

# Community-based tourism initiatives in the Windward Islands: a review of their impacts

Caribbean Natural Resources Institute

March 2004





Caribbean Natural Resources Institute  
(CANARI)

Community-based tourism initiatives in the Windward  
Islands:  
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CANARI Technical Report No. 327

**March 2004**

The funding for this case study was provided through grants from the International Fund for Agricultural Development and the John D. and Catherine T. MacArthur Foundation

Cover photographs (top to bottom): Debarras turtle watch, measuring female leatherback turtle, Grand Anse beach, St. Lucia, photo Lyndon John; nature trail, St. Lucia, photo Lyndon John; Anse La Raye community, photo Lyndon John.

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ISBN 1-890792-08-X



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## ACKNOWLEDGEMENTS

This paper is the product of a project, *Community-based tourism for rural development: testing and disseminating new approaches in the Windward Islands*, supported by the International Fund for Agricultural Development (IFAD). The author would like to thank Ms. Alana Lum Lock for her assistance in the data gathering on each of the projects and review of this case study, Mr. Vijay Krishnarayan and Mr. Sylvester Clauzel for their review of this document and editorial comments. Gratitude is also expressed to the following informants and stakeholders from each of the projects reviewed who were open and willing to discuss their projects

- Ian Blaikie, Sunstation Tours, Grenada
- Reginald Buckmire, businessman (former president of SADO), Grenada
- David Charles, Mt. Carmel resident and landowner, Grenada
- Sylvester Clauzel, Programme Coordinator, St. Lucia Heritage Tourism Programme, Ministry of Tourism.
- Asquith Duncan, Head of Customer Service and Product Department, Grenada Board of Tourism.
- Franciso Esprit, Programme Co-ordinator, SPAT, Dominica
- Stephen Griffith, Chairman of the Anse-La-Raye Committee, St. Lucia
- Lyndon John, Research Officer, Ministry of Planning and Sustainable Development, St. Lucia
- Allan Joseph, Chief Forestry Officer, Grenada Forestry Department.
- Garnet Joseph, Carib Chief, Dominica
- Yolande Joseph, Department of Gender Affairs (former RMCFP co-ordinator), Grenada
- Glen Larocque, Tour guide, DBCTP, Dominica.
- Randolph Mark, Historian and member of RMCFP management committee, Grenada.
- Glen Noel, President, St. Andrew's Development Organisation, Grenada
- Sharon Pascal, Deputy Director of Tourism Product and Development, National Development Corporation, Dominica
- Dawn Pierre-Nathoniell, Fisheries Biologist, Department of Fisheries, Ministry of Agriculture, Forestry and Fisheries, St. Lucia.
- Kenrick Rofin, tour guide, Mt. Carmel, Grenada.
- Joseph Samuel, Chairman of the Anse-La-Raye Village Council and Principal of the Anse-La-Raye Primary School, St. Lucia.
- Moses Wilfred, Artisan Forester, Forestry Department, Ministry of Agriculture, Forestry and Fisheries, St. Lucia.

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## LIST OF ACRONYMS

|          |  |
|----------|--|
| ALRSF    | Anse-La-Raye Seafood Friday, St. Lucia                       |
| CANARI   | Caribbean Natural Resources Institute                        |
| CIDA     | Canadian International Development Agency                    |
| CMC      | Community management committee, Dublanc and Bioche, Dominica |
| CT       | Carib Territory, Dominica                                    |
| DBCTP    | Dublanc and Bioche community tourism project, Dominica       |
| DTWP     | Desbarras Turtle Watch project, St. Lucia                    |
| EMS      | Environmental monitoring system, SLHTP, St. Lucia            |
| IFAD     | International Fund for Agricultural Development              |
| NDC      | National Development Council, Dominica                       |
| RMCFP    | Royal Mount Carmel Falls, Grenada                            |
| SADO     | St. Andrew's Development Organisation, Grenada               |
| SLHTP    | St Lucia Heritage Tourism Programme                          |
| SPAT     | Social Partners for Action and Transformation, Dominica      |
| WIDECAST | Wider Caribbean Sea Turtle Initiative                        |



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# 1. INTRODUCTION

The four countries which make up the Windward Islands: Dominica, St. Lucia, St Vincent and the Grenadines and Grenada are located within the Lesser Antilles of the Caribbean, with a total population of 440,000. Characterised by mountainous terrain and high levels of rainfall, these islands have depended on agricultural production to sustain their economies for almost 400 years. In more recent times, banana production has been the dominant feature of the economic and agricultural landscape because of its suitability to the Windwards<sup>1</sup> and the preferential market access afforded to Windward Island farmers since the mid 1970s

The economies of the Windward Islands are presently struggling with the challenges posed by global economic liberalisation and the removal of trade preferences in 1999. Unemployment figures continue to rise and farmers are now forced to find alternative livelihoods. Significant proportions of the Windward Islands' populations already fall below the poverty line and there are growing concerns about social stability. Women headed households make up 45% of all households in the Windwards and many of these fall below the poverty line (DFID, 2001).

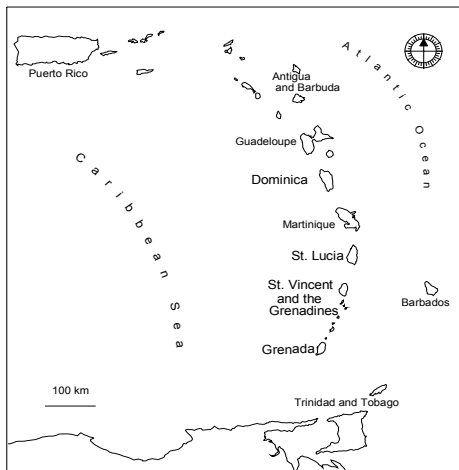


Figure 1 showing the location of the Windward Islands

Strengthening of the tourism sector has been identified as one of the key responses to the socio-economic challenges facing the Windwards. Although tourism's contribution to rural development in the Caribbean has not been fully understood nor realised, development practitioners see the industry as attractive for stimulating rural development because of the diverse nature of the industry and the scope for wide participation, including the participation of the informal sector, as well as the opportunities for linkages with the agricultural and craft sector, both rural based. Tourism is highly dependent upon natural capital and culture both of which reside in rural communities. In addition, compared to other modern sectors, a higher proportion of tourism benefits (jobs, petty trade opportunities) go to women (Roe and Urquhart 2002)

Tourism has emerged as the leading growth sector in each of the Windwards with the cruise ship sector comprising the fastest growing component of the industry. All of the Windwards, except St. Lucia are regarded as 'emerging' tourist destinations.

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<sup>1</sup> Bananas are one of the few legal crops which can provide a regular weekly income to small farmers, and which are resilient enough to produce again within a short period after destruction by hurricane, flood, or other natural disaster. Production is generally on small family-run farms, many of which are on steep and difficult terrain

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## 2. THE PROJECT

This case study is one of five components of an International Fund for Agricultural Development funded project, implemented by CANARI which aims to identify specific forms and characteristics of tourism development that contribute to rural development. The project also looks at processes and methods that can be used to facilitate the meaningful participation of communities<sup>2</sup> in the management and development of tourism ventures in support of rural development.

In December 2000, IFAD-sponsored projects, non-governmental organizations and government agencies involved in community-based tourism projects in the Windward Islands were consulted to assist in identifying initiatives for an analysis of their impacts. The five tourism initiatives listed below were selected. All these initiatives involve some collective action and a community institutional base for managing the tourism initiative.

- Dublanc and Bioche community tourism project, Dominica (DBCTP)
- The Carib Territory, Dominica (CT)
- Anse La Raye seafood Friday, Anse La Raye, St. Lucia (ALRSF)
- Desbarras Turtle Watch project, Grand Anse, St. Lucia (DTWP)
- Royal Mount Carmel falls, St. Andrew's, Grenada (RMCFP)

Between January 2001 and February 2003, project progress on each of these activities was observed. Data were collected through a range of methods including questionnaires, surveys, literature reviews, site visits and meetings with a selected sample of stakeholders (see Appendix I for a summary of each of the initiatives).

The major instrument used for the analysis was a dataform that was sent to key informants on each of the projects. Site visits and telephone discussions around each of the questions in the dataform were also used (see Appendix 2 for a sample of the dataform). The assessment was not intended as a quantitative study (i.e. with figures on income generated at each of the tourism initiatives), as this was not possible within the project's scope but rather a qualitative study on economic opportunities and linkages created, as well as the social and environmental impacts of each initiative.

Other aspects of the IFAD-funded project, particularly a workshop on community-based tourism for rural development held in Dominica, May 2001 and a seminar on policy requirements for community based heritage tourism in the Windward Islands, held in St. Lucia in November 2001, contributed additional information on the issues and challenges facing government, the private sector and civil society stakeholders in the tourism industry.

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<sup>2</sup> The term community is used in this document to denote a social network of individuals within a defined area.

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## 3. COMMUNITY-BASED TOURISM IN THE CARIBBEAN

In the last five to ten years, there has been growing awareness, internationally and regionally, of the need to redress the negative impacts of the tourism industry and to spread its benefits more widely within the destination. Now the world's largest industry and one of the few growth industries in the Caribbean, there is much hope placed in tourism. Jean Holder, the Secretary-General of the CTO in Patullo (1996) illustrates the significance of tourism to the region, "What is unique about the Caribbean is that it is more dependent on tourism than any other region in the world. Tourism receipts are 25 per cent of our total exports. There is a great deal riding on it."

Niche markets and tourism trends such as eco-tourism, heritage tourism, sustainable tourism, community-based tourism and more recently, pro-poor tourism, have been developed in response to this need to reduce negative impacts and extract more from the industry for the more marginal sectors of society. While efforts have been somewhat piecemeal, decision-makers within the region have implemented elements and approaches from all of the trends noted above at some level. At the local level, community-based and non-governmental organisations as well as the donor community have also been developing and encouraging small-scale projects to take advantage of the tourist dollars for the benefit of rural communities and other marginalized stakeholders.

Despite the hope placed in the industry, none of the islands, except St. Lucia, through its St. Lucia Heritage Tourism Programme, have a clearly articulated tourism strategy that endeavours to deliver increased benefits for rural development (Clauzel, 2001).

## 4. BRIEF DESCRIPTION OF THE TOURISM INITIATIVES

### **Anse La Raye Seafood Friday, St. Lucia**

The Anse-La-Raye Seafood Friday was originally a suggestion of the Prime Minister's, based on the example of Oistins in Barbados, as a way to create additional employment for the depressed Anse-La-Raye community. Because of its good community access to physical and cultural assets and the potential for tourism to bring a range of benefits to the community, the St. Lucia Heritage Tourism Programme (SLHTP) a national heritage tourism development programme, and the Village Council began to develop the initiative. Through a number of consultations held with community members and the SLHTP in 1999, a vision for tourism in the community of Anse-La-Raye and arrangements for managing the event along with other tourism ideas was developed.

At the beginning of the process, it was felt that the existing community organisations, and in particular the Village Council was weak and vulnerable to partisan politics. The pre-existing Anse-La-Raye Development Committee was described as "blighted" because of political divisions within the community. It was eventually decided that the Village Council would be vested with

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the responsibility of developing the ALRSF along with the Vendors Association. These organisations, with financial and technical assistance from the SLHTP have since developed the Seafood Friday idea into a lucrative activity for the community. Since the activity's beginnings in 1999, these local organisations have themselves become strengthened, and a separate committee – the Anse-La-Raye Committee comprising members of the Village Council and the Vendors Association as well as 5 other community representatives now manages the event. The Anse-La-Raye Committee now receives a fixed sum from each of the vendors every Friday and this is used for administrative costs and the payment of cultural bands, which perform at some of the Friday events.

Vendors booths and stalls were built as part of an arcade on the waterfront. Selling of local seafood and music and cultural performances take place within the arcade and onto the street which is blocked off on Friday evenings. The most important linkage has been made with the fishing industry as the event provides a ready market for fishers, not just from Anse-La-Raye but along the south west coast of St. Lucia. However, there are some concerns about the sustainability of the marine resources to supply the large demand for seafood every Friday.

Apart from the mainly female vendors who prepare the seafood dishes, bar, restaurant owners and taxi drivers have also benefited from the activity. The event also provides an outlet for other vending of crafts and souvenirs.

ALRSF is one of 14 heritage tourism sites on the island marketed by Heritage Tours (an association of tour operators established by the SLHTP) to international tourists. A substantial portion of the event's popularity can also be attributed to its local patrons who regularly bring their families for a Friday evening meal.

### **Desbarras Turtle Watch Project, Grand Anse, St. Lucia**

Since the 1980s, under the guidance of the St. Lucia Naturalists Society and the Fisheries Department, turtle watches have been taking place on Grand Anse – a remote beach on the northeast coast of St. Lucia. In the late 1990s, the Fisheries Department became interested in getting the involvement of the Desbarras community in monitoring and patrolling the beach through paid tours provided by community members, as a means of providing a permanent presence to prevent poaching.

In 2000, the Desbarras Turtle Watch Group was formed, with the help of the Fisheries Department, the SLHTP, and the Forestry Department in tour guide training, promotions and organisational and product development. 14 persons were trained as tour guides with funding from the SLHTP and a UNESCO project. The project was then officially launched in 2001 and recognised as an official Heritage Tourism Site. Although membership of the group is restricted to the tour guides, there are now other community members involved in economic activities on turtle watch nights and these include catering of dinners for guests to the beach, sales of T-shirts and transportation of guests by local minibus drivers.

The tour guide team operates on an average of four days per week. Half of the visitors are nationals and residents from St. Lucia while the other 50 per cent come mainly from two nearby hotels. Guides have also had an opportunity to be trained in scientific methods of turtle research and present their findings at international fora. The group leader, who happens to be employed at the Department of Forestry, resides within the community of Desbarras.

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In November 2002, the group held its first annual general meeting at which its structure was determined and regular meetings scheduled. Until that point, meetings were held on an ad hoc basis. There is presently a good relationship between the landowner of the property adjoining the beach and the group. A designated gatekeeper, along with the group leader possesses keys to the gate that provides vehicular access to the beach and there is an understanding that no access should be granted to vehicles in the evening except via the project leader and upon payment of the required fee. However, this agreement is only verbal and there is no formal agreement between the landowner and DTWP for access.

The project is also marketed as one of the heritage tourism sites on the island by Heritage Tours.

### **Dublanc and Bioche community tourism project, Dominica**

Social Partners for Action and Transformation (SPAT), identified the neighbouring coastal communities of Dublanc and Bioche as among the poorest communities in Dominica and in 1997, developed a programme in the two communities, which would involve them in the development of tourism activities in the area. The communities of Dublanc and Bioche are located at the foot of the, now popular, Syndicate Nature Trail and initial community tourism development centred around the training of 15 community members in tour guiding and interpretation skills for this site.

Following on from this activity, plans were made to develop a coffee house in the community using locally grown coffee; boat tours between the two communities; a tour to bat caves along the coast; and, visits and interpretive information on the traditional “chateau” housing of the area. A local community management committee (CMC) was established to develop and run the tourism programme.

Although most of the guides who graduated from the tour guiding course have now been certified by the National Development Corporation (NDC), the statutory government body responsible for tourism development on the island, only two of the tour guides (male) have been employed by the private sector on a casual basis. As a group, the tour guides and the CMC have been unable to establish their own tour to compete with the larger private sector tour companies. As a result, other community tourism plans such as the coffee house and other community tours have been put on hold.

### **Carib Territory, Dominica**

Recognising the potential opportunities presented by the tourism industry to diversify the predominantly agricultural based economy of the Carib Territory (CT), the Carib Council, in 1993, decided to hold a workshop of its community members and stakeholders of the Dominican tourism industry to identify the forms and directions for appropriate tourism infrastructure for the Territory. Their objective, through tourism development, was to foster socio-economic development, cultural revitalisation and natural resource conservation in the CT.

Today, the indigenous community of approximately 3,000 Caribs, located in the northeastern corner of Dominica, is one of the most visited sites on the island, so it is a very important part of the Dominican tourism product. All cruise ship passengers and a large percentage of stayover guests, visit the Territory. Tour guiding services, handicraft and cultural performances are the main economic opportunities provided by the tourism industry. On cruise ship days, mainly women vendors set up temporary stalls along the roadside to attract sales from the tour buses

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that stop or pass by. Economic gains to the Carib community from formal employment have been limited but informal vending and some contract work for cultural performances from tour companies has been marginally profitable. There is a persistent feeling that not enough opportunities have been created by the private sector or the Government for economic gain to the community from the industry.

Promised some 20-years prior to its eventual completion in 2001, a Carib Model Village has now been constructed to focus all tourism activities. Caribs have complained that they were not sufficiently involved in the planning and design of the facility and as a result, neither the construction methods, structures nor layout are authentic. Caribs have been generally positive about the Model Village's potential but it is too soon to be able to assess its impacts.

### **Royal Mount Carmel Falls, Grenada**

Brainchild of the Canadian International Development Agency (CIDA) Adapting by Learning (ABL) project for regional eco-tourism development in 1993, the initiative aimed to increase community tourism development to the parish of St. Andrew's. Focusing first on the development of the picturesque Royal Mount Carmel waterfalls, the highest waterfall on the island, as the main "pull" for tourism development in that region, a project implementation and management committee was set up with a range of members from the community including persons from the small business sector, a teacher and landowners. The committee was presided over by a non-governmental organisation – St. Andrew's Development Organisation (SADO).

Between 1993 and 1995, three young men and one woman from neighbouring villages were trained as tour guides, and infrastructural improvements were made to the waterfall site to make it accessible to tourists. Meetings were held and agreements were made with landowners along the route to the site. A gala event was held to officially open the site in 1995, but by the following year, the management committee had collapsed and many of the plans to develop new industries, improve linkages and develop other attractions in the St. Andrew's area were shelved. The reasons cited for the project's collapse are many and varied from financial mismanagement to the rapid exit of the project coordinator, to lack of capacity, political influences, too few visitors and lack of access rights to the site.

Since 1999, SADO has been trying to revitalise the community based management group in an effort to take community ownership of the project and regain tourism benefits, but their efforts have been largely unsuccessful. The site continues to be utilised by one or two private tour companies with little or no benefit accruing to the neighbouring communities. The young men 'hustling' at the corner might secure the odd tour-guiding job to independent visitors not part of an organised tour. One of the landowners at the entrance to the site now takes an entrance fee from any tourist that will pay and other landowners along the route are now bitter that they have not been able to get "a cut" of the meagre profits.

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## 5. RESULTS: THE INITIATIVES AND THEIR IMPACT

The five initiatives that were selected and analysed are summarised in the table at Appendix I. The economic, social and environmental impacts of the initiatives are described here.

### **Economic impacts**

*Economic opportunities created for local persons.* Tourism initiatives restricted to localised activities around an attraction such as guided tours to the waterfall, RMCFP and into the rainforest along the Syndicate Nature Trail of the DBCTP, with strictly a foreign clientele, generated regular income for a very small number of people within a rural community (just the tour guides). Where opportunities for linkages to other sectors and economic activities could be made, such as T-shirt sales and organised bus trips provided by community members through the DTWP as well as the sale of craft products in the CT, greater economic benefits to the community were realised. In both the St. Lucia tourism initiatives – DTWP and more so at ALRSF, a large number of local patrons guaranteed a minimum level of earnings for tour guides and vendors. The process by which these initiatives were planned and developed appears also to have had an important bearing on how economic opportunities and linkages were built and the level at which benefits were spread within a community. This point is discussed in more detail in section 6 and explored in Table I.

*Linkages to other sectors of the rural economy:* During the planning stages at both the RMCFP and DBCTP, attention was placed on developing the tourism infrastructure and services (mainly tour guiding) at the attraction, while plans to develop linkages to other sectors of the rural economy were to be developed later on. The expectations for linkages with agriculture and craft in each of these tourism initiatives were high although the reality was often disappointing (see table I). ALRSF has had greatest success in developing linkages and provided a regular and ready market for fishers. Fishers not just from Anse-La-Raye, but from communities further along the coast benefit from sales of their fish catch (see Box I).

In the CT, the regular tours to this site have also provided a market for craft makers and vendors. Vendors noted that although cruise passengers tended to purchase smaller, inexpensive items their sales were more frequent than from hotel visitors who often bought larger, more expensive items but less frequently. The craft industry has also developed linkages with the raw material harvesters. A bundle of the reed raw material worth approximately US\$ 20.00 will produce craft products worth approximately US\$100.00.

#### **Box 1: Linkages to the fishing industry, ALRSF**

“...the [Anse La Raye Seafood Friday] activity has provided a ready market for the fishermen to sell their fish. Fishermen are from both within and outside the community since some seafood such as lambi (conch) is not acquired from Anse-La-Raye. It is also accepted that deep sea fish is made available by fishermen from Choiseul, Laborie and Micoud. However, pot fish\* is still preferred by consumers and is therefore in more demand.”

Joseph Samuel, 2002. Chairman of the Anse-La-Raye Committee

It should be noted however, that CT craft sales were relatively localised. Although not explored in this study, there appears to be potential for craft sales and linkages to other parts of the tourism industry outside the CT. Vendors set up a temporary stall on the roadside during cruise ship days in the hope that the tour buses will stop to purchase goods. As many as 20 vendors will be set up along the roadside on cruise ship days and others have set up small makeshift huts in front of their homes to capture irregular trade.

*The creation of new industries:* No truly new industries have been created, however, small entrepreneurial activities have been encouraged such as the selling of T-shirts at the DTWP and craft products at ALRSF.

*Partnerships with the private sector:* Few of the relations between the private sector and the tourism activities can be called 'partnership-based'. Partnerships can be defined as a long-term agreement for support or the joint systematic development of activities between a community and private sector firm (Ward *et al.* 2002). Small charitable actions such as sponsorship of music at ALRSF or the donation of a phone line for the DTWP, while valuable, cannot be regarded as partnerships. At RMCFP, private sector tour companies were required to pay a US \$2.00 per head subvention that was used for site maintenance and community development but this arrangement did not last. Similar negotiations, facilitated by SLHTP, have been made with the DTWP and the hotels nearby on fees per guest and for food provided, if required. At DBCTP, one of the major private sector tour companies played a key role in training the community tour guides. Ironically, however, the company was only able to hire one of the guides 'as and when needed' for bird-watching tours. None of the other 14 trainees were successful in securing jobs with that firm or any other tour guiding company.

**Table 1 showing planned and actual linkages at each of the tourism initiatives**

| <b>Project</b>   | <b>Linkages envisaged at project development</b>   | <b>Status of linkages developed</b>   | <b>Mechanisms that have facilitated linkages</b>   |
|------------------|--|---|--|
| ALRSF, St. Lucia | <ul style="list-style-type: none"> <li>• Fisheries – conch, lobster, reef and pelagic fish</li> <li>• Music and cultural groups</li> <li>• Entertainment sector</li> </ul>     | <ul style="list-style-type: none"> <li>• Fishing community from Anse La Raye as well as neighbouring communities on the SW coast provide seafood for the event.</li> <li>• Music and cultural groups have recently become involved (also from neighbouring communities)</li> <li>• Nightclubs, bars and restaurants have also had a boost from the event.</li> <li>• Craft products on sale – carvings and handmade paper products</li> </ul> | <ul style="list-style-type: none"> <li>• Series of inclusive consultations leading to design of activity</li> <li>• Shared vision of tourism as vehicle for community development</li> <li>• Regular market (every Friday)</li> <li>• Holistic approach to the product development.</li> <li>• Technical and financial assistance provided by the SLHTP</li> <li>• Extension provided by the Fisheries Department and other development NGOs</li> <li>• Local capacity to manage developed at start</li> </ul> |
| CT, Dominica     | <ul style="list-style-type: none"> <li>• Craft industry – basketry, boat building</li> <li>• Agriculture – local produce prepared for sale</li> <li>• Cultural arts</li> </ul> | <ul style="list-style-type: none"> <li>• Craft production has developed as a result of the tourism activities within the Territory.</li> <li>• This has had a knock on effect to the craft raw material suppliers</li> <li>• Cultural performances (dance) are provided to organised tour groups</li> </ul>   | <ul style="list-style-type: none"> <li>• Inclusive, participatory, territory wide conference that determined a vision for tourism development in the CT and design of tourism activities.</li> <li>• Regular market (cruise ship days)</li> <li>• Technical assistance provided by the NDC and development NGOs</li> <li>• Enhancing already established linkages (raw material supplier –</li> </ul>  |

|                 |  |  |  |
|-----------------|--|--|--|
|                 |  | <ul style="list-style-type: none"> <li>• Links to agriculture have not been developed</li> </ul>   | craft makers – vendors)  |
| DTWP, St. Lucia | <ul style="list-style-type: none"> <li>• Transportation services provided by community members</li> <li>• Catering of dinners to guests</li> </ul>                                   | <ul style="list-style-type: none"> <li>• Bus drivers from the community provide transportation services to guests</li> <li>• Catering of dinners to guests is provided by 3 community members</li> <li>• One community member has also developed a T-shirt business</li> </ul> | <ul style="list-style-type: none"> <li>• Shared vision of tourism as vehicle for community development</li> <li>• Technical and financial assistance provided by SLHTP and other development NGOs</li> <li>• Extension provided by Fisheries Dept.</li> <li>• Local capacity to manage developed at start</li> </ul> |
| DBCTP, Dominica | <ul style="list-style-type: none"> <li>• Agriculture – specifically coffee and citrus produce to be sold to visitors</li> </ul>  | <ul style="list-style-type: none"> <li>• Links envisaged to agriculture have not been developed.</li> </ul>  | <ul style="list-style-type: none"> <li>• Technical assistance provided by development NGOs and NDC</li> <li>• Use of main private sector tourism company for training</li> </ul>   |
| RMCFP, Grenada  | <ul style="list-style-type: none"> <li>• Agriculture – specifically through the sale of local produce to visitors</li> <li>• Craft – specifically spice basket production</li> </ul> | <ul style="list-style-type: none"> <li>• Small interest was sparked in the provision of local honey to sell to guests but this was not sustained</li> <li>• Other links to agriculture have not been developed</li> <li>• Craft sector has not been developed</li> </ul>       | <ul style="list-style-type: none"> <li>• Financial assistance provided by CIDA</li> <li>• Technical assistance provided by development NGO</li> </ul>  |

## Social Impacts

*Values on local culture and resources:* Without a doubt, the tourism projects have heightened community perceptions of the value of their culture and resources – promoted local, indigenous cultural forms, (ALRSF, CT); validated local knowledge of flora and fauna (DBCTP, RMCFP, DTWP); and stimulated craft production, (CT). Where linkages have been developed outside a small core group of beneficiaries (i.e. not just tour guides) and patrons include locals who promote the activity nationally as at ALRSF, the positive impact on local culture has been shared by a larger number of stakeholders.

*Linkages and exposure:* Community members engaged in tourism activities have gained greater recognition for their community and have been afforded the opportunity to develop international links. Skills in liaising and negotiating with the private sector, government officials and with outsiders have developed capacity and formed links with key persons in authority. In some cases, the successful enterprises have inspired similar activities in other communities as is the case of ALRSF which spawned similar night activities in Dennery and Vieux Fort and DTWP which has received requests from another rural development project in St. Lucia to emulate its work. The opportunity for group members of the DTWP to travel and present scientific results from turtle monitoring has helped to validate community efforts and gain greater recognition from the international community (see Box 2).

*Organisational strength and capacity to manage:* Successful tourism initiatives have been shown to build more consultative decision-making approaches and generally improve organisational strength of community organisations and business interest groups such as at DTWP and ALRSF.

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**Box 2: International linkages for DTWP**

The Wider Caribbean Sea Turtle Initiative (WIDECAST) has been able to provide technical support and linkages for the DTWP to other international and regional NGOs. A Trinidad based community group undertaking a similar tourism initiative was able to visit St. Lucia and assisted the Desbarras group in drafting their constitution during the group's first year. Data from turtle watches is kept at the Fisheries Department and Forestry Department and is also fed into the WIDECAST regional database. Group

However, where tourism activities have been unsuccessful, confidence in the ability of RMCFP community development committee have had to deal with the 'baggage' of its past failure. Apathy and a lack of trust in the process amongst members has made SADO's job that community groups to function effectively has been undermined. SADO's efforts to revive the much more difficult. Experiences of management capacity in each of the initiatives have been mixed. Considerable help in management has been provided and built by the NGOs or agencies that initiated or worked alongside the community groups in the development of the tourism project.

*Conflict:* Successful initiatives have shown that set backs and conflicts have helped stakeholders to arrive at their present arrangement. However, conflicts can and do arise where stakeholders have been unable to resolve differences as in the case of the RMCFP, where economic benefits to the community were not realised. The exact causes of the conflicts are often difficult to disaggregate from how they manifest themselves. DBCTP and RMCFP show that the lack of adequate financial revenue from the activity meant that stakeholders were unable to see the returns of their efforts fast enough and they became disillusioned and disenchanted with the project. See Box 3 for additional examples.

**Box 3: Conflicts***Conflicts within the community, RMCFP*

Three young men and one woman were chosen for tour guide training during the project's inception. However, conflicts ensued when other young, unemployed men who had not been involved in the project planning, realising an economic opportunity, began to "hustle" for tours before the agreed entrance to the waterfall, where the official tour guide would greet guests. Alternatively, the non-official guides would take guests via a secondary route to the waterfall site.

*Conflicts between communities, DTWP*

Youth from the adjacent communities of Garrand and Boguis, who were not involved in the planning and development of the project and have not received any of the benefits that the Desbarras community have earned, have now been engaging in turtle poaching. Desbarras members hope to involve some of these young people in tour guiding.

*Conflicts between landowners, RMCFP*

Private tour companies continued to bring guests to the waterfall site after the RMCFP community management arrangements had collapsed. As a result, none of the revenue from those tours was collected for the community's benefit, as had previously been the case. Some of the landowners along the route, who had agreed to have their land used for the community project, felt that they should be gaining some economic benefit for the use of their land by profit making companies. One landowner whose land is situated at the trailhead began charging visitors his own

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*Opportunities and roles for women:* Women have benefited economically from each of the tourism initiatives under review. At DBCTP and RMCFP, although the women trained as tour guides were not eventually successful in getting jobs, they did however improve their skills and links. All of the 25 or more vendors at ALRSF are women. In the CT, the majority of craft vendors and those involved in the cultural performances are women. The roles for women in all but one of the cases have however remained traditional. Decision-making about project activities still remains a male-dominated activity except at ALRSF where the Vendors Association is made up entirely of women and where the Anse La Raye Committee, which runs the event, is made up of a cross-section of women and men from the community.

*Undermining cultural integrity:* The CT case illustrates how tourism marketing and representation of the Carib people can undermine cultural integrity. The CT is one of the most heavily visited sites in Dominica. All cruise ship tours are taken through the CT and the image of the Carib adorns all tourism brochures and promotional materials. However, Caribs expressed feelings of always being 'on-show' and that their 'underdevelopment' was deliberate as it helped to maintain the image of 'the native' represented in promotional materials.

### **Environmental Impacts**

*Environmental services:* There was an assumption in the conception of the study that environmental services to the community such as solid waste disposal and water services were likely to be improved as a result of tourist activity in that locality. In actual fact, with the exception of ALRSF, there has been very little change in environmental services. At ALRSF, the solid waste disposal authorities have had to increase their efforts and have been largely successful in keeping the waterfront area tidy. (It is not clear whether the increased activity on the waterfront incorporates the community needs as a whole.) In the CT, the Carib Council had to develop its own, though eventually unsuccessful, waste disposal system. There has been some improvement with the quality of roads to the site.

*Positive environmental impacts:* All stakeholders consulted in each of the initiatives, cited an increased awareness of the need for management and environmental conservation of the target resource. The Desbarras case study has also shown how the tourism initiative on Grand Anse beach deterred the destructive practice of sand mining (see Box 4)

#### **Box 4: Disincentives for sand mining and poaching as a result of the DTWP**

The remoteness of Grande Anse beach on the east coast of St. Lucia made it prone to sand mining and poaching of sea turtles and eggs. Despite regulations prohibiting both of these activities, these practices continued. Since the Desbarras turtle watch project began, the constant presence of tour guides and turtle watchers on the beach between March to August, throughout the night, has provided a successful deterrent to illegal sand miners and poachers, who have often originated from the Desbarras community. In addition, the community ownership in the project and the obvious direct benefits that have accrued to a number of community members from the DTWP has helped to discourage these illegal activities.

*Negative environmental impacts:* As to be expected, there have been a number of negative environmental impacts from the tourism initiatives. Table 2 summarises these as identified by

the stakeholders and the remedial actions implemented to address them. Where natural resource management authorities and environmental service authorities have become involved to assist in addressing the environmental problems, as at ALRSF and DBCTP, remedial action has had greatest impact on the environment. Where community organisations have been well organised the remedial approaches have sought to address both the needs of the environment as well as the community but these have been less effective and have often been too costly to maintain by the community group. There is growing concern within the CT about the depletion of wild sources of the grass reed used as the main basket-making material. A number of *ad hoc* attempts have been made to cultivate the grass reed, but unfortunately these have not been maintained and extension services have been very poor. It should be noted, that in the case of ALRSF, despite the remedial action implemented, there are still concerns about the large amount of seafood being caught to supply the event and therefore questions of its sustainability. Monitoring of the stocks of marine fauna is still relatively limited.

**Table 2 showing negative environmental impacts at each of the tourism initiatives and remedial actions implemented.**

|                             | <b>Environmental Impacts</b>  | <b>Actions or solution implemented</b>   |
|-----------------------------|---|--|
| <b>ALRSF,<br/>St. Lucia</b> | <ul style="list-style-type: none"> <li>• Harvesting of under-sized lobster and other seafood to supply demand</li> <li>• Increased solid waste</li> <li>• Plastics dumped in the sea</li> </ul>             | <ul style="list-style-type: none"> <li>• Fisheries Department has held a number of meetings with vendors encouraging them not to buy undersized lobster and have provided them with measuring implements. This has put pressure on the fishermen to monitor their catches.</li> <li>• Stepped up solid waste collection on the waterfront</li> </ul> |
| <b>CT,<br/>Dominica</b>     | <ul style="list-style-type: none"> <li>• Solid waste</li> <li>• Soil erosion caused by land clearing to grow craft raw material</li> <li>• Concerns of depletion of craft raw material resources</li> </ul> | <ul style="list-style-type: none"> <li>• Started initiative to remove solid waste by using government and other vehicles to clear garbage at US\$1.00 per bag. The initiative was however too expensive to maintain</li> <li>• Unsuccessful efforts to cultivate the craft material.</li> </ul>  |
| <b>DTWP, St.<br/>Lucia</b>  | <ul style="list-style-type: none"> <li>• None identified</li> </ul>   | <ul style="list-style-type: none"> <li>• None implemented</li> </ul>   |
| <b>DBCTP,<br/>Dominica</b>  | <ul style="list-style-type: none"> <li>• Pollution of community water source by bathers in Milton Falls</li> <li>• Trampling outside of designated trail</li> </ul>   | <ul style="list-style-type: none"> <li>• Swimming in Milton Falls prohibited</li> <li>• Trails are maintained by the Forestry Division</li> </ul>  |
| <b>RMCFP,<br/>Grenada</b>   | <ul style="list-style-type: none"> <li>• Solid waste</li> <li>• Trampling outside of designated trail</li> </ul>  | <ul style="list-style-type: none"> <li>• Some volunteer and paid work to clear the trails at the beginning of the tourist season</li> </ul>  |

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## 6. ANALYSIS AND KEY ISSUES TO BE CONSIDERED IN THE DEVELOPMENT OF COMMUNITY-BASED TOURISM IN THE WINDWARD ISLANDS

Based on the results of the five tourism initiatives, a more thorough analysis of the impacts has led to the identification of a number of critical issues that have influenced the development of the tourism projects in this section. The issues outlined below, point to a number of considerations that should be considered in future development of tourism initiatives run and managed from a community institutional base:

### **The process of developing a tourism initiative**

A number of approaches and circumstances have influenced the initiation and development of the tourism initiatives. Projects have been initiated by a national agency or NGO and management then transferred to a local management body (DTWP, DBCTP), initiated by an externally developed regional programme and management then transferred to a local management body (RMCFP), or initiated and managed locally (CT and ALRSF). In the case of the ALRSF, considerable assistance was provided to develop and finance the project by the SLHTP in the start up phases. A number of key components in the process of developing community-based tourism initiatives have been identified and are described below:

*Use of participatory and visioning approaches:* At ALRSF, a series of consultations to assess the readiness, institutional capacity needs and development assistance required for tourism development were organised by the SLHTP and the Village Council. The consultations provided an opportunity for Anse-La-Raye community members to articulate their vision for development of tourism in the village and discuss a number of concerns about the community's development. Participants were also challenged to describe the kind of institution that they would like to see playing a developmental role. It was at this meeting that participants showed support for a local committee that would be representative of the community – non-partisan and independent. Finally, the visioning exercises provided an opportunity for stakeholders to propose tourism projects that they felt fulfilled the vision for development in Anse-La-Raye. One of the proposed projects was the ALRSF.

A similar exercise was held in the CT. A Territory-wide conference was held to identify the forms and directions for tourism in the Territory that could foster socio-economic development, natural resource conservation and cultural revitalisation in the Territory. From this activity, a number of today's on-going activities were developed. It also helped to open a debate on a broad range of issues affecting the Territory amongst a broad-base collection of stakeholders (CANARI 2001). However, many of the ideas put forward at the conference were not sustained for a number of reasons but also because of an unsupportive policy and institutional environment for maximizing rural development from tourism.

*Building management capacity:* There appears to be three levels or types of management that must be developed in tandem at the community level when developing community-based tourism projects: (1) capacity for project administration (2) capacity for resource management, which requires a role in management or access rights to the resource (3) capacity for product

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development and marketing – even if this aspect is not carried out at the community level, the necessary linkages to execute product development and marketing must also be developed at the community level. The following examples illustrate how a failure to identify the various levels of management capacity needs and a strategy to develop these needs may be partly to blame for the project's lack of success.

At RMCFP, there was a strong project development leader, funded and created out of an external project. Once the implementation phase was complete, the project manager devolved management functions of the tourism project to a newly formed community-based management committee. A lack of management capacity for project administration on the part of the committee and the voluntary NGO working alongside, was blamed for the collapse of this project within one year of the devolution of management functions.

The Syndicate Nature trail<sup>3</sup>, which is used primarily by large private tour companies, is managed by the Forestry Department with no role for representation of DBCTP stakeholders. The Dublanc-Bioche Community Management Council executed the administration and product development of the DBCTP. However, without access rights or a role in the management of the resource, there was no opportunity for shifting the tourism opportunities at the Syndicate Nature Trail towards the community's needs. As a result, larger, more powerful private sector enterprises have taken advantage of the tourism opportunities.

Caribs have been managing their resources in the CT for centuries. Management of Carib land and of tourism development in the territory is carried out through the Carib Council and the Carib Chief. Even though the Caribs are in control of their resources and its management, the highly politicised nature of the Carib Council and the election of posts, means that there is often a lack of continuity between initiatives begun under one regime and carried through to another. To maintain continuity for planning and development of the vision elucidated at the conference in 1993, a more effective project administration arrangement would have been to establish a separate, non-politicised body, comprising of key stakeholders in tourism development in CT.

*A simultaneous approach:* This approach requires a good funding base and good knowledge of the industry. Where opportunities exist, making linkages with government bodies and the private sector to help can also be effective. At the national policy and decision-making level, the five-pronged approach of the SLHTP (1) policy and standards (2) product development (3) public awareness and mobilisation (4) capacity building (5) niche marketing, has proven successful. At the local level (ALRSF and DTWP), with SLHTP's support, this has translated to a well orchestrated initiative of working simultaneously on (a) infrastructure and services on site, (b) linking with larger industry stakeholders, (c) developing linkages for greater community benefit (through the fishing industry, bus trips provided by community persons, encouraging arts and cultural sectors and other small scale enterprises) and (d) marketing. Where only one or some aspects of this approach was developed (DBCTP, CT, RMCFP), benefits to the community were not maximized.

*Researching the sector:* Little work appears to have been done to research the industry and the rural sector in order to identify opportunities for linkages and niche markets prior to the development of many of the tourism initiatives. Community-based tourism developers need information such as:

- Incentives and concessions: What incentives and concessions can be made use of to

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<sup>3</sup> Although plans were made to develop other aspects of the Dublanc-Bioche tourism project (see Appendix 1), tour guiding services to the Syndicate Nature trail was the only aspect of this project to be developed.

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increase benefits and opportunities at the community level or what incentives and concessions should be advocated for?

- Institutional arrangements: Where does the responsibility for decisions related to community involvement in tourism lie? What agencies, organizations, and stakeholders need to be involved?
- Marketing: Are some markets more amenable to community tourism and the use of local products and services than others? (There seems to be some evidence that intra-regional tourists may be.) What are the mechanisms available to enhance access to markets by small businesses and local communities?
- Import-substitution inputs: What are the inputs to the industry, from food products to furniture to guide services that are now coming from outside the region but could be provided locally? What is needed to develop these goods and services to make them competitive? How can business and employment opportunities be increased?
- Distributional impacts of tourism: Where and in what form are benefits distributed to stakeholders? What could be done to achieve more equitable distribution, in both social and geographic terms to the rural sector?

### **The importance of marketing**

This is an area in which all of the initiatives face challenges and it is fair to say that projects have suffered because of a lack of marketing capacity and a thorough knowledge on the part of project leaders of the way that the tourism industry and its marketing structure operates.

Because of the resources needed to adequately market a product, all of the tourism initiatives must rely on their government Tourist Boards<sup>4</sup>. Studies have shown that marketing efforts by these statutory industries make only a small impression on promotion of the Windward Island destinations (This is also true of the Caribbean as a whole.): Most visitor perceptions are shaped by the marketing efforts of major hotel chains (Clauzel 2001).

All of the tourism initiatives must therefore rely on capturing their markets while guests are on-island and the most effective marketing was demonstrated in St. Lucia where the ALRSF and DTWP fall under the 'heritage tours' marketing brand developed by the SLHTP and handled by an association of tour operators called Heritage Tours. ALRSF and DTWP brochures and other advertising and marketing instruments have been funded by the SLHTP. In addition, Heritage Tours staffs a booth at the cruise ship harbour where it sells tours and has negotiated agreements with taxi operators to take visitors to the heritage sites (which include ALRSF and DTWP). Nevertheless, DTWP contend that because of their remote location, they do not benefit from the heritage tours marketing, as most tours and sites are located on the Western and Southern coasts<sup>5</sup>. As a result they have developed their own promotional materials to augment those from Heritage Tours.

It must be noted here that St. Lucia was the only island that marketed ALRSF and DTWP (as well as other heritage sites) as community based and operated. Neither Grenada nor Dominica have made the distinction in their marketing between traditional /private sector operated and managed sites and a 'community-based' or 'heritage' tourism product which could attract a niche clientele of visitors and help to channel funding and support.

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<sup>4</sup> In the case of Dominica, the job of tourism development and promotion is handled by the National Development Corporation

<sup>5</sup> Anse-La-Raye is located along the West coast

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According to Ashley *et al.* (2001) 'success' in marketing is not necessarily about attracting more and more tourists, but establishing a secure and appropriate market. Perhaps with the exception of ALRSF, none of the other four initiatives can yet be said to have established a secure market. The nature of the Caribbean tourism product which is more traditionally known as a 'sun-sea and sand' destination means that any 'alternative' tourism approaches must engage in active marketing at all times.

### **The bigger picture: policies and institutions that enable community and rural development through tourism**

Each of the tourism initiatives function within a broader policy and institutional context that influence the type and scale of impacts on rural development from tourism. In the literature (Ashley *et al.* 2001, Roe and Urquhart 2001), it is noted that the wider destination must also be doing well for tourism benefits to have greatest impact on marginalized stakeholders. The impact of September 11<sup>th</sup> 2001 on the tourism markets in the Caribbean is a case in point. Stakeholders in all of the tourism initiatives noted a decline in visitors to their sites after this event. However, adequate policies and institutions (as well as a responsive marketing strategy) can provide a certain amount of resilience to these kinds of external shocks, which for small resource poor tourism projects, can be critical to their success or failure.

*Appropriate institutional arrangements:* Tourism affects every facet of society, yet the institutional arrangements to plan, develop and manage tourism do not reflect that. Tourism development currently takes place in isolation from other aspects of national development, and is skewed in favour of more powerful stakeholders, generally large, often foreign-based operators. Concessions and incentives are, more often, targeted at large scale tourism development with little comparative treatment for small-scale enterprises. In addition, coordination between government agencies responsible for tourism development, the private sector and rural development practitioners involved in tourism development is generally weak.

One exception has been the approach of the SLHTP, placed under the auspices of the Ministry of Tourism, but with a great deal of autonomy. The programme acts as a change agent for the St. Lucian tourism industry, trying to shift the industry towards a more equitable approach to its development. To improve distribution of the benefits accrued from the traditional tourism sector, such as cruise and stay-over visitors, as well as create a new 'heritage tourism' sub-sector, it has had to make good use of staff and resource people that know the mechanics of the industry and has also made links with government agencies and non-governmental organisations concerned with the management of natural resources, provision of environmental services and rural development. Links have also been made with the private sector although this aspect remains weak. Perhaps most importantly, the Programme has secured the commitment of the political directorate. Figure 1 shows a simplified institutional map of the St. Lucian tourism industry showing the place of the SLHTP.

Another major obstacle to the participation of community-based groups in decision-making structures is that the 'space' for their participation has not been created and this is further undermined by their lack of capacity to become involved in decision-making about tourism development. However, without the involvement of small-scale, local and community-based tourism stakeholders in the institutional structure, there has been no real way for policies and institutional arrangements to incorporate their needs and priorities. The SLHTP's approach, combining product development, marketing and capacity building, at the local and community

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level and public awareness and policy development<sup>6</sup> at the national level seeks to develop the skills and empowerment of local organisations to play a more active role in decision-making about the industry while trying to create the 'space' for participation at the top. However, one critique of the SLHTP is that it has chosen to work only with the community groups and local entrepreneurs that are already well developed and it needs to do more to strengthen weaker local and community based organisations

It would seem feasible that the Tourist Boards in each of the Windward Islands could play a key role in influencing the impacts of tourism on rural development. At the moment, Tourist Boards have different roles in each island depending on the institutional context. In some places it is development, in others it is marketing and in others the Board may be developing policy, or a combination of the three. However, because of their placement within government and links with the private sector both locally and internationally, the Board could have a key role to play in influencing the impacts of tourism on rural development and communities as has been done by the SLHTP. In Dominica, the equivalent and more appropriately named, National Development Corporation has made some inroads in this regard but requires a clear vision for rural development with the requisite skills in facilitation and other participatory approaches.

*Policy on maximizing benefits for rural development from tourism:* No national policies appear to exist for maximizing rural development needs from tourism. While the mission of the SLHTP<sup>7</sup> is clear in its vision and mission for equitable distribution of benefits from tourism, this has not been translated into policies at the macro level (Renard 2001).

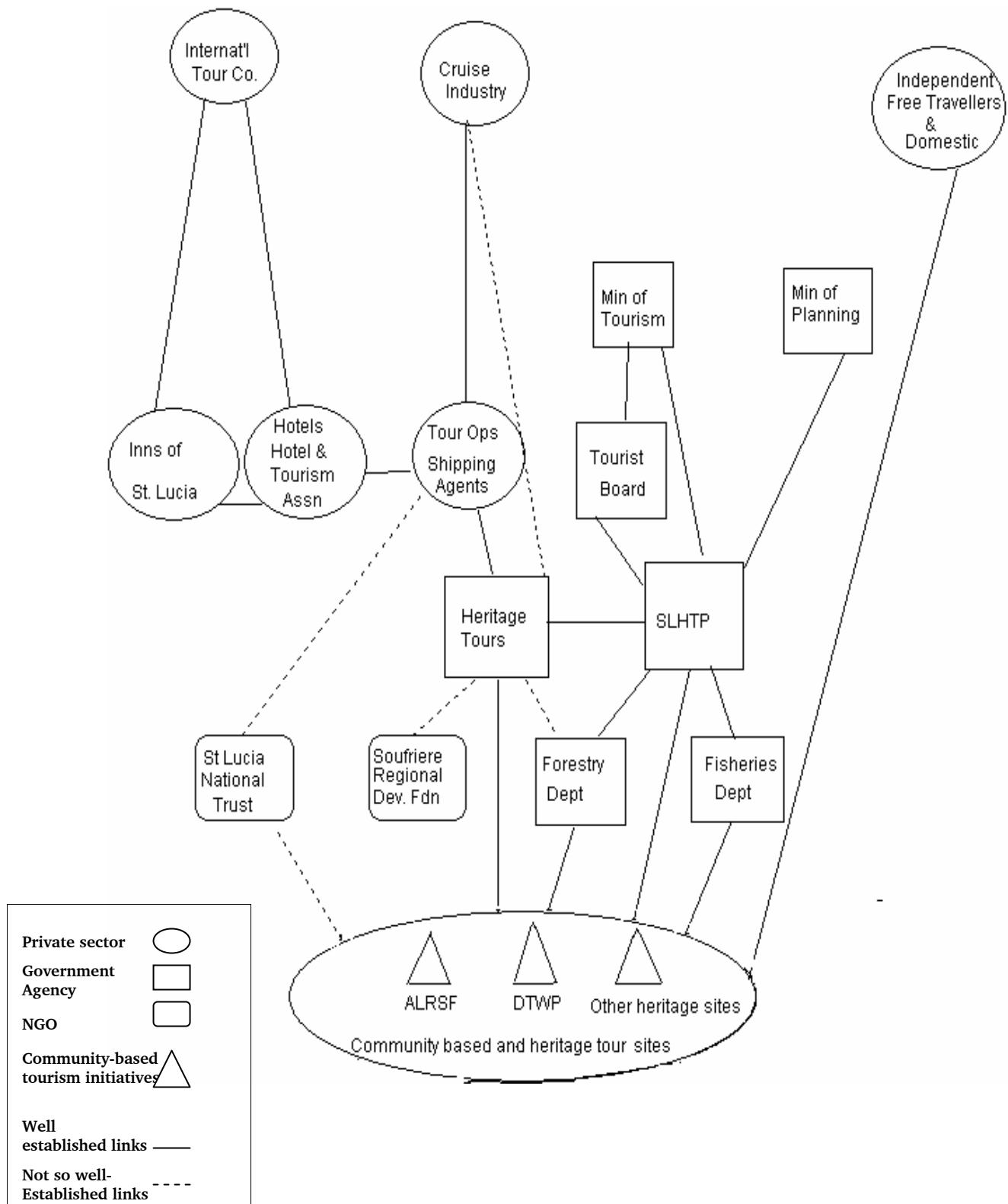
In addition, while there have been numerous well-meaning projects in other Windward Islands, focused on heritage or nature tourism, some incorporating a policy development component (Clauzel 2001), many of these have been externally driven and un-sustained. As a result there has been little change in the policy environment and no vision amongst the players within the industry for a need to change the institutional structures.

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<sup>6</sup> For a more thorough description of the SLHTP see Renard , 2001.

<sup>7</sup> SLHTP's mission is '...To establish heritage tourism as a viable and sustainable component of St. Lucia's tourism product by facilitating a process of education, capacity building, product development, marketing, credit access and the promotion of environmental and cultural protection for the benefit of host communities and St. Lucians'

**Figure 2: A simplified institutional map of the St. Lucian tourism institution shows the place of the SLHTP**



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Supportive policy frameworks to enable community tourism projects are needed for specific issues, namely

1. Private sector partnerships with community and rural tourism stakeholders: For small, community-based enterprises, public sector policies that recognise and seek to address the power imbalances between companies and communities in the tourism industry could be very important. Economic liberalisation policies that have affected the Windwards could be balanced in a small way by an improved relationship between large private sector companies and the rural sector. This however requires a framework and a vision for national development within which private sector businesses can operate. Approaches or components of a framework to engender long-term relationships between the private sector and communities are:
  - legal frameworks that require management of the social impact of businesses;
  - securing a social licence which requires communication and co-operation with local stakeholders;
  - partnerships and legislation that promote opportunities for social development through partnerships (Ward *et al.* 2002);
  - sourcing supplies locally; and/or,
  - assistance in marketing and advice to small tourism enterprises (Ashley *et al.* 2001)
2. Capacity building: The lack of capacity within community groups to engage in decision making over tourism development is a major stumbling block in shaping a form of tourism that delivers greater benefits to the rural and other marginalized communities. Specific skills are also needed in the three areas of management capacity: project administration and management, resource management, and marketing and product development. Training and technical assistance could be provided by a collaborative partnership between the Tourist Board (marketing and product development), development non-governmental organisations (project administration and management and possibly resource management) and natural resource government agencies (resource management).
3. Access rights and/or increased role in resource management: As illustrated by the RMCFP and the DBCTP, one of the barriers to the success of these projects was the lack of ownership or access rights to the sites. One of the causes cited for the failure of the RMCFP was that project managers were unable to gain tenure of the access route and of the site itself. When community-based management arrangements failed, more powerful stakeholders, such as the better-resourced private tour companies, were more able to take advantage of the tourism opportunity and now use their own tour guides and buses with little benefits accruing to the community. If access rights had been granted to the community, the private sector companies would have been forced to negotiate an arrangement, which would likely have been more beneficial to the community. Secure access rights may also have provided an impetus or cushion for the group within which to resolve internal disputes and raise more funds. Project managers at RMCFP had negotiated with the Forestry Department to make the site a protected area, believing that declaration of the area would have solved the wrangling over access rights with private landowners along the way to the waterfall, however, it is not clear whether this would have resulted in access rights to the RMCFP.
4. Addressing environmental concerns: The burgeoning tourism industry of the Windwards depends on healthy environmental resources and marine and terrestrial biodiversity, but also contributes to environmental degradation. The island's natural resources must sustain its productive capacity for the benefit of rural communities, so it is unfortunate that none of

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the tourism initiatives have developed a sustainable use plan for the natural resources of their community. Policy frameworks and institutional structures that enable close linkages with environmental management authorities and services and develop organisational capacity at the community level to manage and consult on environmental concerns will be very important. One approach, implemented by the SLHTP, is an environmental management system (EMS) for tourism sites. Although only recently developed (2001), it aims to ensure environmentally responsible operations, through planning, monitoring and improving organisational capacity to adequately manage the natural resources of the tourism sites. The EMS is presently being piloted with the heritage tourism sites but it is too early to assess its impact

5. Credit access: One of the approaches to product development of the SLHTP is the provision of soft loans to small entrepreneurs. This is an important facility for getting good ideas and intentions up and running. When challenged as to why the Carib Council had not invested in a restaurant and guest houses to take advantage of the large volume of tourists passing through the Territory, the Carib Chief explained that the special communal land ownership arrangement within the Territory means that it is very difficult for Caribs to secure loans because communal landownership is not accepted as collateral. Such issues need to be taken into consideration to facilitate greater access to credit for communities. Although there were no examples in the initiatives investigated, there may be scope for communities to set up their own financial institutions e.g. Credit Unions.
6. Strong and supportive marketing agencies: As noted in the previous section, marketing is one of the most difficult aspects for small-scale projects to get a handle on because of the complexity and cost of effective marketing programmes. SLHTP's approach of developing a brand of small-scale projects and facilitating marketing arrangements (sales desk, arrangements with taxi operators, preparation of materials) can provide an example for Tourist Boards in other islands. This kind of supportive marketing programme has been significant to the success of ALRSF and to a lesser extent, DTWP.

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## 7. KEY COMPONENTS FOR ‘SUCCESS’

From analysis of the initiatives, a number of components and approaches that have worked well in the development and execution of community-based tourism initiatives can be pinpointed. These include:

**A supportive institutional structure:** Individual groups may succeed on their own if there is a sufficiently good attraction (existing or developed) but they are much more likely to succeed and develop other initiatives where there is a supportive environment that recognises and seeks to address the need for spreading the benefits of tourism. A supportive environment requires an institutional structure that has the necessary policies, linkages between agencies and other tourism organisations, and has access to the necessary skills to provide or source technical assistance and support to community-based groups.

**Participatory process of development:** Engaging in tourism activities can affect social networks, and community organisations, as well as values on local culture and resources. Positive social impacts have been demonstrated where there has been a participatory process of decision-making in planning a tourism initiative and where tourism development is perceived as one component of a rural development strategy. When this vision is developed and shared by stakeholders, it has been shown to improve local decision-making bodies by promoting consultative, inclusive decision-making processes and a sense of belonging and empowerment.

**Strong NGO or government agencies working alongside that have a good knowledge of the industry:** Particularly in the beginning stages of the initiative, having a competent agency working alongside to develop the initiative and build capacity at the community level at a number of levels, has proven invaluable.

**Access to funds:** Provision of start up funds for tourism initiatives through soft loans and funding of costly infrastructural development has provided a successful catalyst for community-based tourism initiatives but must be provided within the context of a participatory process of development so that there is transparency on the allocation and management of funds.

**Tourism development does not have to be based on a particular attraction:** Economic opportunities for communities from tourism have been shown to be successfully developed where there was no natural attraction (such as a waterfall or nature trail). Well-organised events (cultural) and the identification of products that add value to the existing package (e.g. craft) have created more opportunities for a wider cross-section of the community.

**Access rights and/or equitable participation in the management of the tourism resource:** This allows the community group some control over the use of the resource and can prevent more powerful interests taking advantage of the tourism opportunities

**Management and organisational capacity needs were identified and developed:** Capacity is needed at a number of levels (organisational management, project administration, resource management and product development and marketing) to adequately orchestrate a community-based tourism project.

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**Initiatives that realise the role of women and tailor activities to maximize their input and benefits:** When project planning activities and jobs created can accommodate women's skills and roles in Caribbean society, the benefits to the community as a whole have been significant.

**Non-partisan development of tourism planning:** Community-based management structures that are not politically polarised and reflect a cross-section of stakeholders have shown best results.

**Conflict management mechanisms:** Conflict is inevitable when changes in local decision-making structures or access rights to land change in the establishment of a tourism initiative. The recognition and anticipation of the "role" of conflicts and creation of adequate opportunities to reveal and address conflicts through ongoing dialogue and negotiation has contributed to a successful project.

**Support for marketing:** Adequately marketing a site/event is a complex and costly undertaking and community-based groups need support in the development of the marketing products, funding and promotion.

**Creating a local market:** Developing a local market (as well as a regional market) is useful for protecting revenues in the 'low season', and improving the durability of the product. Considering a local and regional market in product development may also help to ensure its authenticity.

## Appendix 1: Summary of each of the five tourism initiatives selected

| Project   | Date of inception                  | Objectives  | Tourism product and description of site  | Main stakeholders  | Issues/Comments   |
|---|------------------------------------|---|--|--|---|
| Anse-La-Raye Seafood Friday, <b>St. Lucia</b>                 | 1999                               | To improve the economic potential of the community, particularly the unemployed                     | <ul style="list-style-type: none"> <li>Friday night “on the street” dining of locally caught and prepared (on the spot) seafood</li> <li>Entertainment such as hi-fi (on some Fridays) and local cultural bands and musicians</li> </ul>                     | <ul style="list-style-type: none"> <li>Anse-La-Raye Village Council</li> <li>Anse-La-Raye Vendors Association</li> <li>SLHTP</li> <li>Anse-La-Raye Committee</li> <li>Music and cultural groups</li> <li>Proprietors of bars and clubs</li> <li>Community of Anse-La-Raye</li> <li>Fisheries Department</li> </ul> | <p>Appears to be a successful project and providing economic opportunities for a wide cross section of the community. Received considerable support from the SLHTP, which provided for a participatory process in the visioning for the Anse-La-Raye community, start up funds, and for the necessary management arrangements at the community level.</p> <p>Concerns about the sustainability of the marine resources to supply the demand</p> |
| Desbarras turtle watch project, <b>St. Lucia</b>              | 2000 (officially launched in 2001) | To develop an eco-tourism product that is conducted and sustained by the community                  | <ul style="list-style-type: none"> <li>Tour guiding to view nesting Leatherback and Hawksbill turtles</li> <li>Overnight/evening camping on a remote beach</li> </ul>  | <ul style="list-style-type: none"> <li>Fisheries Department</li> <li>Desbarras turtle watch group</li> <li>Community of Desbarras</li> <li>SLHTP</li> <li>St. Lucia National Trust</li> </ul>  | <p>Relatively nascent stages of this initiative. Considerable support for the initiative also provided by the SLHTP.</p>  |
| Dublanc and Bioche community tourism project, <b>Dominica</b> | 1997                               | To increase benefits to the community from ongoing and potential tourism activities within the area | <ul style="list-style-type: none"> <li>Tour guiding to mountainous rainforest nature trail; bat caves; waterfalls</li> <li>Cultural and traditional practices – chateau housing and boating</li> <li>Coffee house supplying locally grown coffee.</li> </ul> | <ul style="list-style-type: none"> <li>SPAT</li> <li>Dublanc-Bioche Community Management Committee</li> <li>Community of Dublanc-Bioche</li> <li>Whitchurch Travel</li> <li>National Development Corporation</li> </ul>  | <p>Only the tour guiding along the rainforest trail and to the waterfalls was developed (14 persons trained).</p> <p>Expectations of employment from large private sector company also utilising the site not materialised.</p> <p>Not functioning at present</p>   |

| <b>Project</b>                     | <b>Date of inception</b>              | <b>Objectives</b>  | <b>Tourism product and description of site</b>  | <b>Main stakeholders</b>   | <b>Issues/Comments</b>   |
|------------------------------------|---------------------------------------|--|---|--|--|
| Carib Territory, <b>Dominica</b>   | 1993                                  | To diversify the economy within the Carib Territory which is predominantly agricultural based  | <ul style="list-style-type: none"> <li>• Large indigenous Carib population (c. 3,000)</li> <li>• Cultural attractions – basketry, boat building, cultural and dance performances</li> <li>• Carib Model Village</li> <li>• Nature walks with local interpretation of flora and fauna</li> </ul> | <ul style="list-style-type: none"> <li>• Carib Council</li> <li>• Carib community</li> <li>• National Development Corporation</li> <li>• Craft producers and harvesters</li> <li>• NGOs working within the Territory</li> </ul>  | <p>Large volumes of tourists visit this site (it is one of the most heavily visited sites) yet economic benefits within the territory are minimal.</p> <p>Caribs have very little control over the tourism development within the Territory and overall tourism decision-making within Dominica so they have tried to maximize benefits once visitors arrive on site.</p> <p>Concerns from NDC about authenticity of the products.</p> <p>Political issues surrounding the chieftanship and Carib Council that manages tourism development in the Territory.</p> |
| Mount Carmel Falls, <b>Grenada</b> | 1993 (site officially opened in 1995) | To increase tourism and improve the tourism product of St. Andrew's Parish - linking the development of the waterfall at Mt.Carmel with other historical and community attractions | <ul style="list-style-type: none"> <li>• Highest waterfall on the island</li> <li>• Interpretation on the approach to the waterfall</li> <li>• Local agricultural produce</li> <li>• Surrounding archaeological sites and traditional practices (craft etc.)</li> </ul>                         | <ul style="list-style-type: none"> <li>• CIDA Adapting by Learning local project coordinator</li> <li>• St. Andrew's Development Organisation (SADO)</li> <li>• Private landowners</li> <li>• Community of Mt.Carmel, Mt. Fan, Crochu and Hope</li> <li>• Forestry Department</li> </ul> | <p>Community project virtually collapsed but SADO trying to revive the initiative.</p> <p>Numerous problems experienced with landowners along the trail, access rights, poor organisational management and lack of knowledge of the industry.</p> <p>Perhaps the project was a bit "before its time" as the interest in nature tourism was much less in 1995 than in the last 5 years.</p>   |

## Appendix 2: Data form for case study analysis

### Caribbean Natural Resource Institute

with financial support from the International Fund for Agricultural Development (IFAD)

#### Data forms for case study analysis of heritage tourism in the Windward Islands

|   |  |
|---|--|
| Basic Information   |  |
| Name of community based /heritage tourism initiative  |  |
| Very brief description of site  |  |
| Year activity began   |  |
| What are/were the objectives of the project?  |  |
| Name of communit(y)ies involved   |  |
| Who are the main players involved?  |  |
| Legal status  |  |
| What legal instruments or policies, if any, govern the activity?                                      |  |
| What formal agreements if any, exist among the players  |  |
| Process of developing the tourism initiative  |  |
| Who initiated the activity?   |  |
| Has it received any financial assistance? From whom?  |  |
| Economic Impacts of the tourism initiative  |  |
| What linkages and impacts have been made on agriculture and other sectors of the local rural economy? |  |

|  |  |
|--|--|
| What linkages have been made to the national tourism industry in terms of marketing and product development?   |  |
| What economic opportunities have been created for local entrepreneurs and residents?   |  |
| What new industries have been created?   |  |
| What partnerships between the private sector – formal or informal have been created?   |  |
| What have been the influences of external economic factors on the initiative?  |  |
| <b>Social impacts of the tourism initiative</b>  |  |
| What are the perceptions of the tourism sector and its potential to support local development?   |  |
| What opportunities have been created for and roles played by women?  |  |
| What have been the impacts on poverty?   |  |
| Have values on local culture and resources changed since the project's initiation?   |  |
| What other social impacts have come about since the project's implementation?<br>Educational opportunities<br>...New community orgs ...<br>impacts on crime ...? |  |
| <b>Institutional and policy impacts of the tourism initiative</b>  |  |
| What is the level of involvement of local groups in management of the initiative   |  |

|   |  |
|---|--|
| and their forms of organisation?  |  |
| What are the roles of government, development assistance agencies, NGOs and the private sector?                               |  |
| How have the above influenced the design and implementation of the initiative?  |  |
| How have government and other policies influenced the initiative and its development?   |  |
| Has the project influenced national policy? How?  |  |
| Ecological impacts of the tourism initiative  |  |
| What impact has the project had on the management of the target resource and on the role of local stakeholders in management? |  |
| What has been the impact on environmental services (e.g. solid waste management) on the local community                       |  |
| What have been the downstream environmental impacts of the initiative?  |  |
| What has been the upstream environmental impacts on the activity?   |  |

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## Caribbean Natural Resources Institute

The Caribbean Natural Resources Institute (CANARI) is an independent, regional, technical assistance organisation with more than 20 years of experience on issues of conservation, the environment, and sustainable development in the islands of the Caribbean.

CANARI's mission is to create avenues for the equitable participation and effective collaboration of Caribbean communities and institutions in managing the use of natural resources critical to development.

The Institute has specific interest and extensive experience in the identification and promotion of participatory approaches to natural resource management.

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ISBN 1-890792-08-X