

Evolution of Tourism Policies due to Change of Ruling Parties in Taiwan

Abstract

Tourism policy is the blueprint and roadmap for the development of tourism in a country or a region. As policymaking for the tourism industry is set in the context of wider government policies, it is highly relevant to the majority ruling party. In 2000, the long-standing ruling party in Taiwan lost its seats for the first time, which had sweeping impact on the economic, social, and political landscape on the island. This paper examines the tourism policy in Taiwan and analyzes the influence of administration changeover on the development of tourism. It is hoped that the research insight serves as reference to other countries in the formation of tourism policies going forward. This study adopts qualitative research methods, including: historical research, document analysis, field observation and interviews. The results show that although the evolution of Taiwan's tourism policy has gone through the ruling of different political parties, they regard the development of tourism as one of the important economic policies, and strengthen the construction of scenic spots, the formulation of laws and regulations, as well as the innovation of tourism products, so that the tourism industry can be successfully developed. However, it will be influenced by the political ideas of the political parties, and the selected international tourism target markets are also different.

Keywords: tourism planning, policy, regional development, change of ruling parties

1. Introduction

Tourism in Taiwan can be traced back to the Japanese rule period with the development of transportation services and the launch of travel tickets. Many tourist facilities and sightseeing activities emerged in the middle of the Japanese rule period [1]. Strictly speaking, the evolution of the tourism policy in Taiwan began during the rule of Chiang Kai-Shek in 1949 [2]. In 2000, the Kuomintang lost its ruling status for the first time in Taiwan, and the Democratic Progressive Party (DPP) became the ruling administration, which of course had certain effects on tourism in Taiwan. As tourism has been listed as a priority industry in Taiwan, different administrations leave their mark on the policy framework. By 2019, there have been three administrative changeovers in Taiwan's government. Regardless of how simple or complicated the policy elements, both parties aim to resolve the basic problems with guidelines and roadmaps. The formation of a tourism policy should be centered on an appropriate definition of tourism [3]. Tourists leave behind their jobs and countries of residence for business, fun, or other personal reasons [4]. Tourism is known for its variety,

incompleteness, and dynamics [3]. As the tourist industry continues to expand, the government should take greater responsibility or intervene in tourist activities [5]. Goeldner, Ritchie, and McIntosh (2000) suggested that tourism policy is a set of laws, regulations, guidelines, and development strategies to promote the development of tourism destinations and activities (e.g. marketing, events, site operations, tourist receptions) on an individual and collective basis [6]. Social movements broke out in Taiwan in the 1980s, especially after the lifting of martial law, street protests and struggles for democracy continued. Finally, after the Democratic Progressive Party (DPP) won the presidential election in 2000, the Kuomintang's (KMT) one-party dictatorship ended. Although Taiwan has entered a democratic society and the people's right to freedom has increased, it has also opened the political antagonism and vicious struggle between the KMT and the DPP, and many policies will be resisted. However, in the case of opposition between the two parties, Taiwan's tourism development has been continuously developing, and in the developing regions of the world's tourism industry, it belongs to the well-developed areas. This paper employs qualitative research techniques by conducting literature review and history analysis, where the purpose is to examine the effects of tourism policies under different administrations on the economic and social developments of Taiwan. The research findings can serve as a template for tourism policy planning in different countries and regions.

2. Plan for the Doubling of Tourist Arrivals (2000~2008)

Since 2000, tourism has become a key industry critical to the national transformation of the industry structure in Taiwan in the context of globalization. The implementation of two days off per week had tremendous effect on the local tourism industry. In fact, the development plan in stages only began to take shape in 2000. After the inauguration of the DPP's administration of President Chen Shui-bian, a few milestone policies for tourism were proposed. In January 2001, the Taiwan government published the Tourism Policy White Paper. In November 2001, Taiwan's New Tourism Development Strategies for the 21 Century was released [7]. With the intensifying competition in international tourism, Taiwan's government has developed diverse innovative plans and measures. In January 2001, Taiwan's government announced the year to be the Year of Ecotourism in Taiwan, where the main objectives were to establish the regulations governing ecotourism, reduce damage to the eco environment, and promote quality in-depth tourism, in order that Taiwan would be known by the global market as the Island of Tourism. In 2002, the tourism policy in Taiwan focused on marketing and international publicity, and presented a new image for the world. In January 2002, Type 3 Mainland Chinese who live overseas, in Hong Kong, or Macau were allowed to come to Taiwan for sightseeing. In May, Type 2 Mainland Chinese who have regular jobs, study, or can provide proof for NT\$200,000 worth of assets could visit Taiwan. In June, the residents from Hong Kong and Macau were issued landing visas. On August 23, 2002, the Executive Yuan

approved the Plan for the Doubling of Tourist Arrivals, which is the fifth aim of the Challenge 2008 National Development Plan. The goal was to increase the number of inbound tourists from 2.06 million to 5 million in 2008. Visa exemption was granted to nationals from Malaysia in November 2002, and to South Korea on January 5, 2003. In May, visa exemption was extended from 14 days to 30 days. In brief, the tourism policy in Taiwan in 2003 was anchored in the local, cultural, and eco characteristics in the development of a plethora of sightseeing activities and supporting infrastructure. The policy was intended to reduce the adverse effects on tourist resources, to utilize resources for multi-purposes, and construct a friendly travel environment. On October 6, 2003, the Executive Yuan implemented VAT exemption for foreign travelers.

In January 2004, Taiwan's government announced the year to be "Visit Taiwan Year" by driving the key initiatives under the Plan for the Doubling of Tourist Arrivals, where the goal was to push the number of inbound travelers to 3.2 million. In September 2004, air links with Korea were resumed (after being cut-off in May 1992 due to the ending of diplomatic relations). In 2005, the Tourism Bureau revamped the Hotel Rating System by using the number of stars to replace the number of plum blossoms, in order to synchronize the hotel management system in Taiwan with the global practice, and thus, make it easier for consumers to assess the quality of hotels. On February 25, 2005, Type 3 Mainland Chinese no longer had to travel in groups to Taiwan, meaning they could easily come to Taiwan for sharing activities in academics, culture, and technology. On August 26, 2005, the Measures for the Promotion of Youth and Student Travel to Taiwan were announced, which was intended to make 2006 the Year of International Youth Travel by attracting young tourists from all over the world. In January 2005, the government initiated the Taiwan County and City Flagship Tourism Plan by focusing on eight tourist destinations, five activities, and four characteristics. In February 2005, Type 3 Mainland Chinese could travel to Taiwan on their own, without joining groups. The year 2006 did not see major changes in the tourism policy in Taiwan, as the focus was the continuation of the Plan for the Doubling of Tourist Arrivals and the initiatives launched during the prior year. In 2007, the government drove the second stage of the 2015 Economic Development Vision Three Year Fast-Track Plan (2007-2009) by focusing on supporting public infrastructure and industry developments. The Medium-Term Plan for the Development of Important Tourist Attractions was formulated as a set of comprehensive and strategic measures for the sustainable development of travel resources, where the focus of Taiwan's marketing was on "Beautiful Taiwan", "Charming Taiwan", "Friendly Taiwan", and "Quality Taiwan", and the vision was to create a high-standard travel environment. In 2008, the Tourism Bureau was primarily engaged in the first leg of the 2015 Economic Development Vision Three Year Fast-Track Plan by launching the Tour Taiwan Years campaigns to achieve 7% annual growth in the number of inbound travelers. The 2008-2009 Tour Taiwan Years involved promotions in and outside Taiwan, the creation of a friendly travel environment, the

design of diverse sightseeing products, and the development of new clientele, where the goal was to hit the 4 million market for the annual number of inbound travelers.

The main goal for the tourism policy during this stage was to develop Taiwan into a Green Silicon Valley for sustainable tourism, and to reach the 5-million mark for the number of inbound tourists in 2008, which required a systematic approach in the development of recreational zones, the enhancement of travel facilities, the attraction of investments from the private sector, and the creation of a good business environment. With the continuation of the Challenge 2008 National Development Plan - Plan for the Doubling of Tourist Arrivals, the goal in 2008 was to increase the number of inbound tourists to 2 million and the number of visitors to 5 million. In May 2008, with the second changeover of administrations in Taiwan's government, Mr. Ma Ying-jeou of the Kuomintang became President. The ruling party advocated a liberal policy to China in trade and economy, and opened the door to tourists from China. In the 3,093rd session on May 22, 2008, the Executive Yuan passed the plan for cross-strait chartered flights over weekends for Chinese tourists, and turned a new page on July 18 in the China-Taiwan relationships by welcoming Chinese tourists. President Ma signed the Cross-Strait Agreement Concerning Mainland Tourists Traveling to Taiwan on June 13, 2008 with the Association for Relations Across the Taiwan Strait via the Straits Exchange Foundation. The month of July 2008 saw the first direct flights between Taiwan and China, and the arrival of the first tourism group from China. On June 27, the Executive Yuan approved the Medium-Term Plan for the Development of Important Tourist Attractions (2008~2011) to encourage investment in tourism. Overall, the key target was to reach the 5 million mark for inbound tourists in 2008, but the actual number was only 3,845,187. However, it was a significant growth from 2,624,037 in 2000. The number of tourist and recreational zones was 250 in 2000, with a total of 96,003,597 visitors. This was increased to 297 and 148,222,806, respectively, in 2008, showing a growing momentum.

3. Project Vanguard for Excellence in Tourism (2009~2014)

With the KMT becoming the ruling party controlling the majority of the Legislative Yuan in May 2008, the 2009 Tour Year Taiwan campaign focused on promotion for tourism in and outside Taiwan, the creation of a friendly travel environment, the development of diverse travel products, and enhancement of the tourism market. The launch of Project Vanguard for Excellence in Tourism (2009-2014) was to assist local governments in the development and upgrade of tourism. The Medium-Term Plan for the Development of Important Tourist Attractions (2008-2011) set the tone for the development of local characteristics and national scenic areas zones with the integration of resources, a tiered system in the construction of tourist facilities for important attractions, and the establishment of green and low carbon tourism. The government also implemented the star system for hotel ratings and Home Stay Certification to boost the service quality of domestic hotels and homestays, and connected

Taiwan's system with international practices. In addition to the open-door policy to Chinese tourists and the direct transportation links with China, Taiwan's government committed to an honest and sustainable approach to the development of this market segment, as well as the attraction of international travellers, by promoting the MICE (meetings, incentives, conferences, and exhibitions) industry and cruise ship industry.

In 2010, Taiwan continued with the Project Vanguard for Excellence in Tourism by welcoming international tourists, improving travel quality, and boosting foreign currency incomes. The campaign Taiwan, Touch Your Heart, as part of the 100th anniversary of the founding of the Republic of China, carried the purpose of attracting international tourists by appealing to the emotional elements of traveling in Taiwan. In summary, the tourism policy in Taiwan has always focused on making Taiwan a travel destination for international tourists. The initiatives under the Project Vanguard for Excellence in Tourism were anchored on three action plans, i.e. excellence, foundation, and upgrade, in order to enhance the quality and image of tourism in Taiwan. The Medium-Term Plan for the Development of Important Tourist Attractions (2008–2011) set the directions for the establishment of local characteristics, the strategy for national scenic zones, the tiered structure for the construction of tourist facilities at famous destinations, and the promotion of wellness travel packages on off-islands. Low-carbon tourist sites, such as Green Island and Hsiao Liouciou, continued with the demo project for bicycle lanes in the east. LOHAS itineraries were planned by highlighting the popular bicycle routes. Large and international cycling events were organized to promote green tourism and energy conservation. EASY GO campaigns were launched to offer seamless services and transportation links between tourism spots by supporting local governments and integrating ticketing systems. In 2011 and 2012, the tourism policy continued the Project Vanguard for Excellence in Tourism and "Taiwan, Touch Your Heart" as in 2010, where the goals were to attract international tourists, enhance travel quality, and increase foreign currency incomes.

In 2012, the tourism policy in Taiwan was a continuation of Project Vanguard for Excellence in Tourism and the Medium-Term Plan for the Development of Important Tourist Attractions. The slogans "Taiwan: The Heart of Asia" and "Time for Taiwan" were used in promotional campaigns. In brief, the tourism policy in Taiwan is consistent and geared toward internationalization, and policy measures were the same as in 2011. In 2013, the government continued with Project Vanguard for Excellence in Tourism, and sought to enhance the quality of tourism as part of the Economic Power-Up Plan, as launched by the Executive Yuan, where the focus was the development of quality environments for the tourism industry. "Time for Taiwan" was the marketing slogan to attract tourists around the world to experience the good food, beautiful sights, and friendly culture of Taiwan. The policy was basically the same as the previous three years. A two-pronged strategy was adopted for domestic and international promotion. It is worth mentioning that efforts were made this year to accommodate

disadvantaged travelers with the deployment of accessible facilities, the shuttle services provided by operators, such as Taiwan Trip and Taiwan Tour Bus, were improved, and databases and technologies were used to offer better information and friendly services to tourists.

In 2014, Taiwan's tourism policy was the continuation of Project Vanguard for Excellence in Tourism, the Medium-Term Plan for the Development of Important Tourist Attractions, and enhancement of tourism quality, which were part of the Economic Power-Up Plan launched by the Executive Yuan. The marketing slogan "Time for Taiwan" was further developed, with the emphasis on innovation and sustainability, and a dual focus on domestic and international tourists. To these ends, the Tourism Bureau started with coloration projects with regional cruise operators and attracted international cruises to come to Asia, in order to create business opportunities for the Asian cruise market. Promotional offerings were given to Chinese companies and foreign companies in China that organized corporate travel in Taiwan. Campaigns were designed to attract the mass affluent segment from the five countries in South East Asia to savour the culture, foods, scenery, and nature unique to Taiwan. All these efforts aimed to make Taiwan an important travel destination in the Asia Pacific region. The government encouraged caring tourism, continued to deploy accessible travel facilities, promoted tour packages for the grey-haired, and established information platforms for accessible sightseeing. The authorities implemented environmental education, advocated the importance of biodiversity, and organized activities in environmental education. The quality and services for Taiwan Trip and Taiwan Tour Bus were further improved. The "i-travel service network" was expanded to offer seamless and friendly travel environments. The tourism industry was encouraged to follow the ethical code for Taiwan travels, in order to establish the core value and quality pursuit of the industry, where the vision is to promote the collective efforts of tourist companies and operators to make Taiwan a brand name in tourism known for quality, assurance, and friendliness.

4. Taiwan's Tourism Action Plan (2015~2016)

In 2015, the tourism policy in Taiwan was anchored on Taiwan's Tourism Action Plan and the Medium-Term Plan for the Development of Important Tourist Attractions. The slogan "Time for Taiwan" was further developed, with implementation measures focusing on quality, uniqueness, smartness, and sustainability. The goal was to gradually make Taiwan a major tourism country, with sightseeing everywhere and quality offerings with creativity and value added. Different from previous initiatives, Taiwan's Tourism Action Plan (2015-2018) aims to promote the tourism industry and talent development by integrating the marketing of local products and encouraging the application of smart tourism, green tourism, and caring tourism, where the goal is to enhance the value and international competitiveness of tourism in Taiwan. Other policy measures were the continuation of policy in 2015. The tourism policy in 2016 was

Taiwan's Tourism Action Plan and the Medium-Term Plan for the Development of Important Tourist Attractions. The slogan "Time for Taiwan" was further developed, with execution focusing on quality, uniqueness, smartness, and sustainability, where the goal was to gradually make Taiwan a tourism powerhouse with sightseeing everywhere and quality offerings of creativity and value added. All these policies were the same as 2015. It is worth noting that the implementation of the Medium-Term Plan for the Development of Important Tourist Attractions (2016-2019) is about the establishment of future directions for national scenic areas, the characteristics of different locations, the integration of resources, and the enhancement of service quality at the "core" tourist destinations to meet international standards. Efforts were made to develop "satellite" tourist attractions to divert tourism traffic and develop local economies. The government sought to develop the segments that show high potential by attracting the mass affluent from China, the five Muslim countries in South East Asia, and white-collar tourism from Asia, Europe, and the U.S. Promotions for international cruise offerings and the MICE market continued. It is hoped that Taiwan can further develop its brand and image in the tourism market, where the marketing platforms advertise diverse travel resources and offerings. The goal is to introduce tourism hot spots and promising products to the international tourism market. Assistance was provided to the quality of tourist groups from China by increasing the quota of premium tour groups, and a regional approach was encouraged to avoid congestion at tourist hotspots. The online reporting services were enhanced to promote the sustainable development of tourism across the Taiwan Strait. In summary, Taiwan's tourism policy during these years was the continuation of existing frameworks and the stabilization of domestic travel and tourism resources, in order to attract tourists from China and other parts of the world. In May 2016, the government witnessed yet another change of administration. The Chairman of the DPP, Tsai Ing-wen, became the President, and more than half of the legislative seats were controlled by DPP members. At this juncture, the tourism policy was still the continuation of President Ma Ying-jeou's 2016 policy, which centered on Taiwan's Tourism Action Plan and the Medium-Term Plan for the Development of Important Tourist Attractions.

5. Tourism 2020: A Sustainable Tourism Development Strategy (2017~2020)

In 2017, the DPP came up with their own tourism policy for Taiwan by launching Tourism 2020, which is a Sustainable Tourism Development Strategy that aims for innovation and sustainability, local and happy industries, diversified development, and tourism value creation. The basis of this strategy is mainly referring to the challenges of ecotourism proposed by the World Tourism Organization (UNWTO) in 2017, such as realizing globalization, digitalization and localization, adjusting the structure of tourist market in Taiwan, advocating regional tourism and gradually realizing key industrial transformation. In addition, in recent years,

UNWTO has actively promoted the concept of sustainable tourism, emphasizing the sustainable development of the environment, society and economy. Therefore, it has formulated the "Tourism 2020 Taiwan Sustainable Tourism Development Program". In line with the UNWTO definition of sustainable tourism development, it refers to "taking full account of the current and future economic, social and environmental impacts to meet the needs of tourists, industries, natural environment and local residents", and designates 2017 as the International Year for Sustainable Tourism Development. Its main objective is "travel, enjoyment and respect". It has 17 sustainable development goals. Sustainable development goals (SDGs) [8], including marine ecology, terrestrial ecology, employment and economic growth, sustainable cities and global partners, call on the world's tourism destinations to continue to pay attention to the balanced and sustainable development of the overall tourism environment, economy and respect for social and cultural aspects while enhancing the scale of tourism industry and economy [9].

The five pillars of this tourism policy are the establishment of a diversified market, promotion of national tourism, support for industry transformation, development of smart tourism, and encouragement of experience tourism, where the focus is the development of a variety of customers from Japan and Korea, campaigns that target tourists from Europe and the U.S., attracting tourists from South East Asia, and taking a conservative approach with Chinese tourists. The visa procedures were simplified, local products were promoted, innovative and diversified marketing was adopted, promotional offerings were granted, and efforts were made to further develop Taiwan's branding and image in tourism and create a friendly travel environment. Different themes, such as MICE, cruise, Muslim, and chartered flights were promoted. The New Southbound Policy, which is the brainchild of the DPP after it took power, targeted tourists from ASEAN countries (Malaysia, Singapore, Indonesia, Vietnam, Philippines, Thailand, Myanmar, Brunei, Cambodia, Laos), South Asia (India, Nepal, Pakistan, Sri Lanka, Bangladesh, Bhutan), Australia, and New Zealand. Taiwan gives 30-day visa waivers to visitors from Malaysia and Singapore. The same waivers were given to Brunei and Thailand visitors on a one-year trial basis, while tourists from Australia and New Zealand were given a 90-day waiver. Group travelers from other countries enjoy certain concessions. As a result of the policy change for Chinese tourists, the government sought to adjust the industry structure by supporting the transformation of the operators previously catering to Chinese tour groups. Additional resources were invested in the development of talents and the training of language skills among tour guides for Korean, Thai, Vietnamese, and Indonesian languages. The government also promoted national tourism and smart tourism for domestic sightseeing. Comprehensive information was provided for independent travelers with smart technologies, mobile device apps, ticketing systems, and transportation services. The Bright Spots and Character Enhancement Project for Different Regions (2015-2018) and the demo plan for "Experience Tourism – Lighten Up the Villages" were introduced. Assistance was provided to local governments to create the bright spots for

international tourists and launch tour agendas by emphasizing local characteristics. Literature was designed to market tribal cultures, local festivals, and folk activities, and tribe tourism was encouraged. In addition, the government continued with the Medium-Term Plan for the Development of Important Tourist Attractions (2016-2019), by creating one characteristic for each national scenic area and deploying friendly environments with accessible facilities for travelers disadvantaged due to age.

6. Discussions

After more than six decades of development and progress, Taiwan continues to adjust and improve its policies and development models.

Below is a summary made by this paper regarding tourism policies in Taiwan.

6.1 The development of tourism policy has its continuity

Although Taiwan has been developing tourism since the 1950s, the situation at that time belonged to the period of preparation for war, coupled with the implementation of martial law, so the tourism policy and development are not very clear. In addition, due to the martial law period, some mountainous areas and sea areas in Taiwan were under control and could not be used as necessary resources for tourism development. However, since 2000, Taiwan's first rotation of political parties has given rise to specific development policy directions, which has enabled the tourism industry to develop rapidly. Although Taiwan has undergone three rotations of political parties, the specific direction of tourism development has not changed, and the main development goal is to continuously improve public infrastructure, effectively utilize tourism resources and develop international tourism. But there is also a clear difference in policy, that is, the KMT tends to be friendly to the mainland of China in policy, so it attracts many Chinese tourists to visit Taiwan. However, the DPP's policy is obviously to neglect Chinese tourists who have the ability to consume. Instead, it is to promote a new South-Oriented policy, and even to attract tourists from Southeast Asia to visit Taiwan by means of subsidies. However, a big problem is that the number of tourists in Southeast Asia has not reached the expected number, and their consumption capacity is low. As a result, many enterprises related to the tourism industry in Taiwan have collapsed, such as hotels, souvenir shops and some scenic spots in southern Taiwan. The number of tourists has also decreased a lot, which has a negative impact. Therefore, from the above, we can find that a country or region plays an important role in the development of tourism [10].

6.2 Focus on transportation and infrastructure as the foundation for tourism

The basis of modern transportation in Taiwan was built under Japanese rule, which formed an important foundation for the development of tourism. In 2004, the Taichung Ching-Chuan-Kang Airport was completed for both military and civil use under the new name

Taichung International Airport. In 2011, the Tainan Airport began chartered flight services with China and other destinations. In response to the growing number of tourists, the Taoyuan International Airport completed Terminal 2 on July 29, 2000 and started on Terminal 3 in 2016. Regarding marine transport, both Keelung Harbor and Taichung Harbor serve business purposes, and plans are being made to accommodate international cruise ships. In terms of highways, the three decades post the completion of National Freeway 1 saw the expansion of its branches, including highways No. 2 to No. 10 and 20 expressways. Regarding railway travel, the Taiwan High Speed Rail (with a total length of 349.9 km) became operational in 2009. The year 2015 witnessed the completion of the electrification of Huatung Railway, and in 2017, the Taoyuan Airport MRT came online. The accomplishment of these projects creates a network of modern transports, which help the development of tourism in Taiwan. As a result of the development of tourism, transportation is an important infrastructure and an important link between tourists and destinations [11]. It is evident that Taiwan has invested a lot in the development of tourism industry and is also conducive to promoting economic development.

6.3 Construction of tourist attractions and hotels as the basis for tourism

Tourist destinations are the most important component of sightseeing and hotels provide a temporary home for travelers, thus, both are important to the development of tourism. The government started to collate statistics in 1970 about tourist attractions, and there were only six of them that time, with the number of visitors reaching 556,650. In 2016, there were 306 tourist attractions, and they welcomed a total of 280,655,275 visitors. This 46-year period saw the addition of 300 tourist spots and the increase of travelers by 280,098,625. The earliest statistics on hotels in Taiwan can be traced back to 1965; at that time, there were only six international tourist hotels on the island, with a total of 880 guest rooms. In 2016, the number of international tourist hotels in Taiwan increased to 75, with an aggregation of 21,454 rooms. There were 44 tourist hotels in 2016, with a total of 6270 rooms (vs. 40 tourist hotels and 1,834 rooms in 1965). The decline in the number of tourist hotels was due to the growth of homestays and regular hotels. The shrinking number of Chinese tourists after 2016 was also an important factor. In summary, the number of tourist attractions and the number of hotels imply market saturation, which serves as the infrastructure for the development of tourism. Relevant studies have pointed out that in the early stage of a destination development, foreign investment hotels have a positive impact on the local area, and contribute to the development of tourism industry in the destination [12]. In the early stage of tourism development in Taiwan, most of the hotels are also built by foreign investment, which is conducive to the successful development of tourism.

6.4 Comprehensive and robust laws and regulations to provide legal oversight and monitoring of the tourism industry

The Taiwan government started to formulate laws and regulations governing the tourism industry since the 1950s when the market was still in the nascent stage. To ensure legal oversight of the market and industry development; in 2001, the government promulgated the Regulations for the Management of Home Stay Facilities; in 2002, the Regulation for the Management of Tourist Amusement Enterprise; in 2003, the Regulations Governing Tour Managers and the Hot Spring Act; in 2004 the Regulations Governing Water Recreation Activities; in 2006 the To-Do Checklist and Not-to-Do List for Gift Vouchers and Standard Contracts with Tourist Operators, Tourist Hotels, and Homestays. These laws and regulations serve to regulate and direct the development of tourism in Taiwan. For example, the press releases and public announcements from the Tourism Bureau often come with the following wording, "Pursuant to Article 43 of the Statute for the Development of Tourism, the Tourism Bureau released the following statistics regarding the travel industry from March 11, 2012 to May 31, 2012 for the conference of consumers: (1) punitive measures imposed on three travel agencies and their licenses terminated; (2) one operator ceased to offer travel services; (3) six companies applied to suspend operations; (4) five applied for business dissolution. All the names and addresses were announced so that consumers could take heed when choosing travel agencies. Whilst many laws were formulated after accidents or mishaps, the regulations governing tourism serve to regulate and oversee the industry in Taiwan.

6.5 Emphasis on international promotion and marketing for tourism industry

Since 2000, international promotions and marketing have been at the top of the agenda for tourism policy in Taiwan. The international division of the Tourism Bureau has a set of offices in ten overseas cities (i.e. San Francisco, Tokyo, Frankfurt, New York, Singapore, Sydney, Los Angeles, Seoul, Hong Kong, and Osaka). Promotional campaigns and strategies are formulated according to the changes in the international tourism market and the number of inbound travelers. Events and promotions are targeted at both primary and secondary market segments on the basis of the characteristics of these markets. Literature and promos are produced in different languages. The internet is also one of the marketing tools, and leading media and travel businesses are invited to promote coverage, in order that tourists can learn more about Taiwan. Joint campaigns are organized with foreign travel companies and airlines; for example, the Taiwan Food Festival in New York City; Taiwanese cuisine festivals and summer promotions in Tokyo; seminars in Fukuoka, Osaka, Nagoya, and Tokyo promote travel to Taiwan for study. All these events are direct promotions to foreign consumers.

6.6 Continued innovations of travel products

Before 2000, the focus of the tourism policy in Taiwan was on the development of tourist attractions and the construction of privately-owned recreational parks. After that, the emphasis was shifted to the quality and innovation of travel products, which were promoted in a specific

and directional manner. In 2003, the Tourism Bureau assisted in the development of 12 promising local and folk festivals and activities, in order to prepare these events for the international market. The government worked with surrounding infrastructure and tourist sites, and stepped up marketing in Taiwan and overseas. The year 2006 saw the resource integration of Hakka cultural and indigenous peoples, as well as the creation of special interest packages. New products with an international appeal were developed and marketed, in order to achieve the target of doubling the number of inbound travelers. Demonstration activities were organized for bicycle routes and recreational activities, with the support of bicycle networks and peripheral facilities in scenic areas, and in-depth and various cycling trips were designed for the development of green and low carbon tourism. In 2012, the government promoted eco-tourism by showcasing Green Island and Hsiao Liouciou. Continued efforts were made to revamp and construct bicycle routes and cycling facilities. The campaign Huatung Pearls advertised and promoted the bright spots for travelers visiting Hualien and Taitung. LOHAS itineraries were designed, and large international cycling events were arranged as part of green tourism to reduce energy consumption and carbon emissions. As far as the above policies are concerned, Taiwan's tourism development is in line with the tourism policies, plans and strategies of successful destinations proposed by foreign scholars. Ideally, the harmonious coexistence of the environment and social life of destinations should be ensured [13]. In 2014-2016, the buzzword was caring tourism, with continued efforts on accessible facilities, travel routes, and tour packages for gray-haired tourists. The government implemented environmental education and enhanced the business environment by integrating community resources and local characteristics. The quality and services for Taiwan Trip and Taiwan Tour Bus were improved, and with the deployment of information stations, higher density of the i-travel service network and mobile consultations for travelers were established. The Bright Spots and Character Enhancement Project for Different Regions (2015-2018), as well as the demo plan for "Experience Tourism – Lighten Up the Villages" were introduced in 2017. Assistance was offered to local governments to create the bright spots for international tourists and launch tour agendas by emphasizing local characteristics and folk festivals, thus, tribe tourism was promoted.

7. Conclusion

This paper analyzes the development and evolution of Taiwan's tourism policy after the year 2000, and the results suggest that the policy was subject to social and political backdrops in Taiwan and overseas, as well as the thinking of the ruling party. In the early days, tourism policy was driven by the government, while private-sector involvement gradually grew after the 1980s. With the joint efforts of government agencies and private organizations, the tourism industry in Taiwan witnessed significant improvement in both quality and quantity after the past five decades of development.

In brief, the evolution of tourism policy in Taiwan can be summarized, as follows:

- 1) Although Taiwan's tourism policy has continuity under the rule of different political parties, it still has obvious differences because of the different political concepts of the two parties.
- 2) Focus on the development of transport infrastructure and grooming of tourist attractions;
- 3) Emphasis on the international market and consistency in international marketing campaigns administered by the government;
- 4) Constant innovations of travel products by leveraging the tourism resources in Taiwan;
- 5) Continued formulation and amendment of laws and regulations to ensure the order of the tourism market;
- 6) Tourism as one of the key economic policies for all government administrations;
- 7) Dedication to the creation of a friendly travel environment and the deployment of amenities for travelers throughout different policy stages.

In summary, the tourism policy in Taiwan will continue to reflect the social and economic situations in Taiwan and overseas, as well as the dynamics of the international market. Efforts will continue to promote the planning and development of tourist resources, the pursuit of sustainable operations, the creation of friendly travel environments, and support for travel businesses, where the purpose is to develop a plethora of tourist activities, as well as diverse marketing techniques to promote Taiwan's tourism in the international market. Government agencies are no longer the only driving force, as private enterprises are increasingly involved in marketing Taiwan's tourism by working with the government. The promotion of tourism has become a national campaign for all of Taiwan's people. Due to the timing of this paper, only fragmented information is provided on the New Southbound Policy, as proposed by President Tsai Ing-wen, and there is no detailed analysis on its pros and cons in the context of the overall tourism policy. It is suggested that future studies may delve deeper into the tourism policy in Taiwan, as based on the research findings of this paper.

Notes:

All the explanations of the tourism policy in Taiwan post 2000 are summarized from the official website of the Tourism Bureau, Ministry of Transportation & Communication at <http://admin.taiwan.net.tw/>. This note at the end of this paper specifies the source, instead of repeating it in the texts.

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