, it is further recommended that Bacacay strengthen collaborative governance mechanisms by involving local communities, tourism businesses, and other stakeholders in planning, implementation, and monitoring. Through these efforts, the municipality can improve tourism service delivery, enhance destination competitiveness, and support more sustainable tourism development.

4. To ensure that the recommended policies and programs effectively enhance Bacacay's tourism potential, several implementation strategies must be adopted by the Local Government Unit (LGU) of Bacacay, in coordination with relevant tourism stakeholders, provincial agencies, and community organizations.

First, it is recommended that the LGU strengthen tourism governance and institutional coordination by establishing a more active and functional Municipal Tourism Council that regularly convenes representatives from the tourism office, barangays, tourism enterprises, transport operators, community organizations, and cultural groups. Strengthening this collaborative governance mechanism will improve coordination in tourism planning, monitoring, and program implementation. Tourism governance literature emphasizes that effective tourism development requires strong stakeholder collaboration and coordinated institutional arrangements among government agencies, private sector actors, and local communities (Bramwell & Lane, 2011; Hall, 2011).

Second, the municipality should develop a structured tourism monitoring and evaluation system to track the implementation and effectiveness of tourism programs. This system should include regular tourism site inspections, visitor satisfaction surveys, environmental monitoring, and performance evaluation of tourism enterprises. Establishing measurable indicators such as visitor arrivals, environmental quality, tourism revenue, and stakeholder participation will allow policymakers to assess the success of tourism programs and make necessary adjustments. Continuous monitoring is essential in adaptive tourism management to ensure that tourism development remains sustainable and responsive to changing conditions (UNWTO, 2019; Hall, 2019).

Third, the LGU should strengthen tourism capacity-building programs for tourism stakeholders, including tourism operators, guides, accommodation providers, transport operators, and community-based tourism groups. Training programs may focus on hospitality management, safety protocols, environmental conservation, digital marketing, and tourism entrepreneurship. Capacity-building initiatives can improve service quality, strengthen tourism professionalism, and enhance the competitiveness of local tourism enterprises. Tourism studies highlight that capacity development among tourism stakeholders is a key factor in improving destination service quality and sustainability (Scheyvens, 2015; Moscardo & Andereck, 2017).

Fourth, it is recommended that the municipality increase tourism promotion and marketing efforts, particularly through digital platforms, official tourism websites, and social media campaigns. Developing integrated tourism marketing strategies that highlight Bacacay's natural attractions, marine ecosystems, agri-tourism experiences, and cultural heritage such as karagumoy weaving can significantly improve destination visibility and attract new tourism markets. Digital tourism marketing has become an essential tool in influencing tourist travel decisions and expanding destination reach in the global tourism market (Xiang & Gretzel, 2010; Buhalis & Amaranggana, 2015).

Fifth, the LGU should strengthen tourism infrastructure development and investment partnerships by allocating adequate budget support for tourism projects and seeking partnerships with national government agencies such as the Department of Tourism (DOT), Department of Public Works and Highways (DPWH), and the Tourism Infrastructure and Enterprise Zone Authority (TIEZA). Public-private partnerships and investment promotion initiatives can help finance infrastructure improvements such as transport facilities, tourism amenities, and visitor service centers. Infrastructure investments are essential for improving destination accessibility and tourism competitiveness (Page, 2009; Cooper et al., 2008).

Finally, it is recommended that the municipality strengthen environmental protection and sustainable tourism practices by implementing stricter waste management systems, enforcing environmental regulations, and conducting regular environmental education programs for tourism stakeholders and visitors. Given Bacacay's reliance on coastal and marine ecosystems for tourism, sustainable environmental management is crucial to ensure the long-term viability of tourism resources. Sustainable tourism research emphasizes that environmental stewardship and community participation are fundamental components of responsible tourism development (Gössling, Scott, & Hall, 2021; UNWTO, 2019).

Overall, the effective implementation of these policies requires strong governance, stakeholder collaboration, continuous monitoring, and sustainable tourism management practices. By adopting these strategies, Bacacay can successfully operationalize the proposed tourism policies and programs, thereby enhancing destination competitiveness, improving visitor satisfaction, and ensuring that tourism contributes to inclusive economic growth and environmental sustainability in the municipality. These may be a long process but it can help Bacacay reach its full potential as an Eco-Tourism Destination.

Areas of Further Studies

To further strengthen tourism research and policy development in Bacacay, the following areas are recommended for future investigation.

1. Tourism Carrying Capacity and Environmental Sustainability
2. Community-Based Tourism Development and Stakeholder Participation
3. Tourism Infrastructure and Amenities Development
4. Tourism Safety Management and Regulatory Compliance
5. Transportation Systems and Tourism Accessibility
6. Tourism Marketing, Branding, and Digital Promotion Strategies
7. Economic Impact of Tourism on Local Communities
8. Karagumoy Resource Protection and Sustainable Production
9. Karagumoy Industry Development and Tourism Integration
10. Climate Change Adaptation and Tourism Resilience.

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