



CARIBBEAN NATURAL RESOURCES INSTITUTE and DOMINICA RURAL ENTERPRISE PROJECT



Workshop on Community Based Tourism for Rural Development

Roseau, Dominica
21-25 May 2001



FINAL REPORT

Introduction

This regional training workshop was convened in response to the rapid and dramatic economic and social changes taking place in the rural areas of the Caribbean, largely as a result of globalisation. Rural societies are becoming increasingly marginalised, creating problems of poverty, increased rates of migration and social conflicts. Community-based tourism provides an opportunity for decentralising the provision of services from tourism, as well as generating income and providing an avenue for rural development through employment opportunities, the creation of outlets for agricultural produce, locally made products and local involvement in the management of natural resources.

Participants

A total of seventeen people from nine Caribbean nations participated in the workshop. Participants included government tourism development and planning officers, forestry officers and representatives from non-governmental organisations and community-based organisations involved in tourism initiatives:

- Dominica (6)
- Barbados (2)
- St. Lucia (2)
- Trinidad and Tobago (2)
- Anguilla (1)
- Antigua (1)
- Cuba (1)
- Grenada (1)
- St. Kitts (1)

The workshop was facilitated by Mr. Sylvester Clauzel, Heritage Tourism Consultant, and Ms. Gillian Cooper, Associate Director, CANARI. Mr. Glen Ducrey, Micro Enterprise Officer from the Dominica Rural Enterprise Project was also in attendance. A list of participants and resource persons is attached at Appendix 1.

Funding

The seminar was funded through fees charged to individual participants. Sponsors covering these fees include:

- St Lucia Heritage Tourism Programme, St. Lucia
- Small Projects Assistance Team, Dominica

- CANARI, through programme grants from the European Union, Commonwealth Foundation and the International Fund for Agricultural Development.

The United Nations Environmental Programme made a contribution to one of the participant's travel and accommodation costs.

Objectives

Making use of recent innovative experiences in the field of community-based tourism in the region, the workshop aimed at generating a sharper understanding of the issues as well as defining and sharing policy directions and practical approaches suited to the needs and conditions of the insular Caribbean. Specific objectives included:

- To develop an understanding of the requirements of rural development and the potential contribution of community-based tourism to rural development
- To transfer practical methods of facilitating participatory processes aimed at mobilising community resources in support of tourism activities
- To provide information that can be of use in the design and implementation of community based tourism activities

Process and Content

The workshop used a highly interactive and flexible format, in order to draw from the experiences of all participants and to respond to issues and needs as they arose.

The agenda for the workshop is attached at Appendix II.

Introduction

The week began with an opening ceremony, chaired by the Permanent Secretary in the Dominica Ministry of Agriculture, Mr. Raymond Austrie. Dominica's Minister of Tourism, Honourable Charles Savarin, addressed participants and other invited guests. In his address the Minister spoke of the ongoing efforts of his Ministry to forge an image for Dominica in the marketplace as the premier eco-tourism destination in the Caribbean. He emphasized the need to be competitive. The Honourable Minister also made mention of the development of niche tourism markets such as agro-tourism. Ms. Gillian Cooper of CANARI gave an outline of the workshop and described the context of the week's activities. Finally, Ms. Carla Harris-Pascal, Project Officer at D-REP, gave the vote of thanks. An agenda for the opening ceremony is attached at Appendix III.

Participant expectations

After the opening ceremony, the first working session served to express and discuss the expectations of all the participants. This confirmed that the objectives of the week should be to discuss and explore the following issues:

- Policy requirements for community-based tourism
- Capacity building for community-based tourism
- Increasing benefits to rural people from tourism
- Product development
- Sustainability of community tourism initiatives
- Public awareness
- Improved legal frameworks

The status and causes of poverty in the rural sector

To set the context for the workshop, the afternoon's session began with a discussion, in groups, on the symptoms and causes of poverty in rural areas of the Caribbean. The discussion resulting from this group exercise illustrated the ambiguity in defining 'poverty' and the changeable nature of the parameters of poverty depending on who defines it. One of the groups emphasized a 'social deprivation' approach to defining poverty referring to a lack of power and social resources within a group to be able to participate and determine their future rather than a lack of material or structural wealth. A lack of community values and a lack of social capital such as family and home care would also be included in this definition.

Symptoms and causes identified by participants focused mainly on social and structural conditions such as:

- Social – illiteracy, lack of confidence, poor health, inability to cope with change (poor resilience), inadequate education system that does not encourage needs of the rural sector, lack of social capital
- Structural - poor infrastructure, poor access to health care and other basic services, lack of opportunities/capital for economic activity
- Demographic - poor health

The status of tourism in the Caribbean

During the second half of the afternoon, participants worked in groups to discuss the negative and positive cultural and environmental impacts of tourism, followed by a look at the social and economic imperatives of the tourism industry. The following points emerged from the discussion:

- All tourism should seek to be sustainable, not just the sectors which have historically been seen to bear the primary responsibility – such as eco-tourism.
- Multiple strategies are needed for rural development, of which tourism is one.
- Linkages with other sectors such as agriculture and fisheries are necessary.
- Community-based tourism can help prevent the economic leakages of tourism.
- Trying to preserve and promote traditional cultures in the face of globalisation presents a dilemma.
- There is a need to determine to what extent cultural change is as a result of cultural evolution rather than cultural intrusion due to tourism.

Requirements of the tourism industry noted by participants are listed below:

- Development of rural communities to take advantage of tourism opportunities
- Greater sense of ownership by the wider community of tourism
- Better training opportunities for local people in the tourism sector
- Improved policy framework for tourism decision-making
- Better planning of tourism development and especially for sustainability
- Monitoring and evaluation of tourism activities, performance e.g. through standards
- An improved legal framework for tourism
- Improved amenities
- Better infrastructural development

The day's session ended with an informal 10-minute presentation from each of the participants on their experiences in community-based tourism. This provided colleagues

with information on each other's strengths and experiences and allowed participants to discuss and share work experiences from the region, in their own time.

The Impact of tourism on the Carib Territory

The Carib Territory is located to the northeast of Dominica. A visit to this community was the site of the workshop field trip. During the trip, participants were asked to keep the following questions in mind:

1. What are the status and causes of poverty in the Carib Territory?
2. Who are the stakeholders in tourism development in the Carib Territory?
3. What is the current type/form of tourism in the Carib Territory?
4. How/who has been involved in tourism in the Carib Territory?
5. How are the benefits spread between stakeholders?
6. How can tourism make a difference?

Panel Discussion

On arrival at the Carib Council meeting hall, the group was met by the Carib Chief, Mr. Garnette Joseph. At the meeting hall, a panel discussion on tourism development in the Carib Territory was held. The following were the four panellists:

- Mr. Garnette Joseph, Carib Chief, **Carib Territory**
- Sobers Esprit, Deputy Director of Tourism, **National Development Corporation (NDC)**
- Paulette Joseph, Assistant Tour Manager, **FunSun Tour Company**
- Glen Ducrey, Marketing and Small Business Development Officer, **D-REP**

The panel discussion revealed a number of fundamental issues concerning the impacts and benefits of tourism to the Carib community. The discussion following the panel presentations was very enthusiastic. The key issues which arose during panel presentations and the discussion were:

- The Carib Territory is viewed as a major asset for Dominica's tourism product and image.
- The Carib Territory is one of the most visited sites in Dominica.
- Despite the Carib Territory's importance to Dominica's tourism, there is high unemployment (39.8%), poor infrastructure, heavy reliance on stand pipe water (52%), and low numbers attaining secondary (18.3%) and post secondary schooling (0.4%). These figures were quoted by the DREP representative as part of a baseline D-REP study at the start of this programme.
- Banana crop production is the most important source of income generation in the territory.
- According to the NDC, there are key challenges facing tourism development in the Carib Territory. These are: authenticity; preservation of culture and heritage; goods and standards; skills development and training; infrastructure; creation of new products and services.
- FunSun was the first and now one of two tour operators to take tours into the Carib Territory. 80% of FunSun's tours go to the Carib Territory. Revenue generating opportunities for the Caribs from FunSun include employment of a guide from the Territory, purchase of crafts, rental of facilities, and visitor donations to a Carib Catholic church.
- There were some concerns raised by the Carib community during the panel on the lack of linkages between tour companies and services and products provided in the

Territory. In particular, FunSun was criticized for not making use of food and beverage services provided by the Territory.

- The Carib Chief felt there was an unspoken policy to assimilate the Caribs into “Afro-Dominican” culture yet the “unique” Carib culture is what is so keenly promoted and marketed for the island’s tourism
- He also felt that the Caribs were always “on display” and there was an attempt to prevent Caribs from enjoying the benefits of modernization so as to preserve the tourist image of the Carib
- Due to the communal land tenure arrangement of the territory, Caribs have had a problem in accessing credit (communal land is not recognised as collateral when applying for loans and other credit access) and as a result, have been unable to invest in the development of certain tourism services such as a restaurant and accommodation facilities.
- Presently, the demand for craft products has meant that the raw material - *laroma* reed, is not sustainably harvested. Most supplies from within the Territory have been depleted and craft makers now have to buy *laroma* from harvesters of wild stock outside the Territory.
- The Chief feels that Caribs have not been a part of decision-making about the Territory.

Carib Model Village

After lunch, we were taken to the site of the Carib Model Village, presently under construction. This is a model of a traditional Carib community and the future site where traditional Carib culture will be showcased – a living museum. The Carib Village has been in the pipeline for approximately 20 years. Because the Model Village will concentrate all touristic activities of the Carib Territory to one place, the Caribs feel that the Model Village is a good compromise between issues of “being on display” and allowing the wider community to enjoy the benefits of modernisation.

However, the Carib community have complained that they were not sufficiently involved in the planning and design of the facility. As a result, neither the construction methods, structures or layout are authentic. NDC explained that they were constrained by funding agency requirements which would not permit for traditional construction methods.

Craft Vendors

Participants were then taken to visit the craft vendors along the roadside. Craft items include largely woven products from *laroma*, mainly baskets, table mats and a few decorative items such as calabash carvings. Vendors, who are predominantly women, claim that they do a relatively good business from the tourists. They explained that the cruise ship visitors purchase only small items whereas stay-over visitors tend to purchase more of the larger baskets on display.

A bundle of *laroma* costs the craftsperson approximately EC\$60.00. From this bundle, they can make items valued in excess of EC\$300.00. One vendor noted that he is quite happy selling his craft from the side of the road, and had no intention of transferring his vending to the Carib Model Village when it is complete.

Spreading the benefits of tourism

Following the reports and evaluations from Days 1 and 2, Wednesday morning’s session began with an open discussion of the issues that came to light during the field trip.

Using the example of the Carib Territory, participants looked at the present distribution of benefits and associated impacts on the various stakeholders in tourism development in the Carib Territory. In plenary, the following 48 stakeholders were identified and grouped into seven major categories - Private Sector, Government, NGOs, Carib community, Funding Agencies, Political, National Community.

Table 1: The stakeholders in tourism development in the Carib Territory

Private Sector

- Cruise Industry
- Cruise Agents
- Eco Inns of Dominica
- Tour Operators
- Car rental companies
- Craft raw material harvesters
- Airlines
- DHTA – *Dominica Hotels and Tourism Association*
- CARTOGA – *Carib Tour Guide Association*

Government

- Ministry of Tourism
- Env Health Unit
- Cultural Division
- Ministry of Education
- NDC
- Ministry of Community Dev.
- Dept for Carib Affairs
- Ministry of Agriculture
- Forestry – Wildlife and Parks
- Min of Communication and Works

NGOs

- D-REP
- Dominica Conservation Association
- SPAT – *Social Partners for Action and Transformation*
- Movement for Cultural Awareness

Carib Community

- Carib Council
- CARTOGA
- Craft raw material harvesters
- Performing Arts Groups
- Carib Youth
- Churches
- Construction workers
- Carib women
- Craft producers
- Fishing community
- Schools

Funding Agencies

- CDB – *Caribbean Development Bank*
- D-REP
- Robinson Trust
- Credit Unions
- Aid Bank
- EU – *European Union*
- Government of Dominica
- UN Funding agencies

Political

- UWP – *United Workers Party*
- Parliamentary Reps
- DLP – *Dominica Labour Party*
- Carib Council
- DFP – *Dominica Freedom Party*

Wider National Community

Using the list of stakeholders, participants split up into their groups once more to carry out a stakeholder identification and analysis of the present and desired economic, social and environmental benefits and/or impacts of tourism in the Carib Territory to each of the stakeholder groups.

Although the approach undertaken for the exercise varied somewhat between groups, broadly, the present positive impacts, negative impacts and desired impacts by sector are presented in the table below:

Table 2: The present positive, negative and desired economic, social, and environmental impacts of tourism in the Carib Territory.

IMPACT	SECTOR		
	Economic	Social	Environmental
Non Governmental Organisations			
Positive	<ul style="list-style-type: none"> ▪ Source funding for community projects ▪ Job creation (limited) ▪ Encourage and develop entrepreneurial opportunities for Caribs 	<ul style="list-style-type: none"> ▪ Capacity building to take part in tourism ▪ Support and strengthen greater community relationships ▪ Ensure improved standard of living 	<ul style="list-style-type: none"> ▪ Promote and raise awareness of good environmental practices ▪ Increase environmental awareness
<i>Desired</i>		<ul style="list-style-type: none"> ▪ <i>Ensure meaningful participation of Caribs in tourism planning and development</i> ▪ <i>Encourage preservation of Carib culture</i> ▪ <i>Capacity building to provide more and better tourism services</i> 	<ul style="list-style-type: none"> ▪ <i>Advocate effective environmental legislation</i>
Government			
Positive	<ul style="list-style-type: none"> ▪ Infrastructural development ▪ Incentives for entrepreneurial activities ▪ Market access ▪ Provision of credit ▪ Funding and technical support 	<ul style="list-style-type: none"> ▪ Training ▪ Long-term formal training for Caribs (improve low numbers in secondary and post-secondary education) ▪ Improve standard of living 	
Negative		<ul style="list-style-type: none"> ▪ Can be insensitive to the issues of Carib identity and culture 	<ul style="list-style-type: none"> ▪ Inadequate waste management ▪ Inadequate development planning
<i>Desired</i>	<ul style="list-style-type: none"> ▪ <i>Invest greater percentage of tourism income in Carib Territory</i> 	<ul style="list-style-type: none"> ▪ <i>Develop and implement policies for participation of Caribs in tourism planning</i> ▪ <i>Foster private sector partnerships</i> 	<ul style="list-style-type: none"> ▪ <i>Develop and implement better legal framework for environmental management.</i> ▪ <i>Develop environmental standards and increased awareness</i>
Funding Agencies			
Positive	<ul style="list-style-type: none"> ▪ Provide funding at national and local levels 	<ul style="list-style-type: none"> ▪ Improve standard of living 	<ul style="list-style-type: none"> ▪ Funding stipulations require environmental standards
Negative	<ul style="list-style-type: none"> ▪ Funding conditions are sometimes insensitive to aspects of rural development 		

IMPACT	SECTOR		
	Economic	Social	Environmental
Private Sector			
Positive	<ul style="list-style-type: none"> ▪ Job creation ▪ Provide economic opportunities caused by an injection of cash into the area (multiplier effect) ▪ Small improvements to the infrastructure. ▪ Value added to raw materials (craft products) 	<ul style="list-style-type: none"> ▪ Provide incentive for preservation of heritage ▪ Reinforce sense of Carib identity ▪ Skills training 	<ul style="list-style-type: none"> ▪ Provide incentive for environmental conservation
Negative		<ul style="list-style-type: none"> ▪ Invasion of privacy ▪ Commercialization of culture and promotion of false perceptions about the Carib Community ▪ Loss of identity ▪ Encourage deviant behaviour 	<ul style="list-style-type: none"> ▪ Solid waste disposal problems ▪ Heavy use with resulting degradation to the environment
<i>Desired</i>	<ul style="list-style-type: none"> ▪ <i>Promote better access to markets for Carib goods (direct contact with tourism companies)</i> ▪ <i>Invest greater share of revenues to the Carib Territory</i> 	<ul style="list-style-type: none"> ▪ <i>Improve standard of living</i> ▪ <i>Support continued preservation of culture/heritage</i> 	<ul style="list-style-type: none"> ▪ <i>Use of tourism revenues for environmental management</i> ▪ <i>Environmental monitoring programmes</i>
Carib Community			
Positive	<ul style="list-style-type: none"> ▪ Production of goods and services that are marketable 	<ul style="list-style-type: none"> ▪ Reinforce an appreciation of Carib culture ▪ Strengthen community spirit ▪ Training 	
Negative	<ul style="list-style-type: none"> ▪ Abandonment of other economic activities in favour of tourism ▪ Goods and services are limited 	<ul style="list-style-type: none"> ▪ Encourage deviant behaviour ▪ Concerns of product authenticity 	<ul style="list-style-type: none"> ▪ Overharvesting of craft raw materials ▪ Dependence on outside craft raw material suppliers because of increased demand
<i>Desired</i>	<ul style="list-style-type: none"> ▪ <i>Diversify goods and services</i> 		<ul style="list-style-type: none"> ▪ <i>Development of craft raw material cultivation industry</i>

IMPACT	SECTOR		
	Economic	Social	Environmental
Political			
Positive	<ul style="list-style-type: none"> ▪ Limited funding and technical support ▪ Job opportunities 		
Negative	<ul style="list-style-type: none"> ▪ Political favouritism for funding 	<ul style="list-style-type: none"> ▪ Create division amongst community along political lines 	

In general participants found the exercise very useful and during the discussion following the presentation of these results, participants made the following comments:

- In the time available groups could not fully analyze all of the 48 stakeholders and grouped many stakeholders together but, with more time, the exercise would be most effective if each of the specific stakeholders could be analyzed.
- It would also be useful if an analysis could be done to assess the distribution of benefits within the Territory i.e. who within the Carib Territory benefits most.
- It became apparent that such an exercise would be best conducted *in situ* as the group who had a representative from the Carib Territory provided the most detailed information on impacts to the Carib Territory.

Principles and strategies for rural development from tourism

In the afternoon, following an introductory session on the generally recognised impacts of tourism on rural communities, the facilitator outlined the evolution of approaches to rural development. These included (1) the stakeholder approach (2) participation approach and most recently, (3) livelihoods approach. Using indicators from the livelihoods approach,

1. Food security
2. Self esteem
3. Incorporation
4. Lack of physical assets
5. Access to assets
6. Influence of policies
7. Influence of institutions and community priorities

a group exercise was initiated to identify strategies for rural development through community-based tourism for the following sectors: Government, NGO, Private Sector, Community. Each group was allocated one of the sectors. Using these strategies, key actions and responsibilities for rural development from tourism were also developed. (Due to a lack of time on Day 3, this exercise was revisited and completed on Day 5. It was also felt that the proceedings of Day 4 added more material that should be included in the strategies. However, the results of these exercises will be presented in this section of the report.) Pages 10 – 11 present the strategies and key actions and responsibilities developed.

Table 3: Strategies for rural development through tourism
Using the Sustainable Livelihoods Analysis indicators

SECTOR	Livelihood Impact Indicators							
	Food Security	Self-Esteem	Incorporation	Availability of Physical Assets	Access to Assets	Influence of Policies	Influence of Institutions	Community Priorities
Government	Ensure that agricultural production for local livelihoods is not compromised by provisions for the tourism industry	Ensure that products and services developed for tourism build on local strengths and resources	Encourage participation of all community stakeholders even at the expense of external institutions	Create the environment for opportunities to increase ownership by community of physical assets through incentives and other policy directives	Provide greater access to basic needs	Actions to achieve economic empowerment, reduced vulnerability to external changes, and poverty reduction	The devolution of power to community groups.	Permit community stakeholders to direct priorities for action
NGOs	Focus capacity building initiatives on agricultural sustainability	Endeavor to use local knowledge as much as possible	Facilitate participation in planning and decision making	Advocate on behalf of communities	Advocate on behalf of communities	Give national attention to relevant issues	Facilitate participation	Articulate on behalf of communities
Private Sector	Patronize local produce to encourage continued development of the agricultural sector	Foster equity in business negotiations and demonstrate equality of relationship	Encourage a partnership character for joint business ventures as opposed to unequal relationships	Avoid the temptation to acquire majority of the physical assets of community	Tourism development initiatives should include social responsibility to community in terms of facilitating access to basic needs	Use experience to inform government policy	Guide the business components of Government and NGO involvement in community-based development	Provide guidance on business feasibility when prioritizing for entrepreneurial activity
Community	Focus attention on the need for self sufficiency in food	Ensure equality in the decision making processes	Involve all community stakeholders and ensure their knowledge of the project activities	Explore opportunities for increasing physical assets, e.g. land	Explore opportunities for increasing access to assets e.g. utilities, education	Should be involved in all aspects including planning, development and implementation	Monitor the correlation between objectives and achievements in terms of capacity building, community management and empowerment	Monitor the extent to which community dictates priorities and is satisfied with developmental options pursued

Key actions and responsibilities for rural development through tourism

Governments:

- **Bureaucracy:** Simplify procedures through special responsibilities e.g. regulations for land tenure and access to capital to facilitate property ownership. Establish indicators through collection of baseline data and implement continuous monitoring and evaluation. Educate government agents and communities in consultation and participatory management skills.
- **Market access:** Provide marketing support
- **Product identification:** Plan for sustainability using a participatory approach
- **Product development:** Implement policies directed at ensuring maximum use of local human resources and goods (particularly agriculture and fisheries) and services. Facilitate access to capital.
- **Planning:** Develop education programmes and syllabi that are relevant.
- **Participation:** Ensure representation of all sectors in consultations and in decision-making processes.

NGOs:

- **Capacity building:** Provide and develop technological training and exposure to acquire experience e.g. through apprenticeship programmes.
- **Communication/negotiation:** Develop an ability to influence policies on behalf of the rural sector e.g. through one-on-one exchanges. Be able to assist in securing reasonable conditions for rural people e.g. prices for agricultural produce. Promote improved sustainable practices
- **Access to credit, training:** Be able to source credit and assist in acquiring suitable conditions for credit e.g. collateral, support and information.
- **Facilitate private sector and community collaboration:** Develop marketing strategies e.g. hotel/farmer matching. Create an awareness of availability and means of developing collaborative arrangements e.g. through sponsorship for apprenticeship programmes. Prepare project proposals.

Private sector and businesses:

- **Sub-contracting:** Develop a programme of service provision in the host community e.g. food preparation.
- **Encourage access to the market:** Develop and implement a marketing plan with a participatory policy. Organise community consultations with all key stakeholders to develop a prioritized list of activities to encourage marketing access.
- **Develop partnerships:** Implement a programme of small enterprises via the creation of credit. Facilitate the creation of a community-based organisation reflecting the greater interest of the community.
- **Support local enterprises:** Promote an organised awareness campaign aimed at buying local products and services.
- **Revenue distribution:** Provide farmers with adequate credit and capital resources to undertake their economic activities.

Communities:

- **Bargaining power:** Maintain cohesiveness in the decision making process. Command support for rural people
- **Culture:** Document cultural practices and popular knowledge
- **Popular knowledge:** Socialize young members of the community to popular knowledge. Market and promote knowledge and practices.
- **Resources:** Manage and preserve natural resources.

Institutional arrangements for community-based tourism

On Day 4, a presentation was made on the St. Lucia Heritage Tourism Programme. The presentation was prefaced by a look at the structure of tourism in St. Lucia, which has many similarities to the structure of tourism in most tourism dependent islands of the Caribbean. It was apparent from this presentation that in order for rural development to result from tourism, there needs to be a change in the dominant culture and structure of the tourism industry.

The St. Lucia Heritage Tourism Programme (SLHTP), aware of the very structured nature of international tourism, was developed to diversify and decentralise St. Lucia's tourism product and services by providing capacity building, marketing, credit and product development for community-based and locally owned tourism operations in St. Lucia.

The Programme used two complementary approaches:

- Facilitating a broader distribution of the benefits of existing tourism (cruise and stayover)
- Creating a new complementary sub-sector, identified as "heritage tourism"

The major activities under the various programme headings included:

- **Public awareness and community mobilisation**

To sensitize the general public about the opportunities for participation in the nature-heritage tourism sector and to educate on the positive linkages between environmental conservation and nature-heritage tourism development. This was done via public service announcements aired on national television and radio, various inter school competitions including developing innovative technologies for solid waste management in the school environment, as well as community consultations.

- **Institutional strengthening and human resource development**

To build the capacity of community organisations and individuals in various aspects of management and technical competencies in order to develop and manage nature-heritage tourism initiatives within communities. These included training in EMS; Siting and Design; Agricultural linkages to tourism; Handicraft linkages to tourism; trail development; and institutional organisation and management.

- **Product development**

To provide technical assistance, grant funding, as well as a line of credit for the development of products and services for the heritage tourism sector. These included feasibility studies; development of historical and nature sites; trail development; restorations of ruins; special events development; nature viewing like turtle watching; etc.

- **Niche marketing**

To collaborate with the St. Lucia Tourism Board to develop and implement a marketing strategy for the nature-heritage tourism sector. The major achievement in this area is the branding of all nature/heritage tourism sites and attractions, and the organisation of a marketing grouping called the Heritage Tourism Association of St. Lucia (HERITAS). This group comprises owners and managers of nature-heritage tourism sites and attractions. Sales booths were established at the major cruise port and all sites and attractions of HERITAS members were sold to visiting cruise passengers.

- Policy and advocacy

To create an enabling environment to facilitate easy entrance for small providers into the tourism industry through the development of standards for the sector; a certification programme for tour guides; and access to finance for the sector. These were the primary areas of policy formulation to date.

The greatest achievements of the Programme have been in:

- raising awareness of the opportunities for poverty alleviation and increased economic livelihoods through heritage tourism;
- promoting of environmental management standards particularly among members of the newly established sector;
- making in-roads into the established tourism industry through the marketing initiatives of HERITAS, and increased market share particularly of the cruise industry;
- creating new products and attracting visitors away from the beach and into inland initiatives; and
- raising the profile of local tourism operators.

The following map of the St. Lucian tourism institutional landscape was presented to show the linkages between the various organisations and agencies as well as to show the role of the SLHTP in tourism development in that country.

Following that, an institutional map of the desired arrangement for St. Lucian tourism was presented (below), noting the absence of the SLHTP and the present, private sector, HERITAS, as a cooperative organisation.

Participants then worked in groups to map the present and desired institutional arrangements for tourism in the following countries: Trinidad, Barbados, St. Kitts and Dominica. Members of the group were pre-determined to correspond, as much as possible, to their home countries.

Key to Institutional Maps



Diagram 1: Present institutional landscape of St. Lucia tourism showing the role of the SLHTP

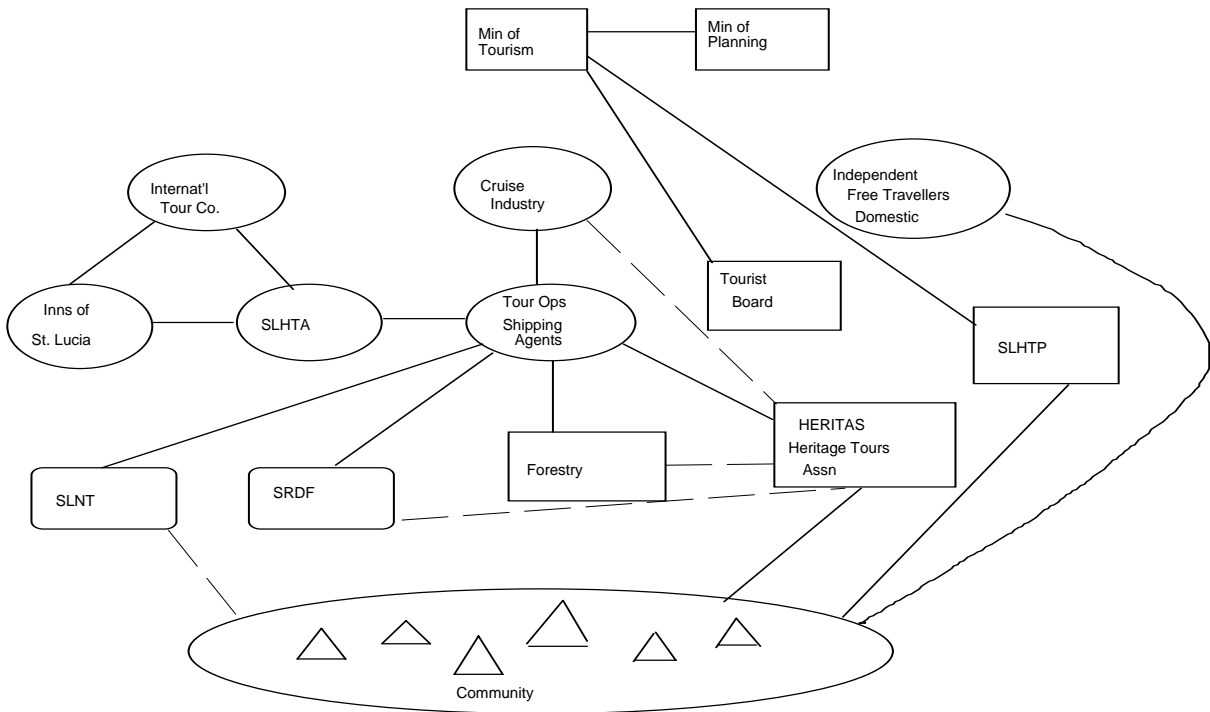


Diagram 2: Desired institutional landscape for St. Lucian tourism

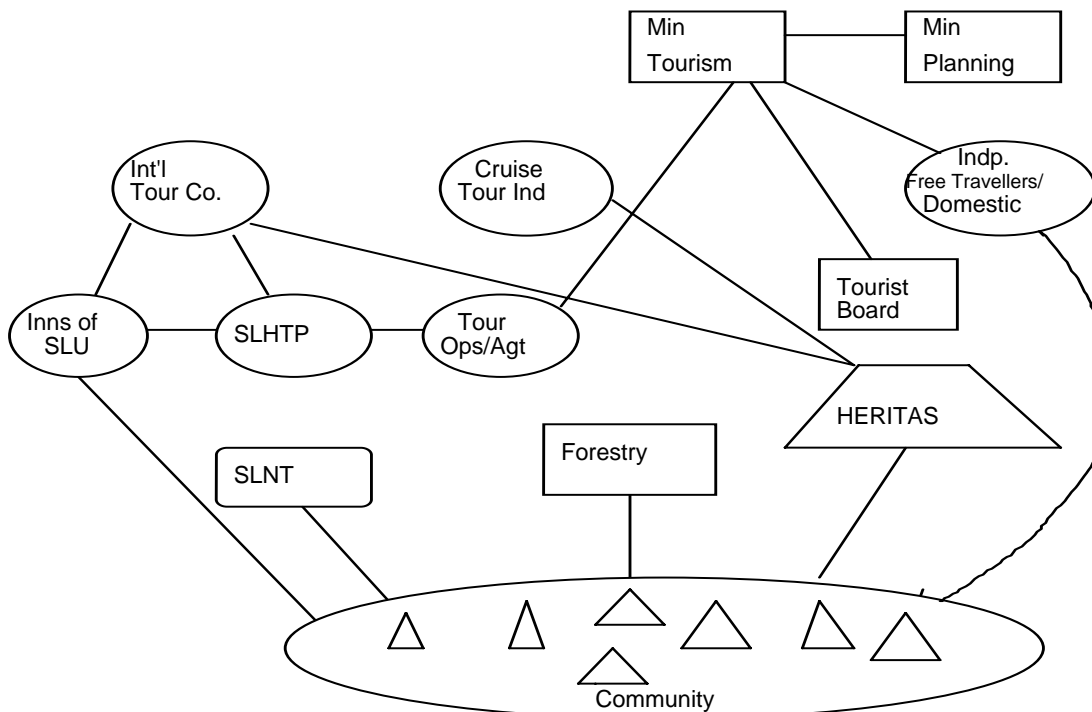


Diagram 3: Present institutional landscape of Dominican tourism

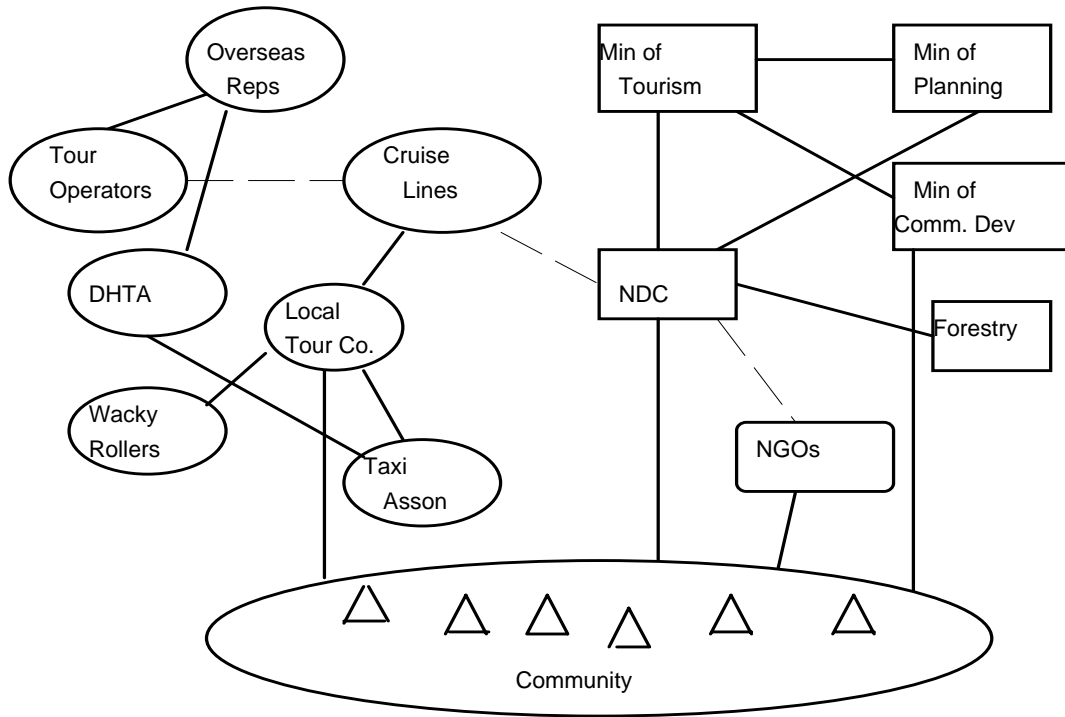


Diagram 4: Desired institutional landscape for Dominica's tourism

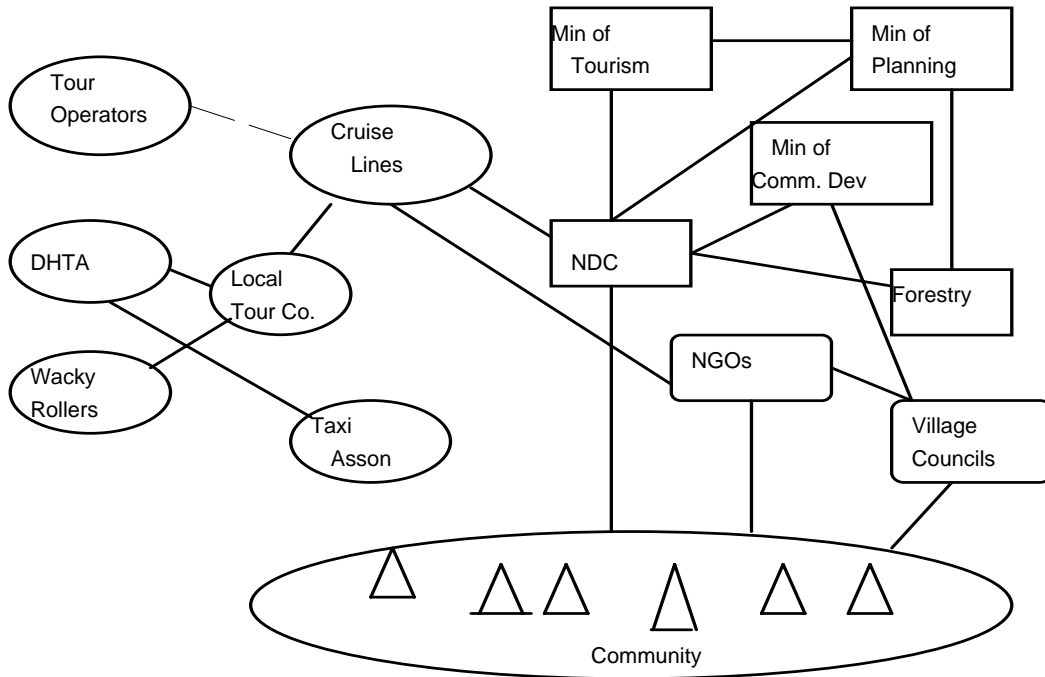


Diagram 5: Present institutional landscape of Barbados's tourism

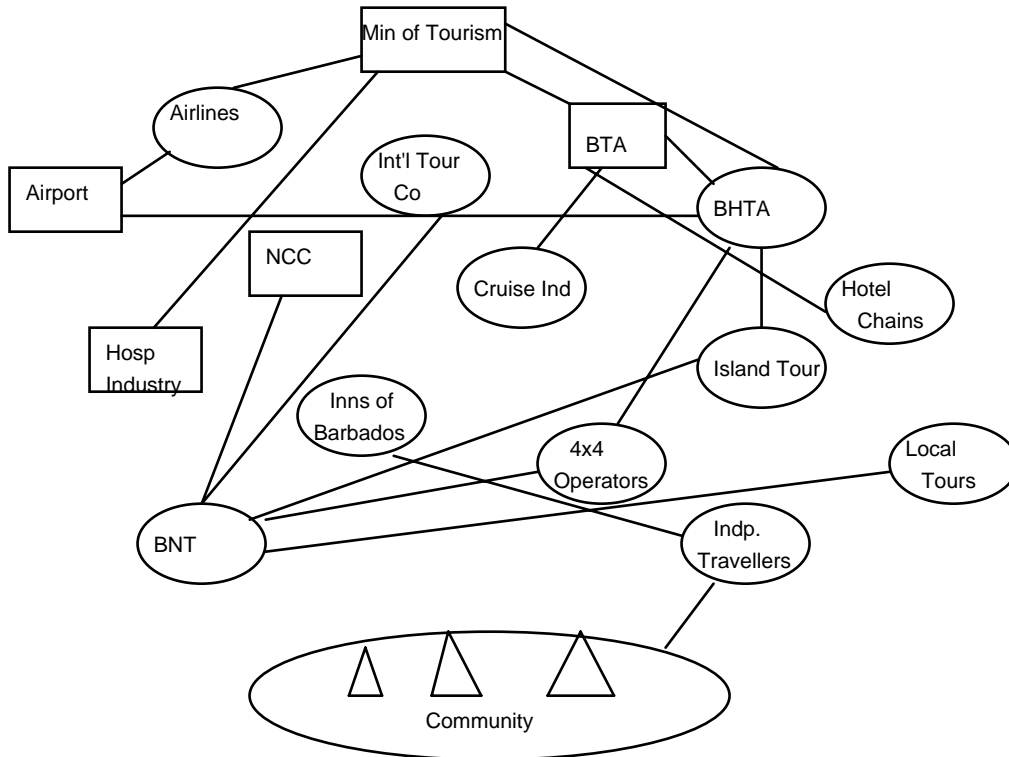


Diagram 6: Desired institutional landscape for Barbados' tourism

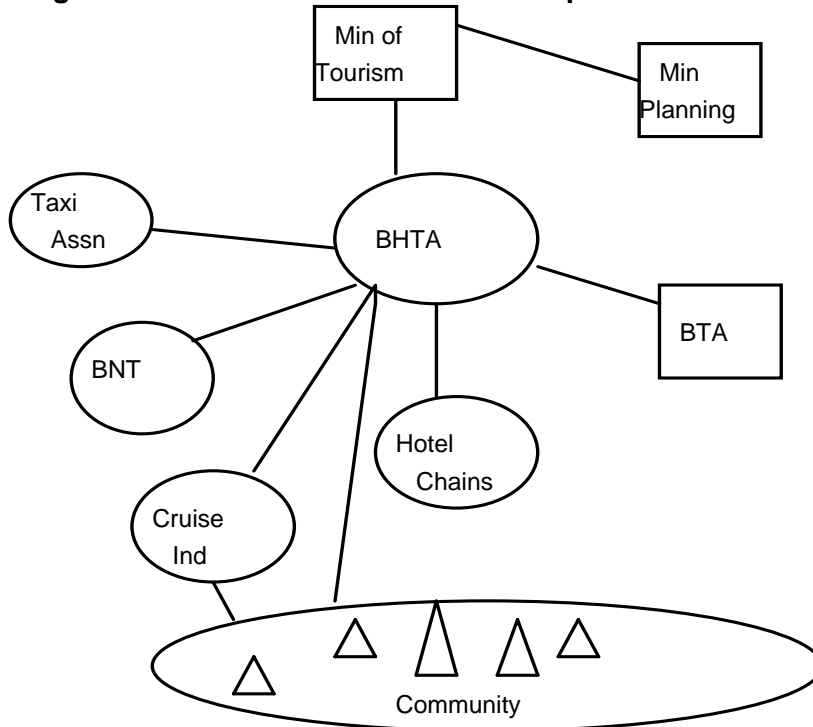


Diagram 7: Existing institutional landscape of St. Kitts's tourism

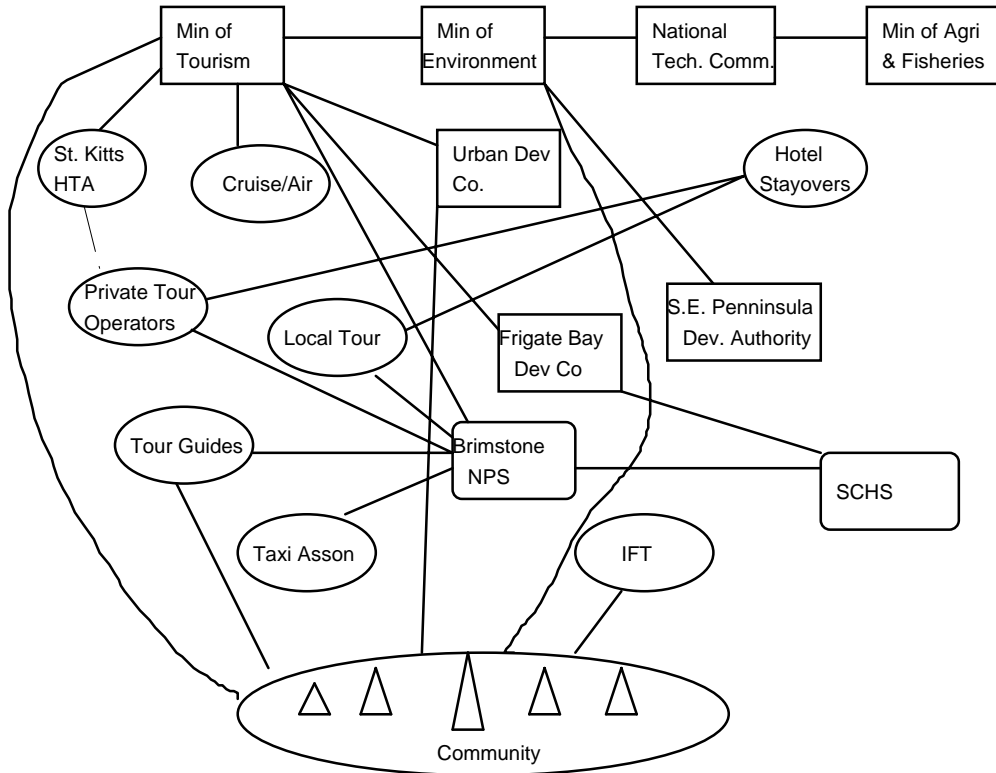


Diagram 8: Desired institutional landscape for St. Kitts's tourism

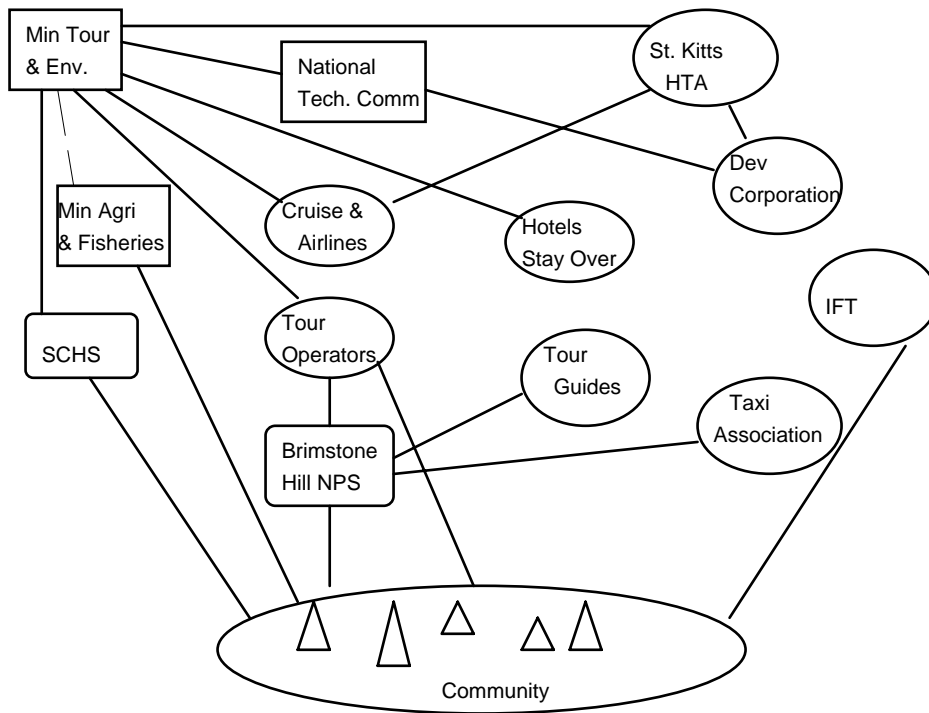
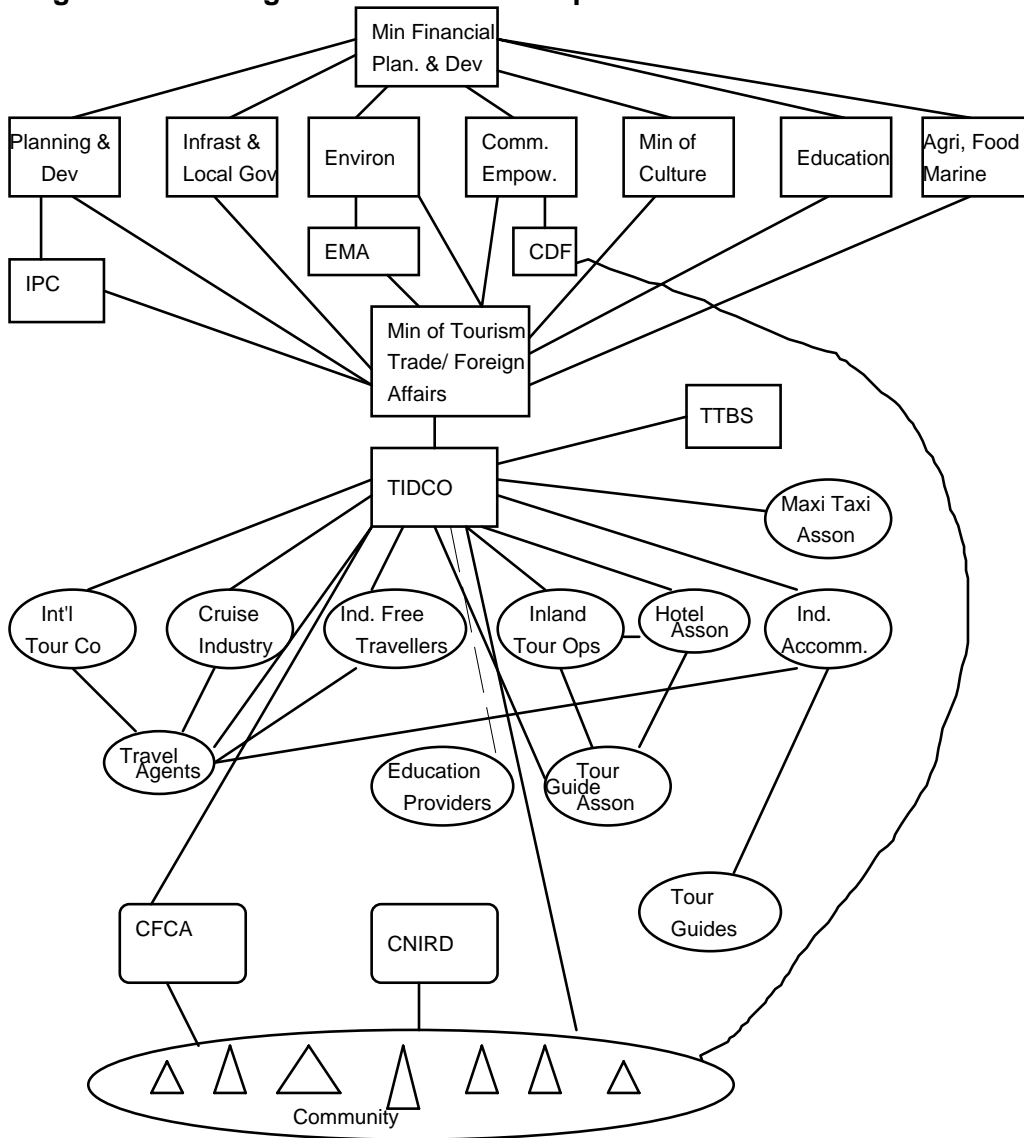


Diagram 9: Existing institutional landscape of Trinidad's tourism



Due to lack of time, this group was unable to develop a desired institutional arrangement for Trinidad's tourism but noted the following aspects that were desired:

- An inter-ministerial committee on tourism
- A coordinating body for national NGOs and CBOs
- A National Trust

This group also noted that the institutional framework in Trinidad both reflects and contributes to a somewhat confused policy framework for the development of community-based tourism. This also reflects and contributes to the fact that tourism in general plays a smaller part in the country's economy than in other islands of the Caribbean.

The policy framework for community based tourism in Dominica

The afternoon session of the workshop was focused around a panel discussion on the national tourism policy of Dominica with particular emphasis on community based tourism for rural development.

Panelists included:

1. Dr. Colmore Christian, Permanent Secretary, **Ministry of Tourism**
2. Mr Parry Bellot, **Dominica EcoTourism Association**
3. Mr. Ashton Lugay, Forest Officer, Forestry Division, **Ministry of Agriculture**
4. Ms. Josephine Dublin, Programme Officer, **SPAT**

The following are the main points from the panel presentations and discussion:

Government and related issues

- Dominica is a relatively new tourist destination but tourism has been identified as a key sector in Dominica's development.
- A comprehensive tourism plan has been recently developed. The following elements (1) nature, (2) sustainability and (3) development of the socio-economic fabric of the country are the basis of the tourism plan.
- The mission statement of the government is: To develop and expand the tourism sector to generate employment.
- The vision is to ensure that Dominica will be known as a foremost eco-tourism destination.
- The Permanent Secretary for the Ministry of Tourism noted that apart from the eco-tourism aspects of Dominica's tourism product, they have also tried to develop other niche markets through the development of the Creole Music Festival, Carnival and watersports activities.
- The Forestry Division manages the tourist natural sites of Dominica, all of which are located in the country's National Parks.
- Labourers from nearby communities are hired to help cut and clear trails. Apart from hiring labourers, Forestry has no links between the neighbouring communities to the National Parks.
- Forestry also has a mandate to raise environmental awareness.

Private sector and related issues

- The representative from the private sector noted that there is not enough collaboration between the public and private sectors.
- Small hotels, the majority of which are located in rural areas, are not doing very well because they lack government support.
- Hotels and guest houses with less than 5 rooms do not qualify for concessions.

NGO and related issues

- SPAT has been involved in community tourism initiatives for less than 10 years.
- SPAT's community work is based on a pre-poverty assessment and works through empowering communities through the CAP – Community Action Programme.
- The goal of SPAT's tourism programme is to create a source of income for people in rural communities so that they can be self sufficient.
- One of SPAT's most recent community tourism initiatives is the Syndicate Tour Guide programme with the communities of Dublanc and Bioche.
- Ms Dublin raised two main concerns about the policy requirements for community-based tourism:

- Better linkages are needed between community initiatives (such as at Syndicate) and with the private sector. There is a reluctance by tour companies to hire guides from the community despite having gone through a rigorous training certification (with input from the same tour companies).
- Private lands bordering trails can be obstacles to the successful implementation of community-based initiatives due to problems with access and community ownership.

Priority issues

- Participants noted that in most cases, benefits of tourism are inequitably distributed, often in favour of the outward and inward bound tour operators and to the detriment of local tour guides and local communities.
- It was suggested that communities need to establish direct links with some of these organisations and to enter into mutually beneficial partnerships with both the private sector and government agencies such as Tourism Boards.
- It was also noted that there appeared to be no government policies in place to facilitate successful community-based tourism ventures and that these were desperately needed.
- Effective product development and niche marketing are key factors in the successful implementation of community-based tourism activities, and in most cases communities need external technical assistance and/or capacity building to achieve this.

Capacity building

Reports from Day 4 were presented at the start of the morning. CANARI then presented a framework for capacity building of organisations and agencies involved in community-based tourism initiatives (the framework is also applicable for organisations involved in other aspects of development and resource management). Key to the framework is that capacity building includes a range of elements, not just training, deals principally with the way in which organisations function, and serves to improve their effectiveness. A framework helps to further the understanding of the organisational capacity and includes the following elements:

A world view: a coherent frame of reference that the organisation or group uses to interpret the environment it operates in and define its place within the environment. This should include a clear vision and mission, providing a rationale for all other aspects of capacity.

Culture: a way of doing things that enables the organisation or group to achieve its objectives and a belief that it can be effective and have an impact.

Structure: a clear definition of roles, functions, lines of communication and mechanisms for accountability.

Adaptive strategies: practices and policies that enable an organisation to adapt and respond to changes in its operating environment.

Skills: knowledge, abilities and competencies.

Material resources: technology, finance and equipment.

Linkages: an ability to develop and manage relationships with individuals, groups and organisations in pursuit of overall goals.

A brief discussion of the applicability of such a framework to the participants' own cases ensued and the following points were made:

- The need for capacity building of the public sector in the areas of communication, consultation and cultural sensitivity.
- The preponderance of funding available for materials as well as technical and vocational skills rather than capacity development dealing with the issues presented in the framework.

Evaluation

To evaluate the workshop, participants were asked to rate the extent to which the activity had been able to clarify and provide tools for community-based tourism development.

Overall, participants felt the workshop was timely, informative and organised in such a way as to allow for sharing of information. Some participants felt that the workshop allowed them to better realise the complexity of community development and participation. Suggestions for improvement included: asking participants to come prepared with information and statistical data from their respective countries and better representation of Dominican NGOs.

Follow Up

Following the evaluation, the group held a plenary discussion on general impressions of the workshop and the follow up needs. Generally these points included:

- Policy directions for community-based tourism for rural development must be more clearly stated.
- Policy-makers must be more involved in the process of developing community-based tourism.
- There needs to be more work on how organisations can catalyze the process of institutional change.

APPENDIX I – List of Participants

Caribbean Natural Resources Institute
in collaboration with the
Dominica Rural Enterprise Project

Workshop on Community Based Tourism for Rural Development

21-25 May 2001

Participants List

Mr. Julian Dubois

Community Development Officer
Laborie Village Council
c/o Laborie Port Office
Laborie
ST. LUCIA
Telephone: (758) 454 6288
Fax: (758) 455 9289
Email: jukes01@hotmail.com

Mr. Bryan Farrell

Senior Conservation Officer
Ministry of Health and Environment
Department of Environment
Pelican Mall
Basseterre
ST. KITTS
Telephone: (869) 465 4040
Fax: (869) 466 3915
Email: sknmtcce@caribsurf.com

Ms. Michelle Henry

Executive Director
Historical and Archaeological Society
PO Box 2103
St. John's
ANTIGUA
Email: museum@candw.ag

Ms. Aylem Hernandez-Avila

Architect
Coastal Ecosystems Research Centre
Cayo Coco
Moron
CUBA
CP 69400
Telephone: (53)-(33) 30 11 61/ 30 11 36
Fax: (53)-(33) 30 11 51
Email: ciec@fica.inf.cu

Mr. Karim Hodge

Associate Executive Director
The Anguilla National Trust
P.O. Box 1234
The Valley
ANGUILLA
BRITISH WEST INDIES
Telephone: (264) 497 5297
Fax: (264) 497 5571
Email: axanat@anguillanet.com

Ms. Avril Etiennise John

Tourism Officer
Tourism Awareness & Training
National Development Corporation
P.O. Box 293
Valley Road
Roseau
COMMONWEALTH OF DOMINICA
Telephone: (767) 448 2045
Fax: (767) 448 5840
Email: ajohn@ndcdominica.dm

Mr. Glen Larocque
Member / Tour Guide
Syndicate Rainforest Tourguide
Association
c/o SPAT Ltd.
P.O Box 268
74 Kennedy Avenue
COMMONWEALTH OF DOMINICA
Telephone: (767) 448 4377/ 3877
Fax: (767) 448 2308
Email: spat@cwdom.dm

Mr Ashton Lugay
Forestry Officer
Forestry Division
COMMONWEALTH OF DOMINICA
Telephone: (767) 448 2401 Ext. 3277
Email: forestry@cwdom.dm
wakas5446@yahoo.com

Ms. Sarah McIntosh
Stateholders Against Destruction for
Toco
Toco Community Complex
Cemetery Street
Toco
TRINIDAD & TOBAGO
Telephone: (868) 637 6110
Cell #: (868) 682 1416
Email: toco@opus.co.tt

Mr. Godwin Noel
Owner/ Operator
Marks Tours
Happil Hill
St. Georges
GRENADA
Telephone: (473) 440 3440/3915
Fax: (473) 440 9882/ 440 8477
Email: art@caribsurf.com
markstour@hotmail.com

Ms. Sharon Pascal
Deputy Officer of Tourism Product
Development
National Development Corporation
P.O.Box 293
Valley Road
Roseau
COMMONWEALTH OF DOMINICA
Telephone: (767) 448 2045
Fax: (767) 448 5840
Email: spascal@ndcdominica.dm

Mr. Hammish Phillip
Economist Development Co-operation &
Planning Officer
Ministry of Planning, Development,
Environment & Housing
Graham Louisy
Administrative Building, Waterfront
Box 709 Castries
ST. LUCIA
Telephone: (758) 468 5006/ 452 3350
Fax: (758) 452 2506/ 451 6958
Email: hammishp@hotmail.com

Ms. Tessa Phillip
Member of the Executive Committee
Grand Fond Tourism Development
Committee
Grand Fond Village
COMMONWEALTH OF DOMINICA
Telephone: (767) 446 1359
Fax: (767) 448 2308
Email: spat@cwdom.dm

Mr. John Phillips
Trail Guide
Bath Martins Nature Trail
Lowlands
Christ Church
BARBADOS
Telephone: (246) 428 5615
Email: jespero@caribsurf.com

Mr. Alexis Valmond
Councillor
Carib Council
Galette River P.O.
Senecou
Carib Territory
COMMONWEALTH OF DOMINICA
Telephone: (767) 445 8448
Fax: (767) 445 7336
Email: waikada@cwdom.dm

Ms. Angela Watson
Trail Co-ordinator
Bath Martin's Nature Trail
College Savannah
St. John
BARBADOS
Telephone: (246) 423 1040

Ms. Zakiya Uzoma- Wadada
Director of Programmes
The Caribbean Network for Integrated
Rural Development (CNIRD)
40 Eastern Main Road
St. Augustine
TRINIDAD & TOBAGO
Telephone: (868) 662 6473
Fax: (868) 662 2612
Email: cnird@carib-link.net
zwadada@hotmail.com

Resource Persons

Mr. Sylvester Clauzel
Heritage Tourism Consultant
Black Bay
ST. LUCIA
Telephone: (758) 454 6060
Fax: (758) 454 5188
Email: sylvester@slucia.com

Mr. Glen Ducrey
Dominica Rural Enterprise Project
P.O. Box 602
1st Floor,
4 Cross Lane
Roseau
COMMONWEALTH OF DOMINICA
Telephone: (767) 449 8494
Fax: (767) 449 8596
Email: drep@cwdom.dm

Ms. Gillian Cooper
Associate Director
CANARI
Fernandes Industrial Centre
Administration Building
Eastern Main Road
Laventille
TRINIDAD & TOBAGO
Telephone: (868) 626 6062
Fax: (868) 626 1788
Email: cooperstubbs@tstt.net.tt

APPENDIX II – WORKSHOP AGENDA

CARIBBEAN NATURAL RESOURCES INSTITUTE

in collaboration with
DOMINICA RURAL ENTERPRISE PROJECT

Workshop on Community-Based Tourism for Rural Development

Roseau, Dominica
21-25 May 2001

AGENDA

Monday 21 May

Introduction

Objectives for the day:

1. To share expectations and agree on the week's agenda and process
2. To understand the context of the workshop
3. To discuss the status and causes for rural sector poverty
4. To explore the current mismatch between tourism and rural development

AM

10:00: Opening and welcome

10:30: Break

11:00: Introduction of participants and review of expectations. Confirmation of agenda and process for the week.

PM

12:30: Lunch

1:30: The context of community-based tourism for rural development

- Discussion on the present impacts of tourism to rural societies
- Critique of the impacts of current tourism initiatives: eco-tourism, nature based-tourism, sustainable tourism, community-based tourism
- sharing on participant experiences in community-based tourism

5:00: End of Day 1

Tuesday 22 May

Field Trip

Venue - Carib Territory

Objectives for the day:

1. To provide an example and case study as reference for the workshop

Departure from hotel - 8:00 AM

Return to hotel - 5:00 PM

Questions to keep in mind during the field trip:

1. What are the status and causes of poverty in the Carib Territory?
2. Who are the stakeholders in tourism development in the Carib Territory?
3. What is the current type/form of tourism in the Carib Territory?
4. How/who has been involved in tourism in the Carib Territory?
5. How are costs and benefits spread between stakeholders?
6. How can tourism make a difference?

Wednesday 23 May

Spreading the benefits of tourism

Objectives for the day:

1. To develop methods for stakeholder analysis
2. To explore how tourism can make a difference to rural livelihoods

AM

9:00: Report and Evaluation of Days 1 and 2

9:30: Small group exercise to carry out stakeholder identification and analysis of selected rural community-based tourism case studies - analysing present and desired impacts

10:45: Break

11:00: Plenary session to share and discuss results

PM

12:30: Lunch

1:30: Small group exercise to develop strategies and principles for rural development

3:30: Plenary session to discuss results

4:30: End of Day 3

Thursday 24 May

Institutional arrangements and policy requirements

Objectives of the day:

1. To identify where tourism institutional arrangements can be improved to enhance rural development
2. To explore existing national policy frameworks and identify what is needed to encourage meaningful rural development from community-based tourism initiatives.

AM

8:30: Report and Evaluation of Day 3

9:00: Presentation on the experiences of the St. Lucia Heritage Tourism Programme (SLHTP) and institutional landscape of the St. Lucia tourism industry.

10:00: Small group exercise to map present and desired institutional arrangements in selected islands.

10:30: Break

11:30: Presentation and discussion of institutional maps

PM

12:30: Lunch

2:00: Panel discussion on the national policy framework of Dominica with regard to community based tourism for rural development. Discussion on what is needed for the region.

4:30: End of Day 4

Day 5

Capacity Building

Objectives of the day:

1. To share an approach to capacity building of organisations
2. To evaluate the workshop

AM

9:00: Report and Evaluation of Day 4

9:30: Presentation of Institutional Maps and Discussion

10:00: Plenary session to revisit strategies developed on Day 3.

11:00: Presentation of capacity building framework for institutions.

PM

12:00: Workshop evaluation

1:00: Lunch

2:00: End of Workshop

APPENDIX III – OPENING CEREMONY

CARIBBEAN NATURAL RESOURCES INSTITUTE
(CANARI)

in collaboration with
DOMINICA RURAL ENTERPRISE PROJECT (D-REP)

Workshop on Community-Based Tourism for Rural Development

AGENDA FOR OPENING SESSION

MAY 21, 2001

FORT YOUNG HOTEL



- 10:00 a.m. Welcome Remarks by Mr. Raymond Austrie,
Permanent Secretary Ministry of Agriculture and
the Environment
- 10:05 a.m. Outline of Workshop
Ms. Gillian Cooper, CANARI
- 10:25 a.m. Address by Honorable Charles Savarin
Minister for Tourism
- 10:35 a.m. Vote of Thanks
Carla Harris-Pascal, Project Officer, D-REP
- Refreshments