Developing a Post-disaster Sustainable Tourism Model For Tourism Revitalization: Analysis of Sichuan's Response to the Wenchuan Earthquake in 2008

Li Ying

51210001

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DECLARATION

I hereby affirm that this research in its entirety is my work through study and inspiration and not a reproduction of previous works towards the Master Degree in International Cooperation Policy from Ritsumeikan Asia Pacific University (APU), Japan and has not been submitted for another degree at any other university.

This thesis contains my own work except where due acknowledgement has been made, that ideas and concepts were borrowed from other sources which have been duly referenced accordance with the standard referring practices.

LI Ying

Fall 2011

ABSTRACT

It has been three years since the 2008 Wenchuan earthquake (Sichuan Province, PR China). From the government perspective the year 2011 is the last year for the reconstruction phase, and restoration and reconstruction work in most cities has been basically completed. In addition, the people's basic living conditions and the overall level of socio-economic development has surpassed pre-disaster levels. As the only sector which was suspended completely in the disaster area right after the earthquake, but nevertheless identified and cultivated as the leading industry for the reconstruction, tourism has played a major role in the economic recovery of Sichuan Province in the three years. From the devastating earthquake until now, the industry has seen a leap forward in development. The total tourism revenue of the province in 2008 fell to 109.15 billion RMB but rapidly increased to 188.61 billion RMB in 2010, and it is likely that it will continue to follow this pattern in the coming years. At the recent Sichuan International Cultural and Tourism Festival (Chengdu, Sichuan, 18-22 April, 2011), UNWTO Executive Director, Zoltan Somogyi, said "...tourism has been a strong driver of the economic recovery in the province" (WTO, 2011b).

Granted, tourism is a good business, and yet people cannot ignore the uncertainty and vulnerability attribute of this industry, especially in an increasingly disaster prone world. However, good post-disaster management can help mitigate the negative impacts to a large extent. The successful tourism response management of the Wenchuan earthquake provides practitioners and theorists of crisis and disaster management of tourism with much to consider. In Zoltan Somogyi's speech, he also stated that "the success of Sichuan confronting the quake will by all means contribute to the global wisdom of crisis management" (WTO, 2011a).

This thesis begins by reviewing current tourism crisis and disaster management models before raising authority's statement of a three-phase separation of Sichuan tourism industry's response to the Wenchuan Earthquake. With making use of evidence-based analysis to test whether the response in the real world corresponded to authority assertions. The thesis then identifies Sichuan's post-disaster framework for tourism revitalization based on comprehensive analysis of government, local community and tourists' responsive behavior in three phases. Finally, the thesis discusses the reasons for their successes and points out possible shortcomings, and aims to contribute to future crisis management.

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To the Sichuan Research Institute of Tourism Planning, Vice-President Dr. Wen Xueju, my appreciation is due for her acceptance of my interview at her Chengdu office in March, 2011. I would like to record my heartfelt thanks to her for continually offering me valuable official permitted data and sharing her discerning view regarding the government response to the Wenchuan Earthquake. Our communication has been kept up by email since I left Chengdu, and her professional attitude, knowledgeable ideas, patience and encouragement in her response emails have inspired me throughout this study.

It was my genuinely great honor to join the ENVOL Program in second semester. For one year, this splendid program of the APU Graduate School has offered me countless opportunities to enlarge my views by listening to ENVOL guest lectures, broaden my horizons by participating in domestic field studies, and cultivate my self-confidence by presenting papers in many symposia, seminars and workshops. In addition, my sincere gratitude is due to the ENVOL laboratory for providing me with a very quiet environment for writing which enabled me to focus on the completion of this thesis. Many thanks to Prof. Dr. Sanga Ngoie for his great efforts in bringing ENVOL to APU, and making this program vigorous and fruitful.

The field work and interviews for this research were conducted during Mar 15 to Mar 21 2011 when I was able to make use of the RCAPS Master's Students Field Research Program of APU. My sincere appreciation is due to this program for sponsoring my visit to the study area to better my research.

To the following people who in various ways kindly supported me in the completion of this thesis. I would like to express my sincere appreciation to Prof. Jeremy S. Eades, as an observer student in his class, my questions about my research out of the class always got his generous help and profound suggestions. I also felt thankful to Prof. SATO Yoichiro, as a previous student and current teaching assistant for him, I truly appreciated his recommendation on reference books on political topics. Special thanks to my friend Seo Bo Kyung, her calling almost every night to share funny things and puzzles in our daily life greatly relieved my writing stress. Also I would like to show my appreciation to ENVOL classmates and Assistant Prof. Kobayashi Shoko and Assistant Prof. MAHICHI Faezeh for their encouragement and advice. I also owe my appreciation to Mianzhu New Year Painting Village's community for kindly accepting my interview and my special thanks to the Sichuan Tourism Administration (SCTA) for their arrangement in scheduling an interview with Dr. Wen, and also my appreciation goes to two senior volunteers in the Kobe Disaster Reduction and Human Renovation Institute for guiding my visit and providing me with reading materials. In addition, I would like to give my big hand to my cousin JIN for delivering one of reference books from China to Japan when I need it most.

Last but not least, I wish to extend my deepest appreciation to my beloved parents, their warm concern, even be separated by thousands of miles, thanks to Internet can warm my heart, always.

May the almighty God bless those people, sincerely....

PREFACE

Prior to studying in APU for a Master's degree, I had a desire to write an article about the Wenchuan earthquake, so that as one of the witnesses to this disaster, it would not just leave me with bad memories of that cold, horrible afternoon which was the first time in my life I felt the threat of death. More importantly, throughout this disaster, I learned that to love, cherish and giving a helping hand to the people who need you remains the true value of human existence.

The City of Chengdu is my second home; in the three years from when the earthquake happened until now I am glad and gratified to see her gradually recover. I hope this optimism and positive development will continue into the future. In the process of recovery, tourism has played a pivotal role which greatly stimulated the post-earthquake economic recovery and growth. I generated the idea based on seeing those significant changes and wished to explore the successful parts of the Sichuan model that could contribute to future crisis management. Although there is no existing ideal model of tourism post-disaster management which can be replicated everywhere, summing up each disaster's experience can provide us with basic and effective strategies which will greatly reduce life and property losses in affected areas in face of future disasters.

We are living in an increasingly disaster-prone world. The Great East Japan Earthquake in March 2011 greatly encouraged me as a student who had majored in tourism to write this thesis. I hope through my research the successful experience of Sichuan to some extent could be shared with more people. I wanted to illustrate the efforts made by tourism practitioners in Sichuan, and to analyze the reasons for their successes, point out possible shortcomings, and hopefully identify a post-disaster tourism revitalization model of Sichuan that could provide a reference for the Japan Northeast area and other regions for the future revival of the tourism industry.

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LIST OF ABBREVIATIONS

AP - The Associated Press

CCTV - China Central Television

CEA - China Earthquake Administration

CNTA - National Tourism Administration of PRC

CPG - The Central People's Government of the PRC

CRI - China Radio International

ESDOR - Economic and Social Development Official Report of Sichuan Province

FT - The Financial Times

GFHS - the Global Forum on Human Settlements

ISDR - International Strategy for Disaster Reduction

MLD - Modern Life Daily

NMP - National Master Plan for Wenchuan Earthquake Restoration and Reconstruction

PATA - Pacific Asia Travel Association

PRC - The People's Republic of China

SASS - Sichuan Academy of Social Science

SCTA - Sichuan Tourism Administration

SDRC - Sichuan Development and Reform Commission

SPPG - Sichuan Provincial People's Government

SRITP - Sichuan Research Institute of Tourism Planning

UNEP - United Nations Environment Programme

UPI - United Press International

WBP - World Best Practices Magazine

WEPT - Wenchuan earthquake restoration and reconstruction plan for tourism of Sichuan

WTO - World Tourism Organization

WTTC- World Travel and Tourism Council

CHAPTER ONE INTRODUCTION

1.1 Background of the Study

1.1.1 Tourism, Crisis and Disaster

Tourism plays a vital role in world business. According to the World Travel and Tourism Council (WTTC)'s forecast: this industry is expected to contribute 9.6% to the world's GDP and employ around 323.8 million people globally by 2021 (WTTC, 2011). Owing to its huge revenue potential, foreign exchange attraction, as well as employment opportunities, more and more nations have been attaching importance to increasing investment in the tourism industry. Huang, Tseng and Petrick (2008, p203) have suggested that from the other side, the importance of tourism indicates that usually one of the most significant effects of a natural disaster is an immediate impact on a destination's tourism industry. In addition, due to the fact that "the tourism industry is one of the most susceptible and vulnerable industries to crises" (Santana, 2003), the nature of susceptibility and vulnerability can increase the likelihood of more losses.

With global climate change, rapid economic development and accelerated urbanization, the pressures from resources, environment and ecology have been intensified on most countries in the world. Faulkner (2001) noted that "we live in an increasingly disaster prone world". In recent years, frequent world-wide natural

disasters have brought about huge devastation to human society, life and property. To name a few major events, the Indian Ocean Tsunami, the earthquake in Chile and Haiti, and the most recent devastating earthquake and tsunami that hit northern Japan, such natural disasters have become a common challenge facing the world. Moreover, as Somogyi stated that all those "crisis-ridden events… have impacted on the performance of tourism and continue to do so" (WTO, 2011a). Many sectors of tourism, such as visitor arrivals, employment, private sector profits, and government revenues and eventually further investment, can be impacted negatively when a disaster occurs in a tourism destination (Huang, Tseng and Petrick, 2008).

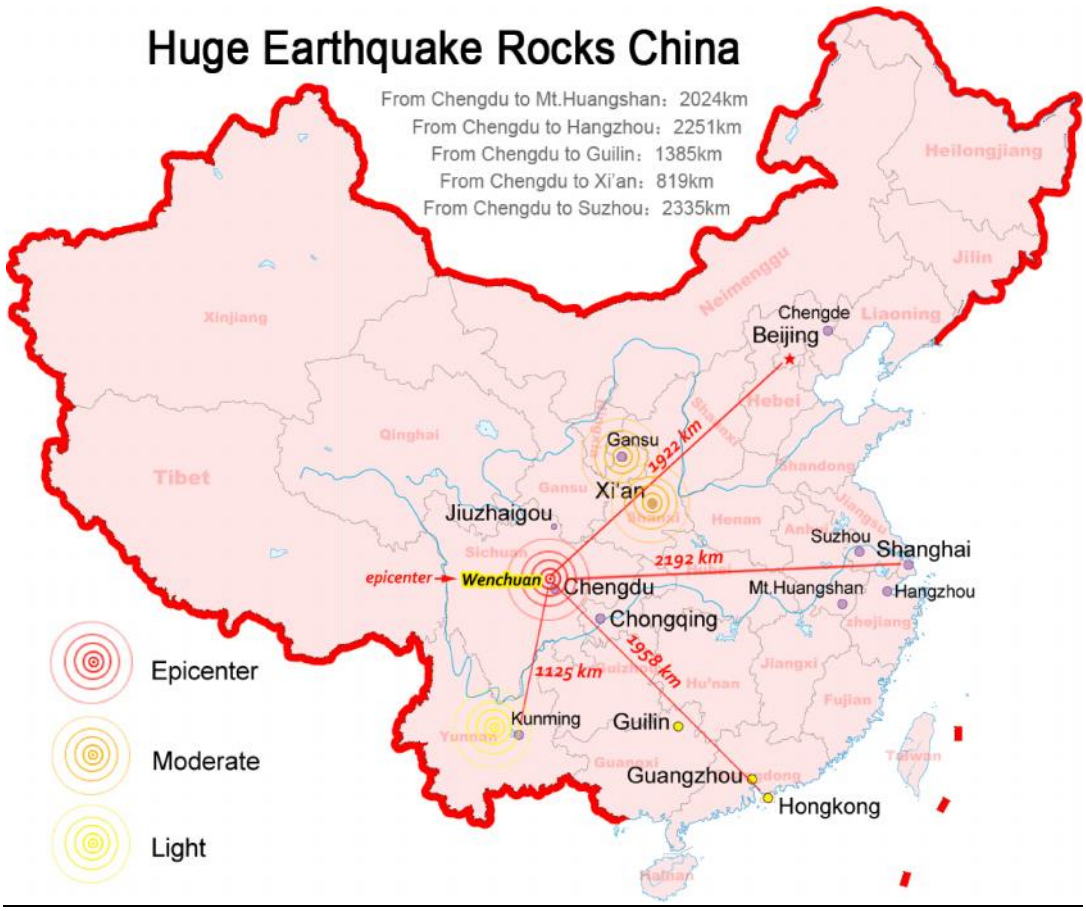
Therefore, a promising sunrise industry that inevitably has to grow with disasters if it is to succeed has been attracting increasing scrutiny about its crisis management from the academic perspective. For many years scholars and experts have been constructing generic models of tourism crisis and disaster management, specifically since "models suggest that a strategic management and planning approach to crisis and disaster management can be beneficial for tourism planners and managers" (Ritchie, 2004). Although chaotic and complex situations are always found in crises or disasters and this makes them difficult to predict or to control, Ritchie still insisted that "chaos and change are an important part of public and private sector management which should be embraced and considered in modern tourism management" (Ritchie, 2004). There is a saying: "Better prepared than sorry", which

suggests that a holistic and proactive approach for risk preparedness is better than feeling helpless or at a loss over how to respond to disasters. Through developing a general model for tourism crisis management, planners and practitioners are able to understand how to reduce the impact of the next disaster and keep losses in the tourism industry to a minimum if such disasters happen.

1.1.2 The Wenchuan Earthquake and Its Impacts on the Tourism Industry

The Great Sichuan Earthquake (henceforth called The Wenchuan earthquake) was a deadly earthquake with a magnitude of 8.0 on the Richter scale, which shocked the county of Wenchuan in the Sichuan Province of China and also affected many other provinces in the Country on 12 May 2008 at 2:28pm (Figure 1.1). This was the most devastating and widespread earthquake which generated the biggest losses since the founding of the People's Republic of China. It left over 69,222 people dead, 18,176 people missing and numerous injured and homeless. Within Beichuan County, Yinxiu Town and many small villages, buildings and houses collapsed completely. Public services like schools, hospitals were also damaged extensively. The infrastructure, such as transportation, electricity, telecommunication, water supply, and gas supply system was undermined seriously, which paralyzed city services for several days. The direct financial loss has been estimated at 843.7 billion RMB. Secondary and tertiary losses in the province and other provinces were much higher (NMP, 2008).

Figure 1.1 the Epicenter and Spread Range of the Wenchuan Earthquake



(Source: http://www.chinaodysseytours.com/maps/sichuan-earthquake-maps.html)

1.1.2.1 Impacts on the Local Tourism Industry

Sichuan's tourism industry went through a terrible nightmare as a result of the Wenchuan Earthquake. The direct financial loss of tourism industry was estimated at 46.592 trillion RMB. The tourism infrastructure and service facilities which had been developed and shaped for more than 10 years in the disaster area suddenly suffered

tremendous losses. One year before the earthquake, tourism created 121.73 billion RMB and brought USD 0.512 billion foreign exchange to Sichuan Province. However, total tourism revenue decreased to 109.15 billion RMB and foreign exchange to USD 0.214 billion in 2008 after the Wenchuan Earthquake happened.

Scott et al. (2008) made the point that "understanding the impact of crisis on organizations and destinations is the key to effective post event recovery". Thus, in order to find the key to conduct an effective post-disaster recovery, this thesis analyzes and summarizes the negative impacts of the Wenchuan Earthquake on the local tourism industry from five perspectives:

First of all, the earthquake severely affected tourist attractions in Sichuan Province. As can be seen from Table 1, the losses from this sector came to 33.853 trillion RMB, accounting for 72.66% of tourism total losses. The number of damaged tourist attractions was 361, 56 of these were completely destroyed;

Secondly, the earthquake entirely shocked the travel agencies and relevant hospitality businesses in Sichuan Province. The earthquake occurred in May during the boom season for travelling. After the earthquake, the National Tourism Administration of PRC (CNTA) issued an emergency announcement to all the travel agencies in China that suspended all group travel activities to Sichuan. This information immediately impacted on those travel agencies who operated “Sichuan Tours”.

Table 1.1 Direct Financial Loss of Tourism Owing to the Wenchuan Earthquake

Region	Tourist Attraction	Hotel	Tourism Administration	Tourist Reception Facilities	Travel Agency	Total Loss
Chengdu	1228880.67	209462	100	302.78	12	1438757
Deyang	444286	124922	768	28013	289	598278
Mianyang	463694.14	119339.9	2380	18357.89	375.74	604147.7
Guangyua	26651	14455.25	2585.56	15510.53	31.44	301233.8
Yaan	14116	5889.6	214.85	184.55	95	20500
Aba	946079.74	490285.7	6515.5	224301.08	3346	1670528
Zigong	96	32		36.37		164.37
Suining	357	136		20.87	3.88	517.75
Neijiang	1768.4	246.5	10			2024.9
Leshan	3706.9	588.4	22.9	629.12		4947.32
Nanchong	4227.93	85	183	215	18	4728.93
Yibin	354.54	58.1	124.45			537.09
Guangan	451	80		8.08		539.08
Dazhou	511.59	211.4	36			758.99
Bazhong	1850.1	362.4	0.45	10		3222.95
Meishan	3020	2120	4	886.58	10	6040.58
Ziyang	977	455.87		0.01		1432.88
Ganzi	314.85	8		73		395.85
Liangshan			39.28	420		459.28
Total	3385342.86	968738.2	11983.99	288968.86	4181.06	4659215

Figure 1.2 the Comparison of Part of the Tourist Attractions before and after the Wenchuan Earthquake

(Data source: WEPT, 2008)

The vast majority of tour guides in Sichuan were almost immediately unemployed, one staff working at travel agency described that “It was really a tough time for people who live on tourism. Many people around me tried to change their jobs at the time since they felt hardly able to survive”. The tragic situation which the travel agencies faced also affected their intimate partners. The hospitality industry in Sichuan was not only damaged a lot in terms of their accommodation buildings but also the business got from travel agencies was almost zero. The average room occupancy rate of hotels was less than 20% right after the earthquake;

Thirdly, the earthquake heavily destroyed the tourism towns and villages in Sichuan Province. There are more than 100 small towns and villages mainly dependent on tourist revenue in Sichuan Province. It is worth mentioning that the Sichuan area is the origins for Chinese rural tourism, which has a very extensive and distinctive position. After the Wenchuan earthquake, most tourism infrastructure and service facilities in those towns and villages were largely destroyed and basically lost their reception function. The rural tourism in Sichuan Province thus suffered massive losses;

Fourthly, the earthquake brought about huge destruction of the tourism transportation system, including access paths to the tourist attractions and the roads connecting cities and towns.

One of the backbone roads called the Jiuhuan route[1], has the most significant meaning for Sichuan tourism (Figure 1.3). Unfortunately, the epicenter of the Wenchuan Earthquake happened on this route and what was worse, the very complex and unstable natural situation on the way made this route became much more unsafe after the earthquake;

Figure 1.3 the Map of Jiuhuan Route in Sichuan Province

(Source: http://www.gogojz.com/jiuzhaigou/1008.html)

[1]Jiuhuan route (in Chinese "九环线) is an very important tourist route in Sichuan, goes through a major part of key tourist attractions of Sichuan Province and it is the only way for tour bus from Chengdu to Jiuzhaigou (one of the World Heritages and the most famous tourist site in Sichuan Province). The full-length of the route is 913 km, starting from Chengdu and ending in Jiuzhaigou.

Lastly, the earthquake had a severe impact on related industries including travel media, tourism planning organizations and tourism suppliers. For instance, most clients of the travel media prefer to put advertisements in newspapers or magazines at a peak season. Nevertheless, due to the earthquake, new clients hesitated to input money for advertising tourism products and the previous customers terminated contracts with the travel media, which created a huge financial loss for them. Other tourism planning organizations or suppliers also suspended all or part of their services after the earthquake.

1.1.3 Overview of Sichuan Province and the Tourism of Sichuan

Sichuan, a western province, has the 5th largest land area and possesses the 4th largest population in China. More than 80 million people are living in this area. What is more, it is one of the major agricultural production bases and also an industrial center of China. In recent years, the government of Sichuan has been endeavoring to develop the tourism industry and making efforts to upgrade it to a new level.

Sichuan has been historically known as the "Province of Abundance" since it has an extremely rich natural environment and profound history, which includes five representative World Heritage Sites and many fabulous tourist attractions (Table 1.2) as well as a splendid culture of ethnic minorities.

Table 1.2 Tourism Resources of Sichuan Province

Items	Amount
World Heritage Sites	5
World Geological Park	1
State-level Tourist Attractions	15
National Nature Reserves	18
National Forest Parks	28
National Geological Parks	11
National Key Cultural Relics	62
Historical and Cultural City of China	7

(Data Source: ESDOR, 2007)

Further, Sichuan was the first province in China to create a Provincial Tourism Master Plan with UNWTO in 1998. In 2006, the capital city of Sichuan Province was recognized by CNTA and UNWTO jointly as “the Best Tourism City of China”, sharing the honors with other two cities of Hangzhou and Dalian (WTO, 2011a). According to the 2010 Economic and Social Development Official Report of Sichuan Province, the total provincial tourism revenue was188.6 billion RMB, up by 54.9% over that of the year before the Wenchuan Earthquake; accounting for 11.1% of the province's GDP. More than 270 million domestic tourists visited Sichuan in 2010 and it received1.04 million tourists from overseas.

1.2 Research Questions

While basing on the analysis of Sichuan's response to the Wenchuan Earthquake in 2008, this thesis aims to develop a post-disaster sustainable tourism model by exploring the successful parts of tourism post-disaster management strategies of Sichuan's experience. The results of this research are expected to answer the following questions:

1. In different phases, what responsive behaviors by different sectors of government, local community and tourists respectively in the tourism industry apply to the Wenchuan earthquake?
2. Based on analyzing Sichuan’s responses to the Wenchuan earthquake, what is Sichuan’s framework for developing post-disaster sustainable tourism?
3. Is Sichuan's model of practically developing a generic model of crisis management and worthy to be promoted worldwide?

1.3 Significance of the Research

It is widely accepted that tourism is a vulnerable, complex and uncertain industry to crisis and disaster (Laws, Prideaux and Chon, 2007). However, people cannot deny the resilience of tourism and its ability to help mitigate the negative impacts if it is organized by good crisis management. As Laws, Prideaux and Chon (2007, p10) suggested, an exchange platform for international knowledge as well as organized and complete documentations about crisis management processes to benchmark or

learn the experience from comparable examples in tourism destinations is compulsory to explore more effective tools and develop future research on crisis management.

Sichuan's response to the Wenchuan earthquake has been identified as a successful example, however, in academia, there hasn't been enough systematic research to document the process of post-disaster tourism management of Sichuan and specify Sichuan's model as integrating and developing a generic model of crisis management. This thesis is designed to be an objective and evidence-based documentation of this process and is dedicated to develop a post-disaster tourism revitalization model of Sichuan that could provide a reference for other countries and regions for the future revival of the tourism industry.

1.4 Methodology

This thesis is a comprehensive description and analysis of Sichuan's response to the 2008 Wenchuan earthquake. Various data sources of both a qualitative and quantitative nature are used in this research. First of all, the data originates from the National Master Plan for Sichuan's reconstruction and recovery, associated policy documents and the provincial guidelines for implementing this plan, as well as some additional specific rules released by the Central People's Government of the PRC (CPG) and the Sichuan Provincial People's Government (SPPG). Additional data

were collected from the Sichuan Research Institute of Tourism Planning (SRITP) and statistics published by the Sichuan Tourism Administration (SCTA). Additionally, interactive formal and informal interviews with officials working at the SCTA and the SRITP as well as with some casual pass-by travelers and villagers are also incorporated into the research. Furthermore, a review of books, journals and electronic databases found through Google Scholar, CNKI and EBSCO Host on the subject area fundamentally supported this research.

This study is basically conducted from a qualitative research perspective, using content analysis, analytic induction and logical analysis to analyze data (Figure 1.4). The field work was conducted in Chengdu City and Mianzhu New Year Painting Village of Sichuan Province during Mar 15 to Mar 21, 2011, when I was able to make use of the RCAPS Master's Students Field Research Program of APU. Vice President Dr. Wen of the SRITP was interviewed in Chengdu city using a set of predetermined questions and other officials working at the SCTA were randomly and informally interviewed. These standardized and unstandardized interviews aimed to pinpoint the Sichuan tourism authorities' attitudes, opinions, and thoughts regarding government responses to the Wenchuan Earthquake. In addition, the communication with Dr. Wen has been kept up by email since I left my field study area. Moreover, I conducted field observations at Mianzhu New Year Painting Village for one day on the recommendation of Dr. Wen.

The field study was designed to gain additional information about local community responsive behavior, especially in the second phase of post-disaster recovery, by asking questions of a small number of villagers (9 of 300 people) and one statistician working at local committee. As Berg (1998, 61) points out, "when researchers are unfamiliar with respondent's life styles, religious or ethnic cultures or customs, and similar attributes", asking a number of participants questions about the various phenomena they observed can be useful in cross-checking government official's statements. The data obtained from interviews and field observation was organized into textual form through transcription of tape-recorded interviews, photographic records, and field notes.

This thesis is based on testing Sichuan Tourism Officials' statements about there being a three-phase separation in the Sichuan tourism industry's response to the Wenchuan Earthquake; using evidence-based analysis to test whether the actual response process in the real world corresponded to authority assertions. If, as originally suspected it did not, this thesis should provide the information to revise the post-disaster recovery model used by the authorities.

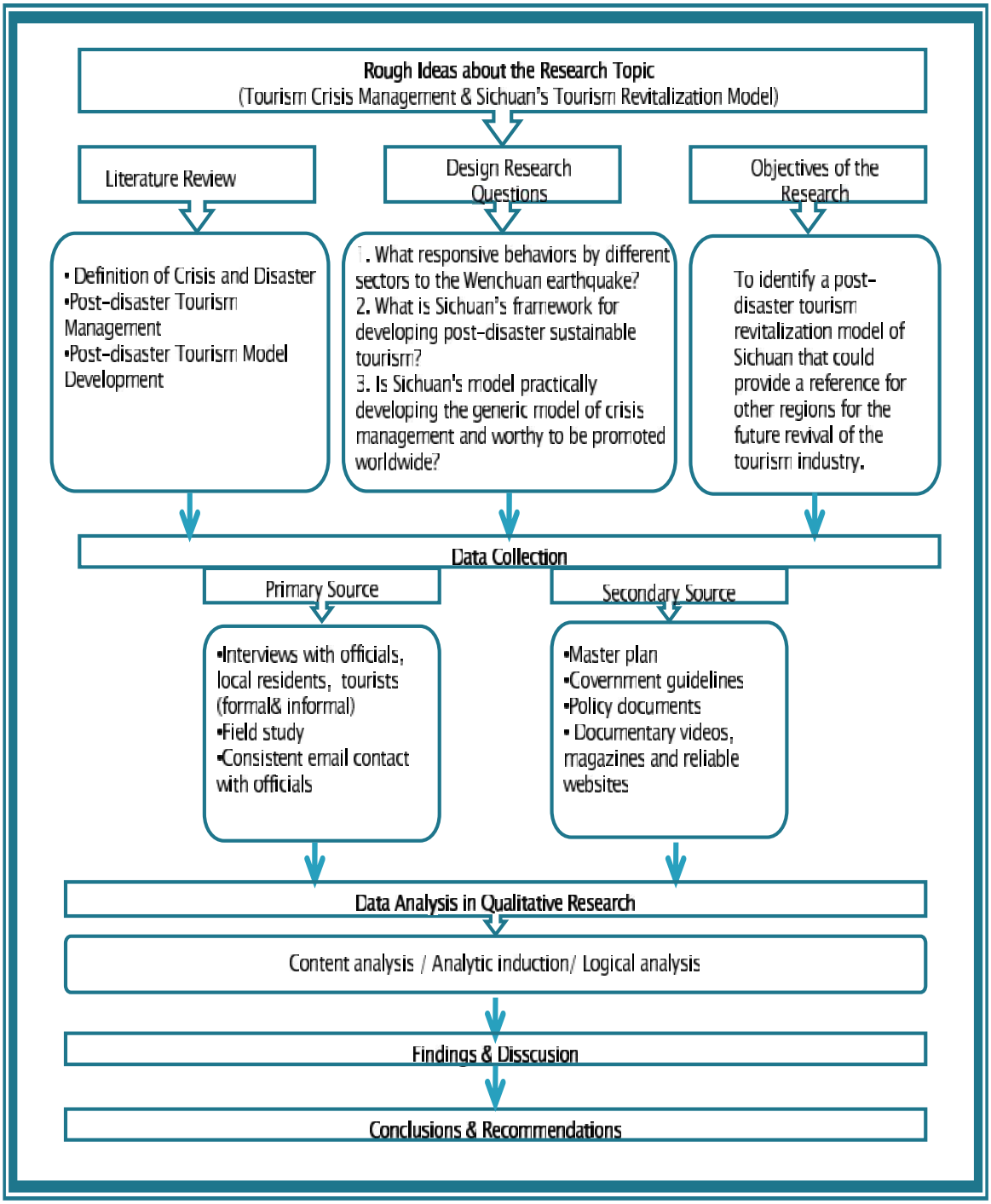
Owing to the large number of people involved and the length of time since the Wenchuan Earthquake happened, the study of post-disaster response in the first phase makes a reference to some views found in international newspapers at the time

and some representative surveys completed by other scholars to see what themes had already emerged relating to disaster recovery and those which were implicit. Finally, this thesis uses flow charts to pictorially summarize and represent the extensive post-disaster response by the tourism industry of Sichuan province, as well as written descriptions.

1.5 Limitation of the Study

In analyzing the responses to the Wenchuan earthquake, one perspective is from the tourist side. It was initially thought to conduct an extensive survey in order to better understand the tourists' behavior that responds to the earthquake in different phases and especially in the third stage. According to the sampling frame formula, this survey should be distributed to more than 380 people, and the sites would also need to be well selected based on the calculation of the daily flow of people in each tourist attraction. A study of this magnitude is very time consuming work, and this was a limitation for my current research. As a result the methodology outlined above was chosen.

Figure 1.4 Framework of this Research Stage Management



Source: The Author

CHAPTER TWO LITERATUE REVIEW

This chapter reviews previous research regarding tourism crises and disaster management. The review begins by discussing definitions of the disaster related terms before understanding general disaster tourism management. It then provides two models for looking at the current academic achievements in the framework construction of tourism crisis management, and finally stresses post disaster tourism management which is the aim of this research.

2.1 Definitions of Crisis and Disaster

2.1.1 Crisis Definitions

Defining “crisis” can be traced back to the last century. Hermann (1972) first proposed three dimensions of crisis characteristics: high threat, short decision time, and an element of surprise. After that, subsequent discussions around the definitions have been continued for many years (Table 2.1).

Table 2.1 A Review of Crisis Definitions (1972-2005)

Author	Definitions
Hermann (1972) in McMullan (1997)	Crisis is characterized by three dimensions: high threat, short decision time, and an element of surprise.
Wiener & Kahn (1972) in McMullan (1997)	Crisis is often a turning point in an unfolding sequence of events and actions.
Miller & Isacoe (1972) in McMullan (1997)	Crisis: • is acute rather than chronic, although the length of the crisis is usually unspecified; • produces changes in behavior that are frequently "pathological", such as inefficiency, frustration and scapegoating; • is characterized by threat to the goals of the person involved; • is relative in that what is a crisis for one party or participant may not be for another; • produces tension in the organism, including physical tension and anxiety.
Lentner (1972) in McMullan (1997)	Compared to the high threat, the element of short decision time and surprise had little empirical backing as necessary constituents of a crisis while the former is the most important element in determining when a problem becomes a crisis.
Brady (1974) in McMullan (1997)	
Selbst (1978) in Faulkner (2001)	Any action or failure to act that interferes with an (organization's) ongoing functions, the acceptable attainment of its objectives, its viability or survival, or that has a detrimental personal effect as perceived by the majority of its employees, clients or constituents.
Billings et al. (1980) in McMullan (1997)	Firstly, perceiving an event in the environment which triggers the crisis and then this triggering event must be perceived, attended to and evaluated against some standard or measure of how things should be in order for a problem to be sensed. The degree of perceived crisis is a function of the perceived value of possible loss, probability of loss and time pressure.
Fink (1986) in McMullan (1997)	A crisis is an unstable time or state of affairs in which a decisive change is impending – either one with the distinct possibility of a highly undesirable outcome or one with the distinct possibility of a highly desirable and extremely positive outcome.
Reilly (1987) in McMullan (1997)	A crisis implies elements of magnitude, the need for taking action and the necessity of a timely response. Moreover, organizational crisis is a situation which potentially threatens the existence of the affected organization.
Shrivastava & Mitroff (1987) in McMullan (1997)	Corporate crises threaten a company's most important goals of survival and profitability.
Brewton (1987) in McMullan (1997)	Two criteria generally define whether a situation is a crisis. The first characteristic is the potential for injury to guests or staff and damage to company assets. The second criterion is one of urgency – that is, how fast events are occurring and how quickly major decisions have to be made. If one or other criterion is not present, even a bad situation is not really a crisis.
Howard (1993) in Shaluf et al. (2003)	Crisis is (i) a major failure in the company's system, serious accident or dangerous occurrence creating hazards and threats to people, property and/or the environment; (ii) a sudden and unforeseen event involving extensive damage and loss of control requiring urgent action to restore safe and

	efficient operations; and (iii) something that could seriously affect the company's image, undermine its commitment to social responsibility and its right to operate and affect its earnings and therefore its financial well-being.
Darling (1994) in Ritchie (2009, pp5-6)	What defines a crisis in international business depends on a number of variables: the nature of the event; importance of the issue to foreign and US government; impact on other firms and industries; how many and how quickly people inside and/or outside of a particular firm need to be helped or informed; who and how many individuals need interpretation of the events, and how accessible those people are; how much interaction with the media is necessary; what the media choose to emphasize; who and how many people needs to assert control and demonstrate that it is capable of responding; and how quickly the firm needs to respond. A crisis may also be defined by feelings of panic, fear, danger or shock.
Sonmez et al. (1994) in Ritchie (2009, pp5-6)	Any event which creates negative publicity and the period of time after a disaster occurrence which lasts until full recovery is achieved and pre-disaster conditions resume.
Bland (1995) in McMullan (1997)	At its simplest, a crisis can be defined as unexpected bad publicity … it is the publicity element that usually gives the most trouble and needs most careful handling. In terms of management time and resources, communicating with the many outside agencies involved, especially the media, could involve much more time and effort than the crisis itself ... it is usually the publicity that would harm the company or brand rather than the other ramifications arising from the incident.
Augustine (1995) in McMullan (1997)	As a result of this flawless sense of timing, I have assembled ample evidence that there is no magical 9-1-1 number you can call to extricate yourself from such predicaments… If the solution were easy, it would not be a crisis.
Mitroff et al. (1996) in Shaluf et al. (2003)	There is no single, universally accepted definition of crisis, although there is general agreement that a crisis is an event that can destroy or affect an entire organization.
Keown-McMullan (1997) in Ritchie (2009, pp5-6)	Contrary to popular opinion, a crisis is not always bad or negative for an organization. A crisis could, therefore, be considered as a turning point. To qualify as a crisis, the entire foundation of an organization or business must be threatened. The idea of urgency and the speed with which decisions must be made are key components.
Beeton (2001) in Ritchie (2009, pp5-6)	Crises occur at all levels of tourism operations with varying degrees of severity, from much publicized environmental, economic and political disasters through to internally generated crisis such as accidents and sudden illness.
Faulkner (2001)	A crisis describes a situation where the root cause of an event is; to some extent, self-inflicted through such problems as inept management structures and practices or a failure to adapt to change.
Prideaux et al. (2003) in Ritchie (2009, pp5-6)	Crises can be described as the possible but unexpected result of management failures that are concerned with the future course of events set in motion by human action or inaction precipitating the event.
Laws and Prideaux (2005) in Ritchie (2009, pp5-6)	1. An unexpected problem seriously disrupting the functioning of an organization or sector or nation. 2. A general term for such problems.

Source: The Author

However, after having made a thorough review of crisis definitions from 1972 to 1995, McMullan (1997) finally concluded that there has not yet been developed a universally accepted definition of what constitutes a crisis and that this is also unlikely to emerge in the near future. Nevertheless, she still insisted that a crisis has an insightful power impacted on human beings, and no matter that the result is positive or negative, changes will take place even where a crisis is successfully under-control.

In addition, an interesting explanation could be noticed that two characters “wei ji” (Figure 2.1) have been widely adopted to illustrate the word “crisis” in China. The combination of the two characters form the meaning of crisis, in Chinese, however, “wei” stands for “threat” while “ji” refers to “opportunity”

Figure 2.1 Threat and Opportunity in Two Chinese Characters

Source based on ISDR (2004, p398)

This Chinese word is well in accordance with the above view of some authors that a crisis can be regarded as a turning point for changing an existing system. Whatever the result, it leads to changes for the individuals, organizations or even for whole countries. How to mitigate the negative losses coming from the "threat" while taking advantage of the "opportunity" has been paid much attention from academics and practioners. In turn, crisis management has been developing as a systematic discipline. In the next section (**2.2**), we will discuss this issue in detail.

2.1.2 Disaster Definitions

There are many definitions for disasters. Similar to "crisis", various discussions and views have not yet brought any universally accepted definition. As Shrivistava (1987, p85) suggested this is because a disaster's definition varies among the stakeholders using the term. Different social sectors use different terms to describe a disaster. Take the Bhopal Disaster for example, Union Carbide in its technical report referred to Bhopal as an "incident." "The government of India, in its reports called it an 'accident.' The injured victims called it a 'disaster.' And the social activities called it a 'tragedy,' a 'massacre,' and even 'industrial genocide.'" While giving the definition to "crisis" (Table 2.1), Faulkner (2001) also defined a disaster as "when an enterprise is confronted with sudden unpredictable catastrophic changes over which it has little control." this definition made a relatively clear distinction between the

"crisis" and "disaster" in terms of the induced subject and countermeasures that may exist. Say, an event induced by the actions or inactions of the organization and the unexpected failure result is supposed to be under a sort of possible management system control, in this context, it is more inclined to the definition of crisis. A disaster is mostly induced by natural phenomena or external human action. As Prideaux et al. (2003) observed, normally it can only be responded to after the event, either via implementing contingency plans already in place or through reactive responses. An official definition is provided by the United Nations, here disaster is defined as " a serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources" (ISDR, 2004, p17). This indicates that scale or magnitude might be the two elements to define a disaster. Keller and AL-Madhari (1996 in Faulkner 2001, p138) tried to use arbitrary statistical benchmarks to define disasters. With regard to applying serious threshold numbers, such as 10 fatalities, US $1 million damage costs and 50 evacuated people. This method, to some extent, is able to solve the statistical issues, for example, the probabilistic prediction of frequency and magnitude of disasters. However, Faulkner also pointed out that this way lack factors from the qualitative perspective.

Crisis and disaster are two different events; however, people always like to put them together. The reason might be due to the fact that they have similar developing phases (pre-event phase, event phase, and recovery), as pointed out by Shaluf et al. (2003). Inevitably, an event no matter whether crisis or a disaster, will generate losses and disrupt normal operations. It is widely accepted that after a crisis or disaster people have to face the challenges of the recovery phase, but in addition, there is increasing consensus that the recovery is not only to restore operations to normal but also to devise new patterns of operation with more radical and strategic thinking in reshaping further risk exposure (Scott et al., 2008), through post crisis or post disaster management. Therefore, from the recovery management perspective, the boundaries between crisis and disaster are becoming blurred. Those terms, for example, "Tourism crisis", "Tourism disaster", "Crisis management" and "Disaster management" can usually be mixed in relevant journals or books. For the purpose of analysis, this thesis will therefore also discuss post crisis or post disaster management in a broad sense.

2.2 Tourism Post-disaster Management

In the beginning of Chapter One, we discussed the vulnerability and susceptibility of tourism to crisis and disaster and put forward the concept of tourism crisis management. In this section, we will review the development of tourism disaster

management systems and focus on the post-disaster management perspective.

2.2.1 Tourism Disaster Management

Since human beings appeared on the earth, they have been threatened by crises or disasters, while afterwards they always got lessons from the experience to get along with the “twin brothers”. Those experiences and lessons gradually contributed to the shaping of a set of system with regard to disaster management. Traditionally, disaster planning has only met the needs of permanent residents; however, more attention should be given to tourism requirements as it increasingly becomes a component of development (Murphy& Bayley, 1989).

Ritchie (2003) observed that "the effective management of crises and disasters is vital for the tourism industry". Murphy& Bayley (1989) explain the importance of disaster and crisis management from the tourists and tourist destinations perspective. They point out that, compared to local residents; tourists are always under a greater risk since they might be unfamiliar with an area and its local emergency plans. Similar statements by Burby& Wagner (1996) and Drabek (1992, 1994) (in Faulkner 2001, p142) noted that tourists are more dependent and lack the resources that might assist them to avoid disaster. Therefore, a sound crisis and disaster management plan can offer tourists a more secure environment in terms of a better awareness for

disaster prediction and a timely and effective response when a disaster happens. What is more, from the tourism planners and managers' perspective, developing strategic crisis management systems is not only required by the practical needs, in other words, to "help organizations and destination to avoid or limit the severity of rapid change induced by crises or disasters", but also must be a core competency for tourism destination managers and business managers (Ritchie, 2003).

For many years, scholars and experts have been trying to build a generic model as a basic tool for managing tourism crisis and disaster although Scott et al. (2008) argued that there is no ideal framework and that one will ever be devised because of the varied nature of crises and disasters. One of the most comprehensive tourism disaster management frameworks (Figure 2.2) was developed by Faulkner (2001) who identified six phases in the tourism disaster situation and subsequently in another paper, he applied this model to the case of the 1998 Katherine flood and made revision to improve it (Faulkner& Vikulov, 2001).

Based on research by Faulkner (2001), Fink (1986), and Roberts (1994), Ritchie (2004) further developed the theoretical framework for crisis and disaster management in the tourism industry (Figure 2.3). He set three main stages in managing such disaster situation: (1) prevention and planning (2) implementation (3) evaluation and feedback. Also he observed that between the management model and

Figure 2.2 Faulkner's Tourism Disaster Management Framework

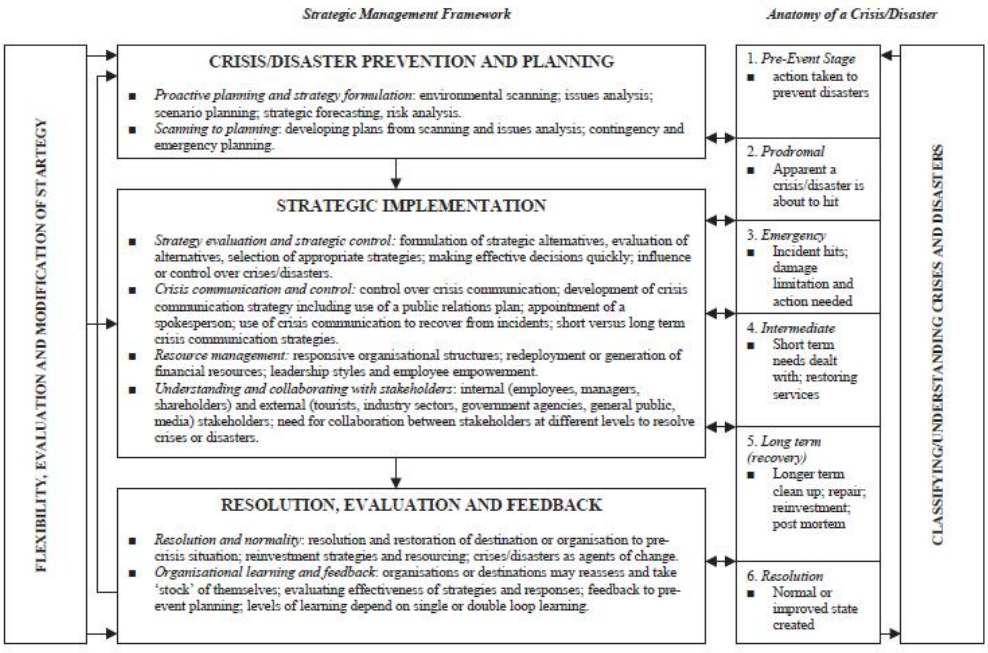
Source: after Faulkner (2001)

a crisis lifecycle, there are some clear similarities, including:

- A pre-event stage allowing the development of strategy and plans;
- A stage immediately before or after a crisis or disaster occurs which requires the implementation of strategies to deal with its impacts;
- Continued implementation of strategies to control or reduce the severity of the crisis/disaster;
- A long term recovery or resolution phase allowing for evaluation and feedback into future prevention and planning strategies for destinations and businesses.

Additionally, he stressed that success in management depends on the nature of the crisis or disaster as well as a stakeholder's responsive behavior. It is necessary to be flexible and add evaluation and potential modification to the development of strategy and implementation during the whole process of the strategic management of a crisis or disaster.

Figure 2.3 Ritchie's Crisis and Disaster Management Framework



Source: after Ritchie (2004)

2.2.2 Tourism Post Disaster Management

In the previous discussion, we reviewed disaster and crisis definitions in general and recognized the vulnerable relations between tourism and disaster/crisis before suggesting that there is a need to develop tourism disaster management. In this sub section, post disaster management in the tourism industry is described and in this part, the long-term recovery phase will be given priority, since the focus of this thesis is to explore the post disaster management strategies and develop a generic post disaster model in tourism specifically in relation to the successful experience of tourism revitalization in Sichuan after the Wenchuan Earthquake.

As Murphy& Bayley (1989) suggested, from a tourist destinations perspective the recovery stage holds a distinctive relationship with tourism. At this point, the destination's image of security and pleasure is shattered, to some extent, and whether the recovery is successful or not has a decisive effect on future bookings and economic prospects. They also restated the important role of tourism in terms of attracting visitors back to the affected area quickly and passing the real recovery information from the disaster area to the international community through witnessed visitors. In addition, with the tourists coming, new revenue will be brought to the reconstruction work, which then is greatly able to accelerate the recovery phase.

Faulkner's model did not elaborate the recovery phase to any extent although he regarded that part as important (Scott et al., 2008). Therefore, based on Faulkner's framework, Scott et al. (2008) elaborated the long-term recovery phase into three sub-phases, including 5A- recovery of damaged infrastructure; 5B- marketing responses and 5C- adaptations to the system itself (Figure 2.4).

As Scott et al. (2008) claimed, it is necessary to identify the model in more detail. Tourism crisis management practitioners and researchers have an obligation to document the process of previous events and develop strategies for coping with similar events in the future. In that sense, the tourist destination can minimize the damage to the lowest extent and be back on track as soon as possible.

Figure 2.4 Scott's Elaborated Framework for the 5th Phase

Stage	Phase
1	Pre-event phase: disaster contingency plans, scenarios or probability assessments play a major role in the disaster management strategy
2	Prodromol phase: the disaster is imminent and warning systems and command centres are established. In this second phase contingency plan actions are initiated.
3	Emergency phase: disaster effects are felt and actions are necessary to protect people or property in the tourism destination.
4	Intermediate phase: short-term and immediate needs of people have to be addressed by emergency and rescue teams. A clear media communication strategy is crucial in this phase.
5	Long-term (recovery) phase: the damaged infrastructure has to be rebuilt and environmentally damaged areas have to be reconstructed.. • 5A- recovery of damaged infrastructure; Includes roads, water, electricity, hotels, transport and other services • 5B - marketing responses: by individual firms, DMOs, STOs, NTOs • 5C – adaptations to the system itself: as rebuilding occurs
6	Resolution phase: this phase corresponds to Smith's (1990) feedback loop where existing assessment methods or contingency plans are improved.

Source: after Scott et al. (2008)

CHAPTER THREE

There is no great historical evil without a compensating historical progress.

----- *Engels, 1893*

A DESCRIPTIVE ANALYSIS OF TOURISM CRISIS RESPONSE BY GOVERNMENT, LOCAL COMMUNITY AND TOURISTS TO THE WENCHUAN EARTHQUAKE

Spring 2008 was a season without beautiful bright sunshine for Sichuan's tourism industry. The Wenchuan Earthquake had brought about huge devastation to this industry, which not only gave rise to a big loss with regard to tourism resources, but to more severe extent, hit the production capacity of the tourism industry (Yang& Ye, 2008). Tourism, unfortunately, became the only sector which was suspended completely in the disaster area shortly after the earthquake. Nevertheless, from the devastating earthquake until now the industry has seen a leap forward in development. The total tourism revenue of the province in 2008 fell to 109.15 billion RMB but rapidly increased to 188.61 billion RMB in 2010, and it is likely that it will continue to follow this pattern in the coming years (Figure 3.1). Sichuan tourism industry's response to the Wenchuan Earthquake has appeared successful and has been appraised as a miracle of recovery and reconstruction[2], but one which nevertheless needs to be reexamined and analyzed. In this chapter, the response

[2] The speech "The miracle of recovery and reconstruction" at World Best Practices of post-disaster reconstruction award ceremony by Dr. Noel Brown (Vice Chairman of Global Forum on GFHS, Former Director of UNEP North America), April 28th, 2010

process to the Wenchuan earthquake are divided and illustrated in three phases. Further, the differentiated responsive behaviors by the government, local community and tourists in those three phases will each be indentified.

Figure 3.1 Total Tourism Revenue of Sichuan Province (2005-2010)

Data source was an internal document of the SCTA in 2011

3.1 Three Phases after the Wenchuan Earthquake

In Faulkner's model, there are four phases after a disaster happens, including the Emergency, Intermediate reactions, Long-term (recovery) and Resolution (Figure

2.2). In the case of Sichuan, with reference to an interview with Dr. Wen Xueju (Vice-president of the SRITP), the responsive process to the Wenchuan Earthquake could be hypothetically divided into three phases, which consisted of ***Relief and Livelihood Resettlement; Reconstruction of Infrastructure and Industry Long-term Development***. For the purpose of analyzing Sichuan's response to the disaster, we firstly use these three phases, which mainly refer to Dr.Wen's point of view, through objective and evidence-based documents to elaborate the process of response to the Wenchuan Earthquake and then try to figure out whether the actual framework of responsive process corresponded to authority assertions in the real world.

3.2 Tourism Crisis Responses by Different Sectors in the First Phase after the Wenchuan Earthquake

3.2.1 Government Response in the First Phase

Disaster, specifically an enormous natural disaster, can suddenly transform the social order into a disorderly state. No matter the collective reactions from the inside or outside the disaster area, the convergence of various forces is a big challenge to governance (Tang et al., 2002 in Li, n.d.). Given the chaos and complex situation after a disaster, taking strong leadership to control the temporary chaos and avoiding further deterioration is always given the first consideration by the government. Additionally, in this critical stage, the speed of government response is usually

judged by the public as a measure of governance capacity; also, a quick response to some extent can comfort frightened people psychologically and give confidence to them to overcome the difficulties.

Based on the government countermeasures and foreign media coverage, we can see the Chinese government's response to the Wenchuan Earthquake in the first stage as a quick reaction. Shortly after the earthquake, an instruction from President Hu Jintao was issued to rescue the victims as quickly as possible and ensure the safety of people in the affected area. Within three hours, Premier Wen Jiabao headed for Sichuan Province to advice on the relief work. On the same day, the Earthquake Relief Headquarters was set up in Beijing and took overall responsibility for earthquake rescue and relief. In addition, other aspects of resources were allocated to the disaster area quickly. The Associated Press reported that "The rapid mobilization of troops to stricken Sichuan province reflected the priority that China's leadership places on delivering efficient disaster relief... "(AP, 2008). Compared to the Burmese government's late response to "Cyclone Nargis", another disaster that also happened in May 2008, which was criticized by the international community, the Washington Times commented on Wenchuan's response "China wins world praise for quick quake response" (TWT, 2008).

Nevertheless, while the government reacted efficiently to the Wenchuan earthquake,

on the consideration of a "not yet right" situation in the disaster area, the Chinese government rebuffed offers of help from international earthquake rescue teams although they decided to accept this one day later. As one of the task reports written by the members of the Japan Agency for International Cooperation suggests, despite their advanced rescue techniques and professionals, "the critical hours and days immediately following the disaster slipped away" (UPI, 2008).

With regard to media management, unlike in the past, the Chinese government not only loosened control of quake coverage, but also updated the information from the disaster area to the public immediately (Sun& Chou, 2009). However, the Financial Times (2008) argued that the live broadcasts of earthquake news on the Internet by a local television station was halted due to the fact that it offered more direct reporting from the disaster zone than the state-owned network.

In the post-disaster first phase, the tourism administration not only cooperated actively with the state-level relief operation to rescue tourists, but also took responsibility to inform all travelers entering the disaster area. On the same day the Wenchuan Earthquake happened, the National Tourism Administration of PRC (CNTA) issued an emergency announcement to all the travel agencies in China that suspended all group travel activities to Sichuan (CNTA, 2008). From then until June 15th 2008, all the tourism activities were called off in Sichuan Province. The banning

greatly dampened the tourism industry in Sichuan, but on the other hand, the local tourism industry got valuable time to make assessment of disaster impacts and get ready to start an extensive tourism planning for the upcoming recovery stage.

Overall, the reaction from the government side in the first stage was timely and effective, but the official attitude on the acceptance of foreign professional rescue teams to arrive at the disaster area to rescue people in time was still conservative. In the case of media coverage, the concept that the state-level is always better than the provincial-level should be changed.

3.2.2 Local Community Response in the First Phase

Community is a word that has no clear boundaries. Throughout this thesis, the term *community* refers to "*a particular area or place considered together with its inhabitants*," as defined by the on-line Oxford dictionary[3]. Depending on the relations with tourism and the Wenchuan Earthquake among those different units, we take the tourist attractions residents, tourism companies, local media and local tourism administration that were living at Sichuan Province and took the common goal for revitalizing tourism industry as the members of the local community.

[3] http://oxforddictionaries.com/definition/community.

In the first stage, the main activities carried out by the local community were self-helping and rescuing others. According to the statistics from the SCTA, there were more than 10,000 group tourists within Sichuan Province when the Wenchuan Earthquake happened, the SCTA quickly formed a specialized task force and informed all tourism-related sectors to rescue those group tourists. The successful cooperation from the various groups finally made the result satisfactory, 10668 group tourists who came from 12 countries, including 516 foreign tourists without any casualty were rescued after the Wenchuan Earthquake. This rescue operation was honored by the CNTA as a "miracle in the rescue history of tourism disaster" (SCTA, 2008a). During the rescue operation, the tour guides and tour bus drivers had a vital impact on comforting anxious tourists and taking them to look for the government rescuers. The local residents in this process provided their guiding assistance for those tourists groups who were not familiar with local conditions to find exits, and the media was responsible for timely transmission of rescue information to the outside world. The whole procedure was an integrated process of coordination and cooperation contributed by different sectors[4]. Being more familiar with tourist personal information, the tourism companies' reaction was actually more direct and immediate compared to that of the tourism administration. However, there was no emergency plan for tourism companies when the earthquake happened even though those companies played a significant role in rescuing tourists in a difficult time

[4] http://bbs.taoyo.cn/thread-43513-1-1.html

(SCTA, 2008b). The overall passive response of tourism organizations however, indicates that the local industry lacked sufficient preparation for the disaster.

With respect to self-help, compared to Japan and some other earthquake-prone countries which have long been training and popularizing the public in earthquake education, the Director of CEA (China Earthquake Administration) pointed out that, generally speaking, Chinese public awareness of the need for evacuation in an emergency is still weak (CEA, 2011). While there is no specific data showing how many people evacuated by their own efforts in the Wenchuan Earthquake, the survey conducted by Tang& Guo (2011) on 900 residents in the heaviest-hit three cities, Dujiangyan, Shifang and Mianzhu showed that 76.8% respondents said there has been no training about earthquake relief in the cities and they never got such knowledge or information from the government. Compared to other cases observed by Shaw& Goda (2004) after the Kobe Earthquake, where 60% local residents were rescued by themselves in the Nishi Suma area, the local community in Sichuan was obviously lacking in relief knowledge to address the earthquake. Furthermore, the "Happy Farmhouses" (in Chinese: 农家乐), one of the characteristic form of rural tourism in Sichuan were greatly destroyed in the Wenchuan earthquake. Take Longmenshan Town for example, this small town had 882 farmhouses before the Wenchuan Earthquake, however, 70% of them collapsed during the disaster. The devastating suffering of rural tourism in the Longmenshan area reflects the fact that

the resistance to disaster is weak for the local community as a tourist destination.

As noted above, the local community was evidently ill prepared and ill-equipped to deal effectively with any large-scale disaster in the first phase. Any actions, even the successful ones conducted by the local administration were quite passive. Nevertheless, Shaw & Goda (2004) claimed that community is a quite important unit right after an earthquake and that this will also impacted on the speed of recovery. Nagakawa and Shaw (2004) also mentioned the grassroots organization in the community can help the people recover rapidly in the situation where there is lack of government resources and support. Historical experience has shown that mobilization by the state can never ever reach the speed of civil society assembly. The affected people in the disaster area will always be the frontline rescuers, and as an autonomous actor in the entire disaster cycle, the important role of local community has always been stressed by academics (Li, n.d.).

3.2.3 Tourist Response in the First Phase

Being different from the government and local community, tourists are usually unfamiliar with the area and the local emergency plan, which puts them at greater risk than the local residents. In the first stage, tourist response in the affected area is usually quite passive to accept assistance from outside, for instance, the government

and civil society. To a large extent, after the disaster they are on the road or in the tourist destinations waiting to be rescued. The enormous negative impacts of the earthquake on travelers are obvious given the suddenly changed situation faced by the local travel agencies and hotels. After the Wenchuan Earthquake, travel agencies in Sichuan encountered large-scale booking cancellations so that most of them closed their businesses. What was worse, occupancy in the hotels was less than 20%; almost all the tourism workers were unemployed. The safety image of tourism destination in Sichuan was severely damaged (WEPT, 2008).

The SASS (Sichuan Academy of Social Science) conducted a survey in the main tourist markets regarding tourists' desire to visit Sichuan after the Wenchuan earthquake. For the 224 valid respondents, 80 had intended to visit Sichuan before or after the Olympics (in the year of 2008), however, this figure decreased to 24 in the year after the Wenchuan earthquake. What is more, of those 224 respondents, only 24 people planned to visit Sichuan soon, 18 were without travel consideration over the long-term, and more than 80% interviewees hoped to visit Sichuan after 1 to 2 years. The data clearly show that tourist confidence was seriously lost as a result of the earthquake and that tourism market confidence needs a relatively persistent period to recover[5]. Also, in this survey, the respondents showed their expectations for the future reconstruction and recovery that highlights the three major

[5] http://www.scol.cn/viewthread.php?tid=86314.

characteristics of the tourism industry in Sichuan, namely, the ethnic group culture, beautiful scenery and geological expedition features (SASS, 2008). In the later tourism planning, those suggestions and expectations were all taken into the consideration by the tourism administration.

3.3 Tourism Crisis Response by Different Sectors in the Second Phase after the Wenchuan Earthquake

3.3.1 Government Response in the Second Phase

The relief phase was followed by the reconstruction of infrastructure phase, in which government positively took the leadership (Shaw& Goda, 2004). As Scott et al. (2008) pointed out, leadership plays a crucial role in prioritization, redirection and creation of new patterns in the post disaster phase, since the crises are always chaotic, dynamic and dangerous. Additionally, in post-disaster reconstruction, manpower, materials and financial support are needed to put into the affected area, and that is why only the states that have absolute authority and legitimacy can often get involved (LI, n.d.). While the role of the government is critical in controlling various resources in China and taking responsibility to establish a new social order when the previous one had been disrupted, it is almost inevitable and compulsory for the government to take the strong leadership in the second phase. In this phase, also owing to the strong relations between central government and local tourism

administration with regard to policy making, tourism planning and other countermeasures undertake to bring tourism industry back on track. This research analyzed the local tourism administration's responsive behavior as categorized in the government field.

Historically, government has always released a serious of regulations, such as guidelines, policies or even new laws to affect, guide and regulate people's behavior and reconstruction work. The Wenchuan Earthquake was no exception, when the rescue operation was completed, the state then issued a series of policies to supervise and promote the recovery process. One month after the Wenchuan Earthquake, the Central People's Government of the P.R.C passed the <Regulations of Wenchuan Earthquake Restoration and Reconstruction> (CPG, 2008). Besides formulating the basic principles for the reconstruction, through its characteristic political structure, the Chinese government innovatively created a one-to-one aid mechanism approach, which effectively mobilized the resources from other provinces into the disaster area. To some extent, the aid system was not simply a charity from one place to another, but was also raised as a political task that has to be completed by those provinces. Therefore, vague competition among those "donors" or the support provinces existed in favor of the central government. Undeniably, this rebuilding system later proved itself as an important element for tourism revival. In sub- section (3.3.1.3) we will illustrate this twinning system in detail.

When people get ready to start reconstruction work, they may put an issue on the desk: “Do we need to seize this opportunity to better our system or just restore to it previous states?” And the answer from the SCTA is "it depends on the degree of damage".

On the basis of assessing the degree of damage of facilities, the SCTA divided reconstruction projects into three categories: repairing part of damaged facilities as soon as possible to meet the safety standard, namely, restoring to their previous states; rebuilding those facilities with new design which were severely destroyed and could not get back to the original shape; and for the new resources developed after the earthquake, it should explore the potential of the resources and completely restore them for the purpose of upgrading (SCTA, 2008c).

Scott et al. (2008) noted that while there is increase in tourism recovery; a new requirement of reconstruction is not only back to normal operation, but more radical and strategic thinking is needed in reshaping the tourism infrastructure, equipment and even staff replacement. Further, the requirement is to develop the patterns of operation and expand into new markets. Similarly, in the Sichuan tourism planners’ eyes, their purposes for tourism recovery after the Wenchuan Earthquake were to take advantage of the "opportunity" to better the local functional facilities and service system, alter the industrial structure to one more reasonable, and eventually

contribute to make Sichuan into a world-renowned tourist destination (SCTA, 2008c). Hence, tourism recovery is more than a simple copy from the previous, improvement and upgrading of the industry during the procedure of reconstruction is required.

Given that this massive undertaking is able to be organized efficiently as well as satisfied by various stakeholders, developing a scientific and comprehensive tourism plan before restoring might be a considerable first-step when the recovery stage has emerged. Harrill (2004）suggested that without proper planning and management, even in those tourist destinations which possess the equitable distribution of economic benefits, visitors will quickly change to hostility, and this will eventually lead to the decline of the tourist destination. To a large extent, making a scientific and practicable plan is the start point for effective tourism recovery after disaster.

3.3.1.1 Sichuan Tourism Planning for Wenchuan Earthquake Restoration and Reconstruction

The tourism recovery plan for Sichuan Province began as soon as 11 days after the Wenchuan Earthquake and finished within two months. Dr. Yang who was the person in charge of the project gave this explanation for the tight schedule, "the success of tourism recovery depends on the planning, and the industry can not afford a long time to wait after the disaster" (SCTA, d). Granted, evacuating tourists is the most imperative issue after the earthquake, meanwhile, as a industry which directly

impacts or is relevant to more than two million people (SDRC, 2007), it is also necessary for planning to guide the recovery in the right direction.

This thesis uses Gary's three- stage model of the collaboration process (in Jamal& Getz, 1995）to elaborate the procedure of tourism recovery planning for Sichuan Province. The first stage is evaluating the problem. Hundreds of experts were convened by the CNTA to conduct site visits to evaluate the damage on tourism of Sichuan (SCTA, 2008d). As Harrill (2004) pointed out in the decision-making stage, tourism planners need valid and reliable research thanks to the diverse range and contexts of the destinations. The post-disaster field research made experts believe that it was inappropriate to re-develop primary and secondary industry in the vulnerable earthquake zone, which are usually represented by the terms of "high consumption" and "high pollution", however, a wealth of tourism resources in this area could be used in a sustainable way. Tourism, for this reason, was established as a leading industry in the restoration and reconstruction phase. Up till now, the process has been within the second stage of Gary's model that is, direction-setting.

The final decision of giving "privilege" to tourism industry made those tourism relevant sectors very excited. The Director of the SCTA commented on this decision in an interview, "Setting the tourism as the dominant industry is the most important feature of post-disaster planning and this achievement has been hoping by our

tourism practitioners for many years" (SCTA, 2008d). His saying not only pointed out the important role of the recovery plan to tourism, but also implied that the service industry, to a large extent, is too dependent on administrations decisions.

In this phase, although the tourism administration plays a major role in decision-making, to some point public opinions and suggestions also have been involved and have affected government decision making. For example, their expectations for highlighting the three major characteristics of the tourism industry in Sichuan were adopted in the recovery plan mentioned in section ***3.2.3***.

In Gary's model, the third stage is implementation. Here this refers to restoring the productive capacity of the tourism industry. According to the tourism recovery plan, the revival of Sichuan tourism industry mainly relies on the recovery of productive capacity in the transportation, and tourist attractions sectors as well as tourism towns and villages. Planners found that the recovery of tourism productive capacity in this stage basically can be combined with infrastructure rebuilding. For example, by rebuilding roads and reception facilities, the tourism transportation system can be improved. In reconstructing houses, the local unique ethnic culture can be put into the architecture as a new element; accordingly, multiple characteristic tourism cities and towns can be formed in clusters. What is more, while doing the rehabilitation of infrastructure, rural tourism also can be re-developed and promoted. In addition, the

distribution of tourism resources after the earthquake can be re-arranged, for instance, the earthquake caused devastating damage to some natural landscape which is hard to restore, but on the other hand, some new tourism resources also appeared after the earthquake, such as the earthquake ruins.

3.3.1.2 Market Recovery Strategies

Recovery of the tourism industry not only refers to tangible productivity recovery, namely, the reconstruction of infrastructure. If it can not bring the appropriate market consumption, the so-called "recovery" is only temporary and the local community still can not survive by relying on the tourism industry over the long term. Based on analyzing the responsive behavior by government in this stage, it was unexpectedly discovered that marketing strategies to stimulate consumer demand by local government almost started at the same time as the reconstruction of infrastructure. That is to say, the government began the second phase of rebuilding infrastructure while simultaneously considering the third phase requirement of developing the industry, and this not only indicates that government started the external marketing actions from the beginning of the recovery phase but also implies that the "combination" idea occurred internally in the phase of restoring infrastructure which as demonstrated in the last sub section (***3.3.1.1***). The boundaries, for that reason, between the second and third phases are becoming blurred.

From the tourism market recovery perspective, Prideaux et al. (2010) suggested that it is necessary to begin the tourism recovery as early as possible since the best time to seize significant media attention is shortly after the disaster. According to the data provided by Baidu, since the Wenchuan earthquake happened, the attention on Sichuan Province was much higher than other provinces, the keyword search volume of "Sichuan" increased by 86.4 times. Among them, the concern to the epicenter "Wenchuan" increased nearly 20 million times. Before the earthquake, it was a quite small county that even most Chinese were not familiar with, but after the earthquake, the mini county accepted queries from millions of Internet users every day. For another worst-hit county, Beichuan, the earthquake raised public concern for it about 77 times, and for the cities of Mianzhu, Yingxiu, Shifang and Maoxian which were frequently mentioned in the earthquake, outside attention soared by 1680, 735, 2629, 4371 times respectively (SRITP, 2010).

3.3.1.2.1 Stages of Market Recovery

Tourism Market recovery strategies were firstly proposed in the provincial tourism reconstruction plan. The SCTA developed a separate chapter for tourism market recovery strategies which consisted of short-, medium- and long-term phases. In general, the object in the short-term (from June 2008 to the end 2008) was basically to rebuild the confidence of local tourists within Sichuan Province and re-open tourism markets in the non-affected area. Market recovery in 2009 was the second

phase, developing rural tourism, gradually opening the affected and non-affected tourist attractions, and, expanding the overseas markets were the targets for the SCTA. Since 2010, tourism needs to truly become the leading industry in the disaster area and extensive tourism revitalization will then be achieved (WEPT, 2008, p23).

According to one of the policies created by the CNTA, the tourism market of Sichuan Province after the Wenchuan Earthquake should be opened by different phases, regions and markets which depended on their affected severity and important status to the whole tourism industry. The SCTA therefore made some principles for market recovery, for example starting “from the non-affected area to the affected-area", "from the outskirt of Chengdu to the nationwide", "from domestic to overseas,” etc. One month after the Wenchuan earthquake, the SCTA started to activate the first batch of tourism markets which contained 13 states in Sichuan Province. Within two months, the second batch was released to the public. Since Aug 6th 2008, the third batch of tourist attractions which was represented by Jiuzhaigou Valley was finally removed the banning tourism activities. Also, the last announcement was an indication that all the tourism markets in the 21 states within Sichuan province had started the recovery stage (SCTA, 2010).

As can be seen from those official marketing plans, the recovery speed of the tourism market was actively stepped up by government decisions. At the same time, the

reconstruction of infrastructure in the affected area also had been proceeding. The facts suggest again that distinguishing the second and third phases as separate infrastructure reconstruction and industry development is not totally accurate, as they have some overlaps in reality.

3.3.1.2.2 The Strategy of Lower Pricing

Carlsen &Hughes (2010) suggested that considering the situation of revenue shortfall, cancellation losses and the fact that industry might be locked into lower margins and rates, it is not usual to offer discounts immediately. However, this might ignore the influence from the external environment to the local markets. Since 2008, the global economic downturn as a result of the subprime mortgage crisis which originated in the United States led to inbound tourist arrivals in China decreasing significantly. In this case, many Chinese provinces and cities changed to focus on the domestic market and chose to use a "competitive price strategy", which is usually lowering prices to stimulate tourist consumption. The external environment and a strong internal desire to revive tourism from the earthquake pushed the SCTA to take the same special measures at such a special time. Consequently, since the beginning of 2009, the SCTA started to carry out a "lower pricing" strategy which suggested creating price comparative advantage to attract tourists. On the basis of offering high quality travel contents while releasing various incentive plans to form a lower price base, outside tourists could be attracted to Sichuan (SCTA, 2009a). For example,

hundreds of tourist attractions in Sichuan Province opened to the tourists for free on the anniversary day of Wenchuan Earthquake; 20 million Panda Cards which are categorized as “golden” and “silver” were issued to allow non-Sichuanese (including foreign nationals) free or 50% discounted entrance to 11 state-owned sites in the Capital city of Sichuan. Each time the card is swiped, points will accumulate on the card, which will entitle the cardholder to further discounts at various member companies of the Chengdu Best Tourism Groups. The panda card therefore has been widely viewed as a major force in accelerating the tourism recovery of Chengdu City and indeed stimulated the tourism market of Jiuzhaigou Valley and its surrounding areas indirectly, since Jiuzhaigou Valley is typically one of the sites that have to be arranged in the itinerary for tourists from outside Sichuan. Most tourists, especially from the eastern provinces and cities, such as Beijing and Shanghai, those leading tourist source markets out of Sichuan, would never only just visit the tourist attractions around Chengdu city after they spend 3 hours by flight or nearly 40 hours by train when they finally get to Sichuan. A-ba State, in which there are abundant tourists attractions and was also affected severely in the Wenchuan Earthquake, presented to other provinces rather than Sichuan 180 thousand free site tickets. What is more, Sichuan advertised herself as the hometown for “Tuan Tuan” and “Yuan Yuan” [6]and took such an advantage to attract the traditional inbound market in Taiwan. Tourists can get a free ticket or 50% discount in most tourist attractions in

[6] Tuan Tuan and Yuan Yuan are two giant pandas were born in the Wolong National Nature Reserve in Sichuan Province that was given by the "mainland China" to the "Taiwan" in 2008. The pandas are being housed at Taipei Zoo.

Sichuan by showing the ticket they get from Taipei Zoo for visiting the giant pandas "Tuan Tuan" and "Yuan Yuan" (SCTA, 2009b).

3.3.1.2.3 Information Media

Tourism products are different from industrial goods. As a simple example, a mouse seller can take his product everywhere to show his customer, a travel agency's manager however cannot bring the marvelous scenery of Jiuzhaigou Valley or the splendid culture of Qiang People[7] to attend a tourism promotional fair except through photography. So what could he do to sell his product? The answer might be by taking advantage of the information media.

After the Wenchuan Earthquake, many people had a perception that all the tourist attractions in Sichuan were severely impacted, although in fact, the key sites were not devastated as seriously as people imagined. Take Jiuzhaigou Valley for example, the scenery of the place was not destroyed at all, but road accessibility to the Jiuzhaigou Valley was severely damaged while flight access could still be operated.

At the time, safety over-concerns were not only by the tourists, but also came from

[7] The Qiang people are an ethnic group of China, living mainly in northwestern part of Sichuan province.

some travel agents and tour operators. Hence, it was necessary to correct the mis-perception of the public, inform the potential travelers that tourism in Sichuan was still running and eliminate the uncertainty of travel agents and tour operators immediately.

Figure 3.2 Jiuzhaigou and Huanglong Natural Reserves in Sichuan Province

Source: The Author

From June 15th 2008, the banning of suspending tourism activities in Sichuan was removed by the government, and the first message that was supposed to be sent to all the concerned groups was that it was safe to travel in Sichuan and most of the key sites were not affected by the Wenchuan Earthquake. The primary effort was started by motivating local tourists within Sichuan Province while passing the safety information to the outside through state-level TV channel and radio as well as major internet sites. By carrying out "Sichuanese Tour in Sichuan", the authorities could

not only take advantage of the large population of Sichuan Province, but could also stimulate the national market through the Sichuanese demonstration effect. Motivating the local market while organizing intensive advertising campaigns in the outside in this way contributed to correcting the perceptions of tourist attraction conditions in Sichuan that suffered from negative media coverage due to the severity of the earthquake, and to re-building market confidence comparatively quickly.

A communication strategy with tourism enterprises and media representatives in major domestic and overseas markets was undertaken by the SCTA and strongly supported by the CNTA, which aimed to keep those market players maintaining the service with the government's credibility (Table 3.1).

During the critical phase, whether the industry can seize favorable opportunities to accelerate the recovery process is another strategy which was worth considering by the administration. Capitalizing on the right time of high global and domestic concerns about Sichuan after the earthquake, the SCTA hosted a significant number of promotional fairs and high-level conferences to advertise Sichuan's tourism. These efforts not only maintained the confidence of traditional markets but also expanded new markets as well. What is more, under the "one-to-one aid mechanism", the harmony message was sent to brother provinces. "Come to visit Sichuan is your best support" was designed to take advantage of people's sympathy for the affected area.

This slogan and the lower pricing strategy in 2009 made the tourism market grow in terms of domestic tourists and total tourism revenue. Furthermore, in grabbing the opportunity of big events, a creative proposal that was accepted was that the Panda Hometown Tour would link the 2008 Beijing Olympic Games and the direct Sichuan- Taiwan flight opening in December 2008, since Sichuan Province is the hometown for "Jingjing the Panda", one of the five official mascots for the 2008 Beijing Olympic Games and “Tuan Tuan” &”Yuan Yuan”, the two giant pandas that were given to Taiwan by mainland China in 2008.

Table 3.1 Sichuan Tourism Marketing Strategies and Results 2008~2009

	Schedule	Strategies	Results
1	2008.6	By rebuilding the confidence of Sichuanese to drive the national market recovery.	Established the cooperation mechanism of 11 states within Sichuan and re-designed three high-quality tourist routes to promote "Sichuanese tour in Sichuan".
2	2008.6 ~2009.4	Pass safety and travel information to the public by utilizing the mainstream media.	Cooperated with CRI, CCTV and the Travel Channel to carry out knowledge champion about Sichuan tourism play the promotional video and release the tourism information.
3	2008.6 ~2010	Investigation trips for travel agents and media from all overseas major markets.	Since June 2008, 15 times investigation trips, including 510 people.
4	2008.7.13	High-level promotional fair in Beijing.	Send message to the national public that "Sichuan is still charming".
5	2008.7	Promotional workshops in major domestic markets.	Promotional event in Shanghai, Zhejiang, Jiangsu, Chongqing, Guangdong, Fujian, Shanxi.
6	2008.10 ~2010	Promotional workshops in major inbound markets.	11 promoted trips in Macao, Hong Kong, Korea, Japan, Taiwan, Portugal, Singapore, and Malaysia.
7	2008.10	Host or attend international trade shows, promotional fairs & tourism cultural festival in China.	2 international trades and shows 2 promotional fairs 1 tourism cultural festival
8	2008.11	Take advantage of global concern in Sichuan, host high-level international conference regarding tourism crisis management	"International Conference on Revitalization of Tourism and Confronting Crisis" organized by CNTA, UNWTO, SPPG and supported by PATA
9	2008.12	Seize opportunities of "Tuan Tuan" & "Yuan Yuan" and the direct flights opening from Sichuan to Taiwan.	Carried out the "Tuan Tuan& Yuan Yuan" hometown tour.
10	2009	Lower pricing strategy	Issued 20 million panda cards. A ba state presented 180,000 free tickets to other provinces. Hundreds of tourist attractions had 50% discount for sites ticket in May. Total tourism revenue in 2009 increased by 0.3% over 2007.
11	2009	Joint promotional activities with neighboring tourism provinces.	Joint brand advertising campaigns with Chongqing, Shanxi, Yunan, Xizang and Guizhou Province.
12	2009.3	Organize the advertising campaigns during the CPPC&NPC conference.	Promoted outdoor tourism of Sichuan in Beijing.
13	2009.3	Attend international trade shows out of China.	Attended Berlin Tourism Fair and conducted a promotional show named "the night of Sichuan".
14	2009.4 ~2009.5	The second-round promotion workshops in major domestic tourism markets.	Promotional event in Beijing, Dalian, Zhengzhou, Wuhan, Shanghai, Yunnan, Guizhou, Guangzhou.

Sources: Compiled from the SCTA, 2009

3.3.1.2.4 "Government-led, Enterprise-majored, Market-oriented" Operational Model

When enterprises, the major market components cannot operate generally as a result of their weak resistance to the devastated disaster or crisis, government intervention is normally acquired. In the whole process of market recovery of Sichuan, central and local administrations made a great effort to implement such an operational model. In this government always played the leading and governing role with regard to policy and financial support while it still valued tourism enterprises as the active and major components in the socialist market system.

From the policy making perspective, the preeminent efforts were conducted by the SPPG. The so-called 27 “high gold content” guidelines in the “Suggestions on speeding up the revitalization of the tourism industry” (in Chinese: 《关于加快恢复振兴旅游业的意见》,SCTA, 2011a) were developed to further strengthen government guidance of investment, extent credit policy and offer tax incentives as well as motivate the major components to build a competitive environment in the market. For instance from tax incentives the “Happy Farmhouse” owners in the affected area can get exemption from various taxes and fees within three years if they want to restart their business after the earthquake. Through creating a favorable policy environment to restore stakeholders’ confidence and attract a wide range of social capital to get involved in tourism recovery and later operation the government

can maximize the advantage of leadership. The directive investment by the central government is reflected in the arrangement of 1.5 billion RMB for tourism recovery in three consecutive years. And this immense quantity of specialized fund was mainly for the purpose of financial assistance to those affected tourism enterprises, including tourist attractions, star hotels, travel agents and coach companies; but public service facilities restoration and emergency rescue system reconstruction can also benefit from this financial support. In addition to the government financial investment, a diversified investment pattern which consisted of credit loan, one-to-one rebuilding mechanism, social channel and market operation was strongly encouraged to apply in the various ways of raising funds as well.

Aimed at fostering the major component in the market, the Sichuan provincial government also paid more attention to the support of 64 key tourism enterprises. In this way, a competitive environment could be cultivated to place a greater role on the market self-management.

3.3.1.3 One-to-one Aid Mechanism

A unique type of assistance mechanism “dui kou zhi yuan” (in Chinese: 对口支援) was created by the central government after the Wenchuan Earthquake. In English, it has many translations, one-to-one aid mechanism, one-on-one rebuilding system or

twinning assistance system, all reflecting the characteristic of this mechanism. In Sichuan's case, it particularly refers to the provinces or cities in the developed area of China supporting the disaster area in Sichuan Province. Nevertheless, this one-to one assistance was not a voluntary behavior conducted by the supporter; on the contrary, to a large extent, it was the manifestation of the national will.

Although the official plans formally determined to apply this mechanism in the reconstruction process after one month of the Wenchuan Earthquake by the central people's government of P.R.C, as a matter of fact, this mechanism was revealed as early as in the rescue and relief stage. Considering the economic strength of the support side and the affected level of disaster area as well as taking into account that the primary assistance pattern had already been formed in the disaster area in the first phase, there were 18 provinces and cities from the eastern and central part of China designated to support one city or one town within Sichuan Province respectively (Table 3.2).

Within three years, aid provinces need to support their counterparts with a variety of assistance in terms of manpower, material and financial resources as well as intellectual support. What is more, those supporters were acquired by the central government to contribute to their recipients with investment in kind by not less than 1% of last year local revenue. In return, the central government offered special preferential policies and measures to make the progress smoother. Basically, the

twinning assistance system is not only a simple humanitarian aid; a "political task" has been assigned by the central government to those 20 provinces and cities. By taking this chance, Sichuan can get rapid recovery with help from all sides and further, provincial governance capacity could be raised by the central government.

Table 3.2 Arrangement of Supporters and Recipients in One-to-one Aid Mechanism

	Aided Provinces/cities in China	**Recipient Cities/Counties in Sichuan Province**
1	Shandong Province	Beichuan county
2	Guangdong Province	Wenchuan county
3	Zhejiang Province	Qingchuan county
4	Jiangsu Province	Mianzhu city
5	Beijing	Shifang city
6	Shanghai	Dujiangyan city
7	Hebei Province	Pingwu county
8	Liaoning Province	Anxian county
9	Henan Province	Jiangyou city
10	Fujian Province	Pengzhou city
11	Shanxi Province	Maoxian county
12	Hunan Province	Lixian county
13	Jilin Province	Heishui county
14	Anhui Province	Songpan county
15	Jiangxi Province	Xiaojin county
16	Hubei Province	Hanyuan county
17	Chongqing Province	Chongzhou city
18	Heilongjiang Province	Jiange county
19	*Shenzhen city*	*Heavy affected area in Gansu Province*
20	*Tianjin city*	*Heavy affected area in Shanxi Province*

(Source: the One-to-one aid mechanism scheme in the Wenchuan Earthquake Restoration and Reconstruction, in Chinese "汶川地震灾后恢复重建对口支援方案", CPG, June 11, 2008)

One of the successful cases under the mechanism has been conducted at Shuimo Town of Wenchuan County. This rural town, little known before the Wenchuan Earthquake was amazingly awarded as the "World Best Practices of Post-disaster Reconstruction" by the Global Forum on Human Settlements (GFHS) & the World Best Practices Magazine (Asia Pacific Edition) in 2010. This honor was inseparable with efforts made by the aid partner Foshan, a developed city in Guangdong Province. Foshan's early involvement in planning and designing in the secondary phase largely helped Shuimo Town to change its development direction from previous high-energy consuming and high-pollution small industry to a modern service industry.

Figure 3.3 the Comparison of Shuimo Chanshou Ancient Street after the Wenchuan Earthquake and after Reconstruction

(Source: Left: http://www.abazhou.gov.cn/zhcj/jycj/czcj/xjdz/201012/t20101227_294849.html;

Right: http://www.57023.com/Content/12628.aspx)

Moreover, a large amount of funds that had been raised in Foshan and pumped into Shuimo town, which greatly guaranteed reconstruction, was achieved through high-quality projects and at a comparatively fast speed. According to the World Best Practices Magazine report, Foshan city totally input 2.5 billion RMB to Shuimo Town; 1.071 billion came from Foshan municipal government, the rest was raised by social funds in Foshan. Also, from the manpower perspective, in order to accelerate the construction progress, the Foshan team transferred more than 200 engineers, technicians and construction workers from Guangdong province to Shuimo Town (WBP, 2010).

In summary, the government's comprehensive response with respect to the extensive planning, well-funded reconstruction, marketing and etc in the second phase, specifically in a limited phase of recovery, significantly made infrastructure restoration possible and market confidence rebuild quickly. However, Tang & Guo (2011) observed that the government over-emphasized post-disaster restoration and reconstruction of schools, hospitals, roads and other landmarks, while ignoring local people's specific and long-term needs. Also, they pointed out that because local government was not accustomed to the new ways of working and had profit-oriented differences with the local community, in the whole process of planning and designing as well as dealing with some other major issues, public participation was still low.

3.3.2 Local Community Response in the Second Phase

Li (n.d.) noted that different local communities in the affected area of Sichuan displayed different outlooks during the process of reconstruction. Some of them could be quickly organized to respond to the disaster while others only waited for outside assistance. National capacity through the formal system which refers to the same subsidies and reconstruction policies has been shown to differently impact in the local communities. In other words, implementation of national policy at each local level is not the same. However, whether the community has an effective response at all will determine the progress of recovery and even the future development direction.

As Harrill (2004) pointed out, once local residents understand the value of tourism to their community, they will proactively participate in the protection of their living environment. This is shown in Mianzhu Chinese New Year Painting Village which was the subject of field study in March, 2011. This village in the past was entirely relying on small-scale agriculture. In the Wenchuan Earthquake, the agricultural infrastructure and the villagers' houses were destroyed. Nevertheless, by developing rural tourism with its unique characteristics in the second phase, this small village recovered quickly.

Figure 3.4 the Comparison of Mianzhu New Year Painting Village right after the Wenchuan Earthquake and after Reconstruction

Source: The Author

The unique characteristic in this village refers to a splendid folk art that is wood-cut New Year painting; moreover, villagers have such traditional culture that puts the New Year painting on the wall or windows for good luck in the coming year. Therefore, this folk art has been kept as a traditional convention for hundreds of years but its value as a tourism product had never been explored until the local community decided to develop tourism as a leading industry after the earthquake. By taking advantage of the "one-to-one aid mechanism", the supporter city and local government jointly made the new plan for the village and New Year painting was considered as an attractive cultural element to visitors that should be put into the reconstruction and restoration strategy. For instance, every house in the village was required to put a New Year painting on the wall and a new production base for making New Year painting has also been built in the village.

Figure 3.5 Mianzhu Wood-cut New Year Painting and Wall Painting

Source: The Author

According to field observation, the unique house appearance made the village differentiated and attractive compared to other surrounding general villages. A small number of local residents (9 people) and one statistician working in local committee were interviewed and indicated that most of residents in this village have shifted their response from passive to proactive. For example, in the beginning of reconstruction, they were asked to put the New Year painting on the wall following the village planning arrangement, while nowadays villagers are becoming voluntary and creative to draw those New Year paintings on the wall once they build a new house. The villagers said that they never expected one of the customs in their daily lives could be so attractive to visitors. Further, with driving by tourism, many local young people would like to work in the New Year painting production base so that this folk art which was gradually lost in the new generation has been back to revival.

The growing tourists' number also encouraged the business of "Happy Farmhouse". On the day of field research at that village, I tried to have lunch at one of farmhouses, but unfortunately was told by every house owner that all the meals at lunch time had been booked by private or travel agencies from outside. Also, they told me that this situation quite often occurs and is even more serious during Golden Week or other holidays.

Figure 3.6 Happy Farmhouses at Mianzhu New Year Village

Source: The Author

With this increase of visitors, expanding tourism relevant businesses has began to catch more attention from the local community, since it not only provides employment to the local people but also brings new elements to the tourism activities. During this process, social capital involvement has received a great consideration by the local community, the banners for encouraging and motivating social capital investment could be seen in many places at that village.

Figure 3.7 the Banner for Encouraging Social Capital Investment at Mianzhu New Year Village

Source: The Author

Regarding the importance of social capital in the recovery, Shaw& Goda (2004) pointed out it can "play a significant role in the reconstruction process in terms of speed and satisfaction. The community with social capital is proactive in collective decision-making and contributes to a speedy recovery." At New Year Painting village, a rose nursery covering an area of 600 acres invested by a Sino-Japanese joint venture company for the purpose of making rose otto has achieved agreement from the local community. The company pays the land rent and hires local people to plant and take care of the nursery while the community provides land and manpower. Consequently, the company could get a piece of cheap, well-planned, and carefully cared for land, while the local community will solve the employment problem and make the rose garden as a new attraction to visitors. Thus, the local community

response to the disaster at New Year Painting village seems successful and more and more proactive. One of the decisive factors contributing to success is to motivate the villagers to get involved in tourism activities as a supply side that makes efforts to provide attractive and enjoyable tourism products to the demand side. All the income generated by tourism can support the expenses of the recovery and be used to keep modifying the village, so more visitors will come and the lives of the villagers therefore can be improved gradually. Hence, the whole process could be formed as a cycle in a sustainable way.

Figure 3.8 A Villager Afforesting and Beautifying the Environment of His "Happy Farmhouse" (L) & the Author Standing at the Entrance of the Village (R)

Source: The Author

Another component in the local community is the tourism enterprise. Crouch and Ritchie (1995) discussed the role of tourism enterprise in one of their working papers. They raised the fundamental importance role of the tourism enterprise to the

development of the tourism industry. Also this important role can be recognized in the post-disaster recovery stage since in the market economy, enterprises are always the major components to activate tourism markets. Previous sections discussed the huge devastation to the tourism enterprises of Sichuan province by the Wenchuan Earthquake. In the face of such a depressed market, by taking advantage of government supportive policies, tourism enterprise response in the second phase was proactive and positive. Primary efforts started from the association and cooperation between strong tourism enterprises. Through powerful alliances, joint marketing and planning, new products and projects were designed and been put on the market with a serious of impressive advertising campaigns. Mount Emei, which is one of the key tourist attractions in Sichuan, initially cooperated with the Ctrip travel website that created a joint business model between tourist attraction and an Internet Company to expand new marketing channel for travel (SCTA, 2008e).

3.3.3 Tourist Response in the Second Phase

The effective and powerful responses from the government and the local community in the second phase have greatly contributed to the positive response of tourists. In 2009, the province's total tourism revenue achieved 147.248 billion yuan, up by 34.8%; the number of domestic tourists reached 219.2 million, indicating a growth rate of 25.6% over the last year; the same year also saw domestic tourism revenue

reach RMB 145.277 billion, growing at 34.85% from 2008 to 2009 and accounting for 98.66% of total revenue. Inbound tourists traveling to Sichuan reached 0.85 million, 21.5% higher than in 2008. Also those foreign arrivals generated US$ 288.6 million inbound tourism revenue to Sichuan Province, increased by 34.22% compared to the year of 2008 (Table 3.3). The SCTA uses the three major indicators, which is total tourism revenue, domestic tourism income and the number of domestic tourists to evaluate the market recovery level, the result was positive since in just one year, the market has already exceeded the level before the earthquake. Nevertheless, it is obvious to see that the domestic tourism market took the majority of the total revenue while the inbound market, no matter the tourists' number or the inbound tourism income, has not reached the level of 2007.

It can be seen the market strategies taken by the tourism administration have been given priority to boost the domestic market and those measures received a proportional effect to the outcomes. Compared to the domestic tourists, the negative impact of a gigantic natural disaster on inbound tourists has a long-term effect and the inbound market recovery needs much more time to rebuild the tourist and market confidence.

Table 3.3 Sichuan Province, 2007-2010 Statistics of Tourist Reception

Year	2007	2008	2009	2010
Total tourism revenue (billion RMB)	121.731	109.152	147.248	188.61
Increase/decrease by (%)	—	-10.33%	34.90%	28.09%
Domestic tourism revenue (billion RMB)	117.99	107.733	145.277	186.2
Increase/decrease by (%)	—	-8.69%	34.85%	28.17%
Domestic tourists (million people)	185.6969	174.56	219.2214	271
Increase/decrease by (%)	—	-6.00%	25.59%	23.62%
Foreign exchange earnings (million dollars)	512.4284	214.9835	288.5593	354
Increase/decrease by (%)	—	-58.05%	34.22%	22.68%
Inbound tourists (million people)	1.7087	0.6995	0.8499	1.05
Increase/decrease by (%)	—	-59.06%	21.50%	23.54%

(Date source: Compiled from the SCTA, 2010)

Among those marketing recovery methods, the Strategy of Lower Pricing particularly stimulated the customer's consumption desires. According to official statistics on Golden Week in May 2009, tourists increased sharply in the 11 state-owned tourist attractions where use of the panda cards was encouraged. On the day of May 1st 2009, the tourists at Qingcheng Mountain – Dujiangyan Irrigation System, Giant Panda Research Base and Wuhou Temple, which are the most popular tourist attractions to the domestic visitors other than Sichuanese, increased by 70%-90% compared with the same period of the previous year. Other local tourist attractions, such as the Jinsha Museum, and Yongling museum in Chengdu city also saw a significant rise in 3 days of Golden Week, the figures up from 4374 and 910 of 2008 to 15,949 and 2823 people in 2009 respectively, an increase rate of more than 200%

(SCTA, 2009c).

Another marketing action called “Sichuanese tour in Sichuan”, which aimed to boost the local people’s demand for tourism has greatly promoted the recovery of rural tourism and given the tourism towns and villages which surround Chengdu city a period of prosperity. Especially with the improvement of infrastructure thanks to the reconstruction after the earthquake, those areas on the outskirts of Chengdu city have turned out to be the first choice of tourist destinations for the local citizens in their relatively short holidays, and ensured excursions to those tourism towns and villages around the city becoming popular.

In interview with Dr. Wen Xueju, the effectiveness of the One-to-one Aid Mechanism working on the domestic tourist response was discussed. She claimed that it was an important factor to encourage the domestic market, yet no official statistics show how many percent of visitors were under the one-to-one aid scheme after the Earthquake. Part of the reason is that no specific target number of visitors were required by those twining cities although the slogan of "Come to visit Sichuan is your best support" was proposed and appealed to them. What is more, of these tourists, most of them chose independent travel to Sichuan, so it was difficult to count what percentage of people come to visit owing to the fact that their origin provinces or cities were designated to assist in rebuilding one of the disaster areas.

There were some cases that could be attributed to taking advantage of twinning aid system; however most of them come from the official invitations. For instance, the traffic and cultural departments organized some official tours for their counterparts of aided provinces, yet the quantity was small. Also, the group tours arranged by the tourism bureau were even fewer.

3.4 Tourism Crisis Response by the Three Sectors in the Third Phase after the Wenchuan Earthquake

Since there are some overlaps between the second and third phases, due to the compulsory need for the continuous policies and operations in the real world, it is better to understand the original proposal for the division of those three phases in the following way. The second phase basically could be defined as a limited phase of recovery, namely, the recovery is required to be finished within a limit period. Further, within the specific time, recovery consisted of two sections: the recovery of tangible productivity and the recovery of intangible productivity. In general, infrastructure reconstruction can be finished within a specific time and it is not necessary to continue a vast investment in the next step. Nevertheless, with regard to the intangible productivity recovery, although it could have some criteria for measuring whether it has been recovered or not, such as the total tourism revenue and the number of tourists what we noticed above, still needs to be proceeded with in the third phase. Essentially, the third phase therefore can be regarded as a stage to

enhance the soft power of the tourism industry.

The phrase "soft power" was firstly raised by Joseph Nye of Harvard University in 1990. He proposed that soft power is refer to "the ability to obtain what one wants through co-option and attraction" and the resources of soft power include cultural attraction, ideology, and international institutions. Also, he suggested that soft power is comparatively more important under current various trends (Joseph, 1990). This insight particularly put forward the concept of cultural attraction in the study of international affairs and quickly becoming a hot topic. As a result, the soft power of tourism also began to get scholar's attention and the concept in the tourism field still has much space for extension and development in the future. Cao (2010) pointed out the soft power of tourism can be formed in tourism destination between the local people and visitors by comparison of their culture, the image of the tourism destination and the tourism products. This sort of soft power has the capacity to amend tourists' cultural preferences and make them follow the destination's will. In other words, tourism destinations have the ability to dominate tourists who voluntarily comply with the local culture and traditions, mainly because these have a powerful distinctiveness and attractiveness. Therefore, it is important for the government to recognize the strong link between tourism and culture, which can be taken advantage to help a place achieve great attention. The recovery experience of Kobe city after the Great Hanshin-Awaji Earthquake was a good case in point for

culture promotion. The Kobe government launched a serious of cultural promotion programs to encourage people to re-create a city with rich culture. For instance, local citizens were asked to carry forward Japanese excellent service culture to visitors and a light festival "Kobe Luminarie" commemorating the Great Hanshin earthquake every December that attracts more than 4 million visitors every year. In Sichuan's case, the tourism bureau tried to use policy intervention to strengthen the relationship between tourism products and local culture in the affected area, through creating or redesigning 100 high-quality tour routes with new emerging attractions and some attractions that had disappeared after the earthquake to show the new outlook of reconstruction and have tourists experience the local people's life changes within integrated local culture, history and natural resources in the disaster area (SRITP, 2010).

For the tourism cities which experienced huge disasters or crises, enhancing soft power is not just from a cultural perspective. In order to make the market and tourists have confidence in the area, the ability of emergency response is also required by the government. In that sense, more systematic risk management frameworks, more professional personnel training and more comprehensive crisis management have been acquired. In the third phase, the tourism bureau placed hopes with policy support again and planned to make new revitalization plans for the disaster area. Although the expectations for enhancing crisis management research and upgrading

the service level have been put forward officially in policy documents, specific measures for implementation have not evolved. With regard to this disparity that exists between policies making and actual implementation, is discussed in Chapter 4.

Normally, the local community in the third phase should become more optimistic, progressive and self-motivated when the tourism market is gradually recovered. At the same time, the grass-root active demand for participating in the policy-making process has become obvious and pressing. This need is reflected in the next five year plan (2011~2015) which is proposed by the SCTA. A provincial committee for tourism promotion is suggested, in which state-level governments and tourism bureaus and some tourist attractions as well as tourism enterprises will be included for the purpose of making annual promotional programs, key emphases in work, target market definition as well as promotional activities and other important measures together (SCTA, 2011b). It can be seen that government has started to pay attention to absorb and extract the views of the local community in the late recovery phase since only in this way policies which meet individual requests are initiatives and are easier to accept and more conducive to be carried out by the local community.

Furthermore, the local communities in tourism destinations are supposed to develop their own attractiveness in depth, which mainly refers to a distinctive culture that everyone can recognize. Nevertheless, to justify a moderate "depth" which can meet

requirements from different stakeholders is always a challenge for tourism planners and practitioners.

CHAPTER FOUR SICHUAN'S TOURISM POST-DISASTER MANAGEMENT FRAMEWORK AND PRELIMINARY DISCUSSIONS ON TWO IMPORTANT MECHANISM AND POLICY

4.1 Sichuan's Tourism Post-disaster Management Framework

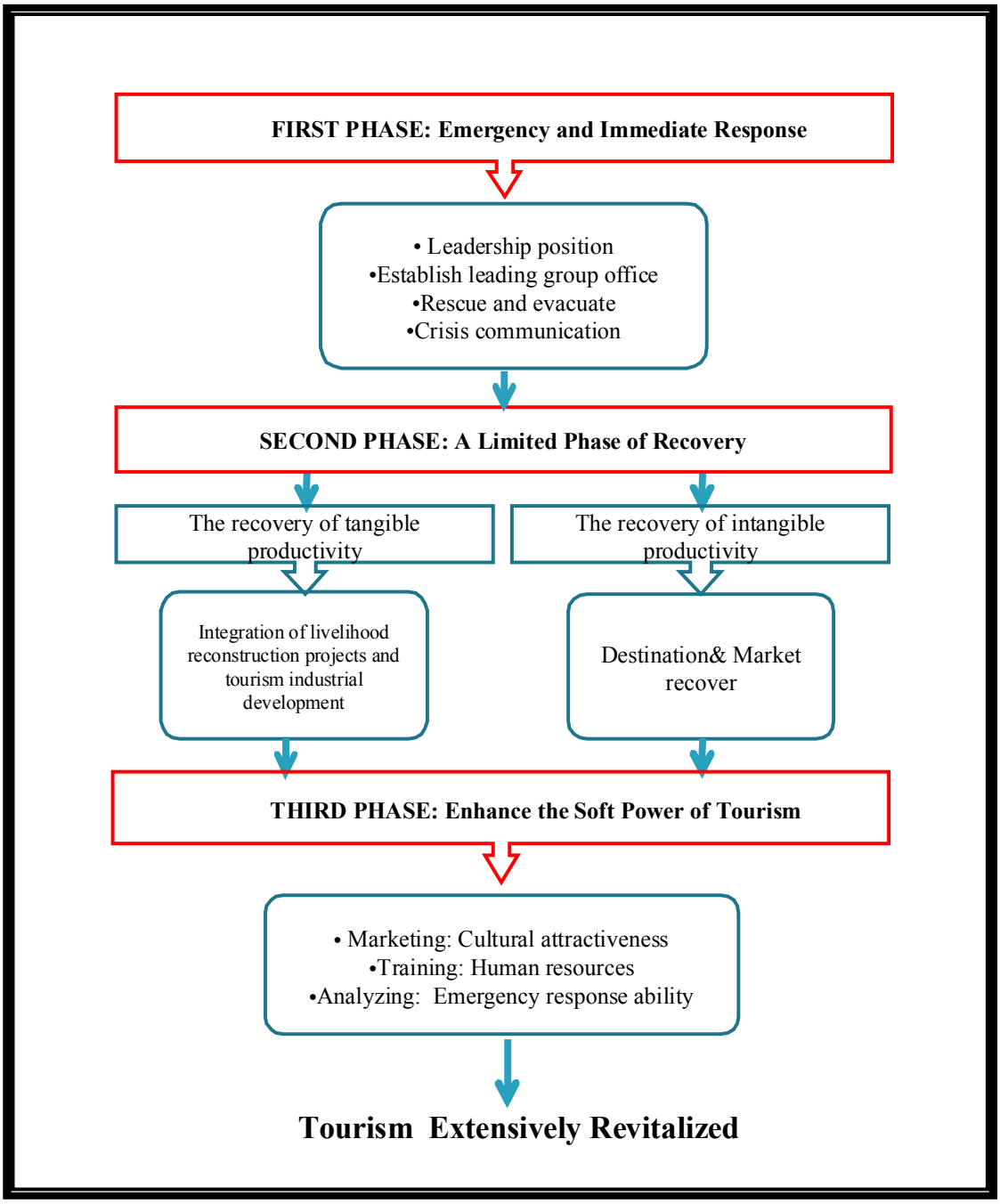
Based on the experience derived from the descriptive analysis of Sichuan's response to the Wenchuan Earthquake in Chapter 3, this research proposed a general framework for post-disaster tourism revitalization of Sichuan in Table 4.1 and then annotated this with three sub divisional frameworks of each phase in Tables 4.2, 4.3 and 4.4. The general framework of Sichuan's response, mainly from the government perspective, has been summarized in these tables. They also show the main conclusions emerging from this research and highlight the key points for future study. The main post-disaster management strategies and principles that tourism administration undertook in face of the Wenchuan Earthquake are shown in Table 4.1.

The whole process of tourism recovery after the Wenchuan Earthquake can be combined into three phases which include:

- *First phase: Emergency and immediate response* (Table 4.2).

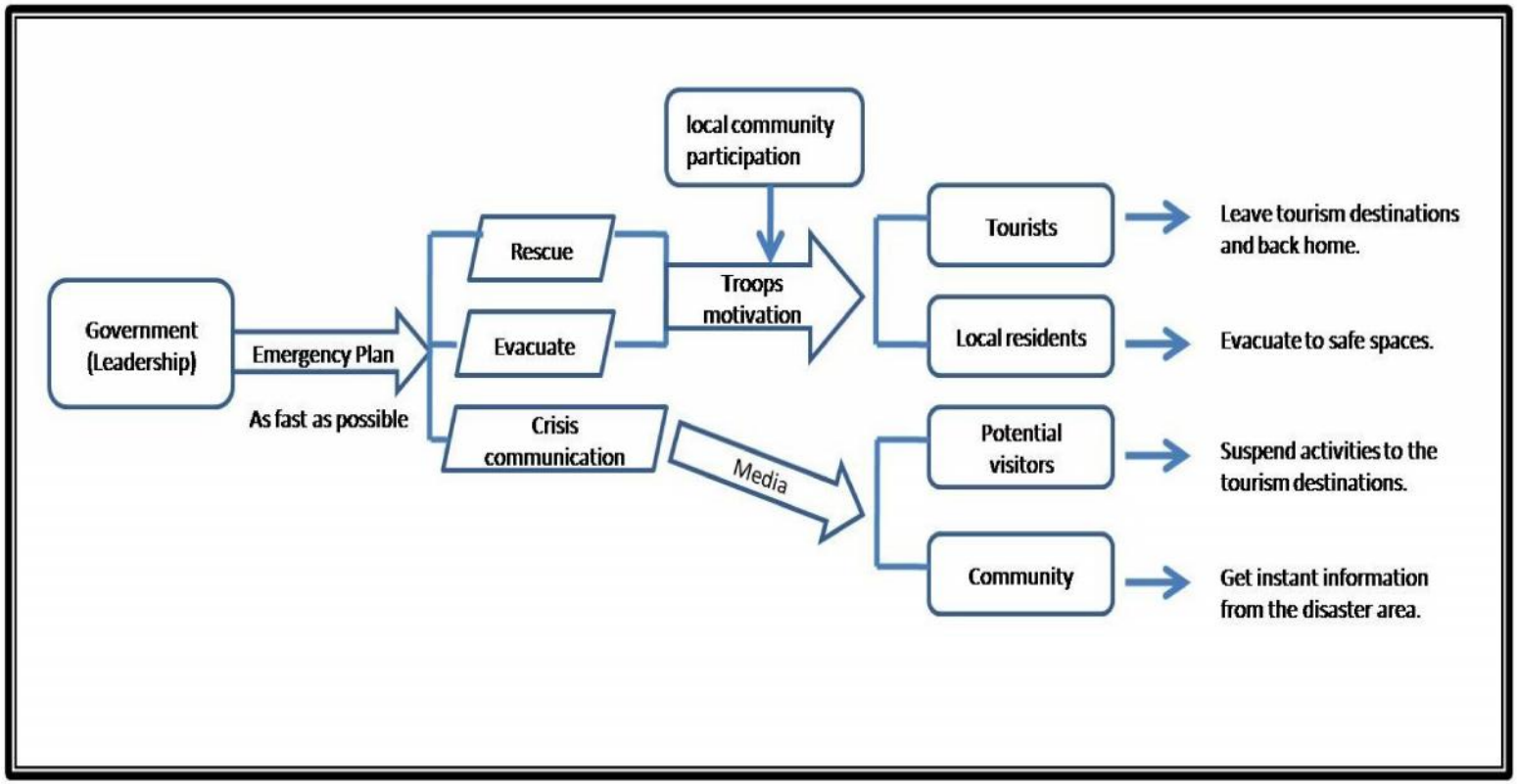
If such a disaster happens, how to keep damage in the tourism industry to minimum is the most serious issue that a tourism administration needs to consider. The initial efforts which are conducted in the immediate aftermath of the earthquake should be

Table 4.1 Sichuan's Tourism Post-disaster Management Framework



Source: The Author

Table 4.2 FIRST PHASE: Emergency and Immediate Response



Source: The Author

on damage control in both lives and property. Huang, Tseng and Petrick (2008) point out that in the case of everything in the most chaotic situation, the response will "quickly become apparent whether the reduction and readiness phases have developed continuity and contingency plans that are effective".

Given the government has a well-organized emergency plan; it should be activated by the administration as quickly as possible right after the disaster. It is widely accepted that the first 24 hours of a crisis are crucial. Mobilizing all the available resources at the national level to rescue and evacuate people's lives and properties should be given priority. At the same time, some other possible responses from the local community and tourists could be seen in the first phase; nevertheless, in face of the very chaotic and complex situation, government intervention will finally be needed to control the mess. Through rapidly mobilizing troops, rescue teams and calling for the local communities' participation, to evacuate the tourists and victims from the affected area to the safe space, then the tourists will leave destinations and the local community can be organized to live in temporary houses.

In this phase, an honest and transparent communication strategy should also be placed in the operational state. By taking advantage of mass media, for instance, the national television and official website timely releasing and updating disaster information, the potential tourists can cancel their visits to the disaster area, possibly

avoiding more unwanted casualties. Also, the community can get instant information about what is being done to help the victims so that more voluntary and well-organized rescue efforts could be conducted in the next step.

It is worth mentioning that in Sichuan's case, the highest directives from the top level leaders' were instantly handed down to the disaster area through the mass media, and Premier Wen Jiabao arranged an immediate visit at affected places. Rather than cold and insensitive news regarding the loss of life and property, his personal involvement has humanely indicated the central government's position of disaster response, which gave the public psychological comfort and confidence to overcome the difficulties. In the face of disaster, "confidence is the most important thing, more important than gold or currency".[8] Therefore, it is suggested that when the initial operations on damage control in both lives and property get started, the confidence of community both in the disaster area and in unaffected areas also should be encouraged by the official attitude at the same time. A firm commitment from the highest authority can assist community in overcoming difficulties and in conducting quick rescue and evacuation.

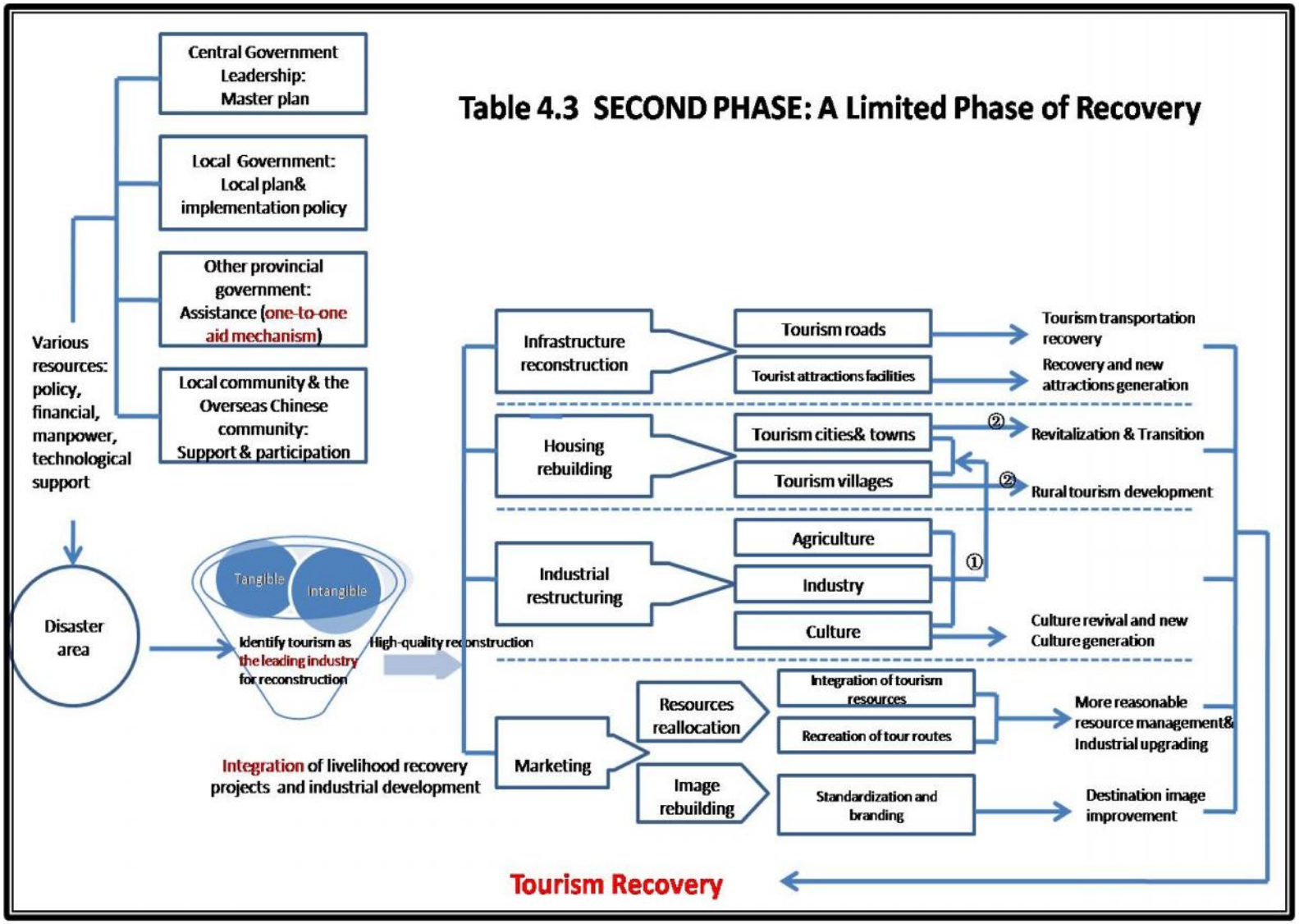
[8] The saying by Premier Wen Jiabao put it in interview with Financial Times about the global economic recession in 2009 (FT, 2009).

- *Second phase: a limited phase of recovery* (Table 4.3).

This thesis has defined the second stage as a limited phase of recovery since it has a temporal restriction which is normally required by the government recovery plan. During the specific period, except for the recovery of tangible productivity which refers to the reconstruction of infrastructure, including transportation and tourist attractions sectors as well as tourism towns and villages and some other forms of tangible assets, the recovery of intangible productivity which refers to the destination and market confidence rebuilding must also be considered in the second phase.

The "combination" idea that integrated tourism development with livelihood recovery projects was adopted and implemented in the second stage. By reconstructing infrastructure, improving the quality of roads and accessibility of destinations will result in tourism transportation recovery. When restoring and redesigning tourist attraction facilities, reception facilities can get the opportunity to upgrade and the new emerging attractions could be put into use when service facilities get completed. What is more, when rebuilding houses at some potential tourism villages, towns and cities, new elements could be involved, for instance, ethnically distinctive culture. Thus, for the purpose of providing unique and characteristic cultural attractions, the local government and community are supposed to explore the potential cultural resources by all means, as a matter of fact, traditional culture by this way can be well preserved and revived, also some new culture

Table 4.3 SECOND PHASE: A Limited Phase of Recovery



Source: The Author

elements could be generated.

Further, through optimizing industrial structure, increasing the proportion of tourism-oriented service industry while getting rid of previous high-energy consuming and high-polluting industries, a number of tourism cities and towns could be consequently revitalized and achieve urban transition. In addition, rural tourism can be accordingly carried out at more villages.

Nevertheless, all these implementations are set on the premise of identifying tourism as the leading industry for reconstruction. Without setting the development direction, the government or the local community would never or could not invest such enormous manpower, material and financial resources to revive tourism. To a large extent, revitalization of the tourism-oriented service industry is severely dependent on the authorities' decision making. Once the central government has provided an oriented master plan to establish the dominant position of the tourism industry, local government will accordingly make local plans and implementation policies and guidelines to ensure those central decisions can be put into practice at the local level. Furthermore, the one-to-one aid mechanism also created by the central government presents all-round assistance from other provinces and cities in the developed area of China which greatly helped the less-developed affected area by using comparatively advanced management concepts and technology to get rapid recovery. Regarding the

one-to-one aid mechanism and setting the leading industry policy, preliminary discussions will be raised in sections ***4.2*** and ***4.3***.

As a victim group directly affected by the disaster which becomes the direct beneficiary party in the post-disaster recovery phase, the local community inevitably gets involved in the whole process. In addition, their roles during this procedure will shift several times with government policy changes. In the beginning of the recovery stage, the local community has to follow the integrated planning created by the central authority while the decision-making participation of local community is low. In this sense, the community's response at the primary stage is primarily of "passive" support and participation. However, when entering the later stages of reconstruction, if they can see the great changes in their life thanks to tourism development, they will understand the value of this industry to their community and convert their behavior to proactive participation. Moreover, the social capital owing to this reason will be strongly encouraged to get involved into reconstruction and later management issues.

Regardless of whether different sectors are proactive or passive in the recovery period, under the coercive power of state, various resources covering policy, financial, manpower and technological support are largely mobilized between domains, and all are gathered to ensure speedy and high-quality reconstruction.

As noted before, the recovery of intangible productivity in terms of rebuilding destination and market confidence is the other essential component in the second phase of recovery. In order to bring the market back on track as soon as possible, a variety of marketing strategies are encouraged during this stage. For instance, by taking advantage of media, organizing advertising campaigns and a serious of promotional activities. In fact, the process of advertising and promotion is a stage for rebuilding destination image. In order to gain better publicity, the strategy of standardization and branding of tourism products is highly advisable. Additionally, adopting competitive price strategies to activate the domestic market is first of all for making up the shortage of foreign demand during the recovery period. Moreover, after the disaster, as new emerging attractions and some attractions that had disappeared, tourism resources need for a new round of reallocation. Hence, it is necessary to integrate tourism resources on the market and tourism planners will also be required to keep making efforts for recreating and designing new tour routes. By doing so, tourism resource management could become more reasonable and the industry will also benefit from it to upgrade.

Although almost the same starting time of recovery of tangible and intangible productivity has been identified in this research, we cannot ignore the fact that in the second phase, government and local community will place extra emphasis on recovery of tangible productivity in terms of amount of investment, this is also

because tangible productivity itself certainly requires a large capital investment in the early reconstruction phase to achieve revival. In the meantime, they put relatively small capital investment into market planning to further develop recovery of intangible productivity in the next phase. However, when the recovery of tangible productivity comes to an end in the second phase, the focus will be apparently taken over by the recovery of intangible productivity in the third stage. In other words, the emphasis on the proportion of the recovery of tangible and intangible productivity in each stage is differentiated. But when we look at whether the tourism industry indeed achieves recovery, we need to measure if these two aspects of productivity are recovered to a certain extent. Also, this level is determined by a quantity of official indicators which are developed by the authorities. Only when both of them are revived can the tourism industry be regarded as recovered. On the whole, the second phase of recovery is a critical stage and not only needs enormous resources to support it but also plays a decisive role for future industrial development.

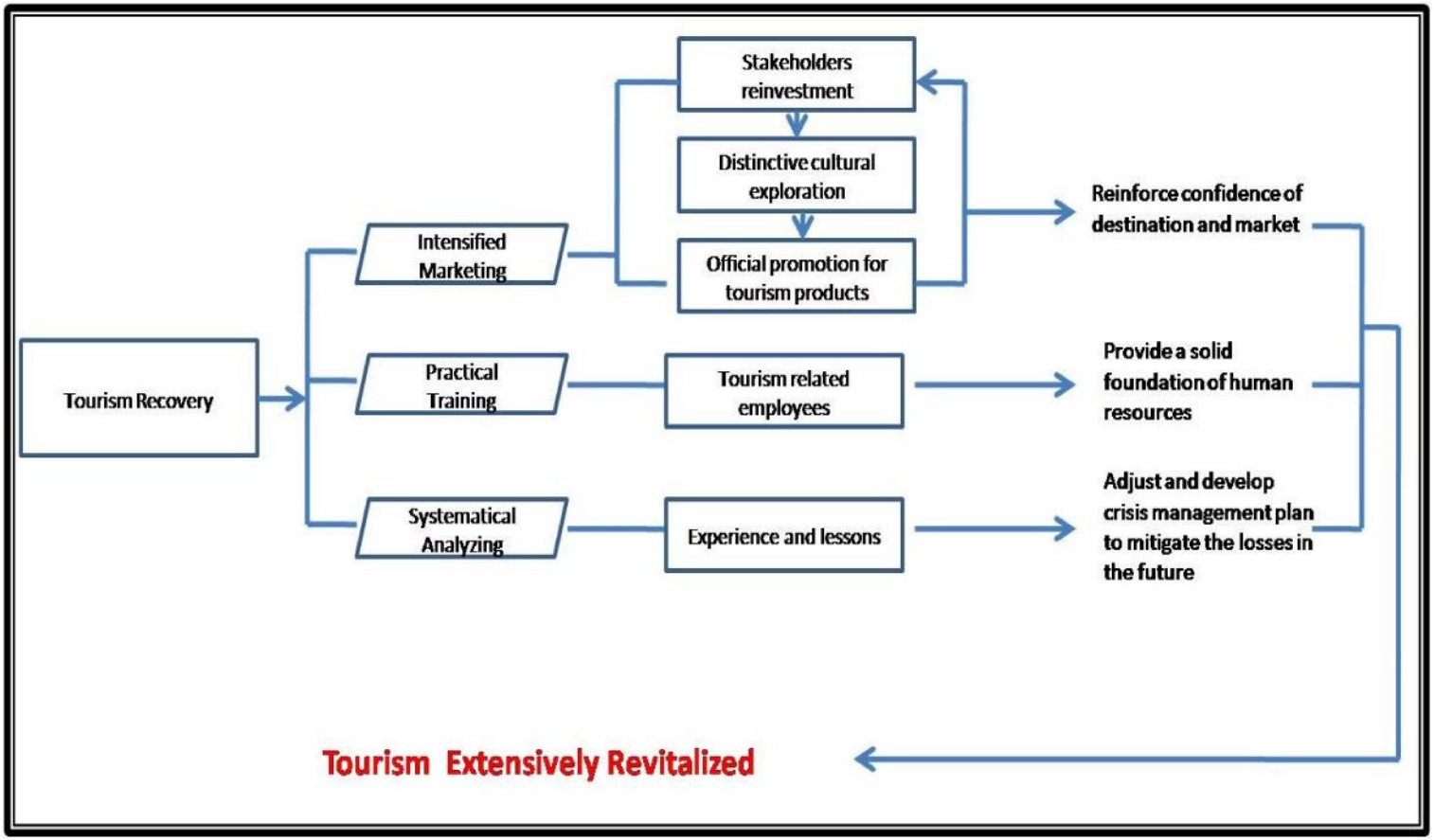
- *Third phase: Enhance the soft power of tourism* (Table 4.4).

In this thesis, the third phase has been reckoned as a stage of enhancing the soft power of tourism industry owing to the increased focus on the intangible productivity. There are several ways of approaching the soft power strengthening for the industry. General speaking, approaching this from cultural aspect is a universal strategy. Since a distinctive and attractive local culture not only adds a sustainable element to

destination but also can maintain positive investment from stakeholders. In a sense, culture is the soul of tourism products and a source of vitality to tourism destinations. What is more, the improved tourism product with deep cultural extension can be used as a highlight in tourism promotional activities. Therefore, more visitors would be attracted; investors and local communities' confidence will be accordingly reinforced. As a matter of fact, the process of endowing tourism products with cultural values is a small cycle of tourism sustainable development.

Another two aspects in enhancing the soft power are based on the other requirements of developing tourism in a truly sustainable way. They mainly come from the necessaries of tourism industry which refers to available and qualified human resources as well as to effective emergency response capacity. For the purpose of meeting this demand, continuous training for tourism relevant employees according to their position level must be well-organized. Furthermore, running a systematic analysis for previous disasters and crises is not only required for developing a crisis management plan to mitigate the losses in the future, but also for sharing experience and lessons with other countries and regions as well.

Table 4.4 THIRD PHASE: Enhance the Soft Power of Tourism



Source: The Author

4.2 Preliminary Discussion on the One-to-one Aid Mechanism

On the basis of Chapter 3, this thesis has presented a basic understanding of the one-to-one aid mechanism. As a unique assistance system created by the Chinese government, this played a significant role for reconstruction of Sichuan province. Thus, the feasibility of this mechanism applied in other countries and regions has been gradually attracting academic interest.

The Chinese have a saying "when disaster strikes in one area, help will come from all sides" (in Chinese: 一方有难，八方支援) which has been advocated as one of the traditional values among the Chinese people. While to some extent the rapid expansion of Chinese nationalism after the big disaster has greatly promoted the one-to-one aid mechanism, but its fast and successful implementation is fundamentally based on a central government with strong authority that could allocate and mobilize various resources from different provinces to the affected area. Aid provinces were under the overall arrangement of central government to provide a variety of assistance to recipient city and counties in Sichuan province; basically, it was not a voluntary act. Although the official document of <the One-to-one aid mechanism scheme>clearly states that it is required to prevent aid provinces from blind competition, yet in this sort of "political task", the high concern and attention from the central government and media had made an inevitably competitive relationship

among those supporters. Those aid provinces, who can spend months for doing field research, jointly work with the local government to make local recovery plans, and later can be widely reported by the media, were after all only a few exceptional cases. Most of the supporters, in order to expedite the progress of reconstruction, mainly complied with the unified arrangements of the central authorities to complete the "political task" rather than bring their subjective initiative and creativity into full play.

In the case of the Great East Japan Earthquake, it was argued that due to different political systems; where local governments have comparatively strong autonomy while relatively weak centralization make the one-to-one aid mechanism in Japan have some obstacles to implement in current stage. What is more, Heath (1995) observed in the case of Kobe earthquake, the "conventional Japanese bottom-up decision-making styles impede central executive decisions and require more time in which to arrive at decisions." also he pointed out the reason might "be explained by the time taken to gain accurate information" or "a fear of losing 'face'". Therefore, as having relatively strong authority at local level and always takes a long time for decision-making, the possibility of one-to-one aid mechanism could be finally applied in Japan still need time to do research. As a student who currently lacks relevant knowledge, I suggest that those scholars who are interested in relations between political system and decision making could develop a study of feasibility of this mechanism for application to other regions in the future.

Owing to restrictions in the political structure, a direct copy of this mechanism is difficult. Nevertheless, in the field of tourism industry, thanks to its strong driven characteristics, a possible approach is through the Exchange Visitor Program. In the interview with Dr. Wen, she made the point that the facts show that this program is very effective in boosting market confidence. Increasing tourist shopping can motivate visitor's popular enthusiasm on the market and improve market conditions as well, and this will greatly fuel local economic development. Moreover, this program not only can be promoted in the domestic market, but also can be proposed to inbound tourists. A good recent example is conducted by two travel agencies in Guangxi Province of China and Hanoi of Vietnam who signed an agreement that 5,000 visitors will be sent from China to Vietnam a year, while 3,000 to 5,000 Vietnamese tourists will be exchanged to Guangxi. In addition, the two sides agreed to organize groups to use passports and travel certificates for entry and exit which can effectively simplify the procedures (MLD, 2011). Therefore, the Exchange Visitor Program will be an effective and advisable way to rejuvenate the post-disaster tourism market while the One-to-one aid mechanism faces some real obstacles in its application.

4.3 Preliminary Discussion on the Policy of "Identifying Tourism as the Leading Industry for Reconstruction"

Giving a leading status to an industry by the government not only implies that the industry could bring significant economic effects to local development, but also indicates that the effect can get more attention from concerned authorities and communities. It also suggests that this leading industry can get more resources than any other industry. The benefits of leading industry therefore raises a challenge to policy makers, to what extent are the current and potential economic effects of the industry able to be recognized as a leading industry?

Before the Wenchuan Earthquake, the majority area of Sichuan, especially in rural areas and small towns have been dominated by developing first and second industry, thus, to identify tourism industry as the leading industry after earthquake needs a wide range of field research and government decision-making. As was discussed in previous chapters, the post-disaster field research made experts believe that it was inappropriate to restore the primary and secondary industry, which are usually represented by the terms of "high consumption" and "high pollution" in the vulnerable earthquake zone. However, it also showed that a wealth of tourism resources in this area could be used in a sustainable way to re-establish the economy. As a result, tourism was established as a leading industry in the restoration and reconstruction phase. Nevertheless, officially setting a direction normally does not

guarantee that a policy can be carried out in a smooth way: a disparity exits between policy making and actual implementation. Thus, a requirement on a leading industry to exercise comprehensive influence on local government and community cannot be easily trickled down to the implementation level. In interview, Dr. Wen was asked about the difficulties the Sichuan tourism authorities are encountering. She claimed that as the tourism industry has never been officially acknowledged as a leading industry in Sichuan, so to be really accepted and implemented by communities and all level authorities is a process taking time. She also suggested that currently the lack of systematic theoretical support and successful reference cases to deal with the relations among leading industries and first, second as well as tertiary industries in government is important. SRITP (2010) also pointed out if local government attaches importance to the tourism industry, then tourism recovery projects can get more adequate resources of manpower, financial aid, and materials, therefore, the speed and quality of reconstruction can be guaranteed, and vice versa.

CHAPTER FIVE CONCLUSIONS AND SUGGESTIONS

5.1 Conclusions

When people's growing travel demand has been affected by increasingly frequent disasters, tourism crisis management has aroused more and more attention from tourism researchers. How to keep the loss of tourism to a minimum and how to achieve the revival of tourism industry in the shortest time after a disaster have become two serious issues. Luhrman (2005) raised three elements in responding quickly to a tourism crisis, which include solidarity, flexibility and expertise. The response to the Wenchuan Earthquake in Sichuan to some extent meets the requirements of those three elements.

This thesis analyzed those three components' response to the Wenchuan Earthquake from the perspectives of government, communities and tourists in three different stages, and in addition it outlined a post-earthquake model of Sichuan for tourism revitalization. Government leadership has been carried out throughout the whole process; however it decreases from very powerful and comprehensive intervention at the beginning to gradually sharing the destination's resources with multiple stakeholders due to interdependence relationships when these have been progressively recognized. On the other hand, the community's role has been shifted

from extremely passive to proactive and it is now much eager to participate actively in the decision-making process. As one of the main components in the market, the community's position has been gradually emphasized and enhanced. What is more, tourists' and market confidence varies with the government and the community's response to the disaster, in the urgent time immediately after the disaster most tourists left the destinations of their own accord and a small part of tourism activities might be limited by the national emergency announcement. When the reconstruction phase gets started, most tourists held the view of "wait-and-see" and some of them visited the affected area with sympathy or were encouraged by some special policies. Only when they received a significant amount of positive messages from the media regarding destination safety concerns and new emerging tourist attractions, will they visit the disaster area again with more optimistic attitude.

From the main participant of tourism recovery's perspective, the government's full participation has played a fundamental and leading role in the revival of tourism in Sichuan, which has been mainly demonstrated in policy making, tourism planning, financial support and human resource supply. It is worth mentioning that the government creatively proposed the extensive one-to-one aid mechanism and identified tourism as the leading industry in the reconstruction phase, which significantly helped accelerate the revival of tourism in Sichuan Province. Granted, the post-disaster reconstruction is always conducted in a special circumstance by

government with carrying out relatively particular means and methods (Xu & Dai, 2010). Nonetheless, this does not indicate that government needs to be in charge of the whole thing. Getting communities involved as much as possible and even opening international assistance are worthy to be taken into consideration in future crisis management.

From the three stages of revival perspective, the most complex and furthermore the most decisive issues for the future development of the tourism industry were identified in the second stage. Only in this period could the authorities and the public get a maximum of stakeholders involved and demand an enormous quantity of resources be put into planning, infrastructure restoration, early-stage marketing, capital attraction, etc. The policies which are made at this stage have an important role for further tourism industry development. Therefore, more continuity and persistence of policy is required in the second stage.

As noted in Chapter 2, some scholars argued that there is no perfect existing model nor will there ever be one devised for post-disaster reconstruction of tourism because of the varied nature of crises and disasters. Sichuan's framework also can not be directly applied into other countries or regions; nevertheless, it still offers a considerable and important set of case study materials of post-disaster revitalization of a tourist destination for researchers and policy makers' reference.

5.2 Suggestions

The importance of community involvement has been discussed in previous chapters. In this section, this study will propose some recommendations regarding upcoming potential problems, which are aimed to further the future development of community participation in the tourism industry.

Firstly, for there to be tourist attractions residents are supposed to receive much more professional training. For instance, on the basis of local infrastructure and service facility improvement, the issues of how to provide standardized rural tourism services, how to make the size of current business bigger and stronger, how to explore and develop new elements of local tourism to keep the vitality of the reconstructed destination, are of increasing concern. Wisner et al. (1977) in Shaw&Goda (2004) argued that "Local initiatives and participation can be facilitated by training, capacity building and resource transfers, and be sustained through networks of organizations engaged in economic, social, political and scientific activity and inter-organizational learning." In addition, only when they really see the benefits of tourism interests, will the community be motivated to participate with enthusiasm and creativity "since it is quite clear that they support the majority of the costs associated with tourism" (Joppe, 1996).

Secondly, for tourism enterprises, it is advisable to develop a kind of "healthy" market environment, which not only refers to a competitive relationship but also in terms of a cooperation opportunity. Moreover, optimizing the way of interaction with government and making efforts to have a considerable voice in government decision-making process are very important. Additionally, the tourism enterprise's role of the main component of tourism market demands innovative consciousness and abilities. Through continually integrating tourism resources and market position, a destination can avoid indiscriminately investing, overstepping the present level of economy, and low-level repeating construction as well as wasting tourism resources.

Thirdly, from the government perspective working with media, in the first phase after the disaster government should pay more attention to the local media rather than hold to the traditional view and judge that central media reporting is always better than the local. Due to "local newspapers, television reports and radio are a primary source of information for international media. In a crisis, local news reports can go global within minutes...local newsmen and newswomen will also stay interested in local crisis recovery story long after the international media has moved elsewhere to a new crisis" (Luhrman, 2005). In the reconstruction phase, governments also need to intensify cooperation with media, with particular emphasis on the rising Internet media with its rapid and extensive communication capacity, which is able to send messages from the affected area to the public as soon as

possible.

Finally, from the local tourism authorities perspective, in face of the situation where the tourism industry's low barriers to entry are always flooding the market with different level enterprises and especially in order to prevent the tourism provider market from over-booming when seeing that tourism is inevitably soaring, local tourism authorities should attach importance to cultivating leading enterprises and building regional tourism brands with standardized management. In the decision-making process, local tourism authorities as a representative of government administration are strongly advised to listen to the voice of civil society. Only developing effective planning in compliance with local conditions can guide and attract local residents and investors to take the initiative to participate in the action of developing tourism as a truly leading industry. In addition, while making a master plan for local tourism development, post disaster governments and communities also need to boost policy implementation dynamics, therefore, it is necessary to specify the policy in detail and a good monitoring mechanism is also required. Another point that cannot be ignored is based on the need to review a disaster and the future requirements of disaster management. Also, paying attention to tourism talents training, including provide policy-makers, tourism planners and managers with deep field research opportunities and solid speculative knowledge training so that a more systematic risk management framework can be created, will correspond to actual

needs and enable minimization of damage as well as rapid and sustainable revitalization when the next disaster happens.

5.3 Future needs

In the light of time and funds limitation, this research could not go into depth on tourists' response to the disaster in the third phase, which is supposed to be based on analysis of extensive questionnaires and other surveys. If conditions allow in the future, research should be made on tourist responsive behavior in the later phase of post-disaster recovery. What is more, because of limitation of specialty, the discussion regarding the one-to-one aid mechanism and the leading industry policy was limited. More perspectives from political science would aid future research.

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