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CARIBBEAN TOURISM:

A CASE FOR APPROPRIATE TOURISM PLANNING

by

Jacklyn Cheryl Neblett

A thesis submitted to
the Faculty of Graduate Studies and Research
in partial fulfilment of
the requirements for the degree of
Master of Arts

Department of Geography
Carleton University
Ottawa, Ontario
1989

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ABSTRACT

Tourism planning in developing countries has involved the creation of tourist environments by foreign investors primarily for the benefit of tourists. This thesis develops an approach to tourism planning that encourages the overall development of host populations in addition to promoting tourist satisfaction. The approach is applicable to the Caribbean as well as other developing regions.

Through literature review and field research in Barbados, three broad objectives were satisfied before the proposed approach was developed. Contemporary approaches to tourism planning were assessed. Pertinent development concepts are explored and selected economic, political, as well as social aspects of the Caribbean and Caribbean tourism were examined.

The Developmental Tourism Planning approach is collaborative, integrative, largely concerned with indigenous entrepreneurial/ community development, as well as tourist satisfaction. This approach operates at national/ regional and local levels and uses management functions to ensure that national and local tourism goals/objectives are consistent with national tourism policies.

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CHAPTER ONE

INTRODUCTION

1.1 Background

Initially, this thesis grew out of a desire to plan for tourism development in a small village in Barbados that has experienced some degree of tourist traffic. An initial survey of the village had indicated that there may be sufficient physical and cultural resources to create a tourist area of interest. Having completed the requisite preliminary research and armed with the pertinent research tools, this author set out in the Summer of 1988 to the village of Chalky Mount to assess the potential for further tourism development in the village.

Using a combination of planning methods by distinguished tourism planning experts in North America, it was ascertained that there was sufficient tourism potential in the village to embark on a development concept. Considerations of how the tourists may be accommodated and serviced were of utmost importance. After all, the tourists were to be the mainstay of any development that would take place in the village. All activities were to be geared to tourist satisfaction and expectations. Indeed, Gunn (1979:191) suggested that the specific goals of tourism

planning should be the satisfaction of users; rewards to owners; and the protected utilization of environmental resources.

The community was acknowledged as an important element in this planning process and therefore some members were consulted to determine whether they wanted further tourism development for their village; and if so, what focus and form that development should take. While the reactions were positive, it was apparent that their major concerns were related to having the appropriate skills and financing available to support their involvement in any type of tourism development. They further expressed general concern about the basic development of the village's infrastructure, amenities and services, not for the tourists but for themselves.

Both this field research and subsequent literature review made it increasingly apparent that tourism development for this community needed to be couched in much larger terms - developmental terms. In fact, some very pointed questions needed to be addressed and perhaps this thesis needed to take on a new focus. It was necessary to raise such questions as, who will get what from this tourism development? What are the priority needs of this community and how can they be incorporated into any kind of tourism

development? Can tourism development be used to create a degree of economic independence for the members of this community? What kind of development would utilize the existing local skills and encourage the acquisition of new skills? How can such skills be developed so that their utilization may possibly be extended beyond the tourism industry and/or transferred to other national economic activities? And finally, what influence would the historical, economic and social make-up of this village have on its ability to become involved in and sustain those activities which are necessary for the long-term success of any tourism development?

In short, the questions I ask in this thesis focus on how tourism development in a community can contribute to the overall development of the community and its residents. In general terms, should tourism planning in developing countries be preoccupied with servicing the metropolitan tourists or should it bear the overall development of the country in mind? These questions are especially pertinent to developing peripheral regions that continue to receive increasing numbers of international tourists thereby necessitating careful tourism planning.

1.2 Statement of Problem

International tourism has experienced rapid growth. For instance, over the period between 1960 and 1970, worldwide international tourism arrivals increased from 75 million to 168 million visitors. By 1987, international tourist arrivals increased to 355 million (Caribbean Tourism Research Centre (CTRC), 1987:5). According to Keller (1984), most international tourists came from the industrialized metropolitan centres and tourist demands were met largely by tourist destinations in undeveloped or developing peripheral regions. In these peripheral regions, the tourism development process was taken over by developed metropolitan centres and therefore largely serve their interests (Keller, 1984).

Much of the activity of tourism planning, both in developed and developing countries, has been largely an exercise in physical and architectural design (Le Fevre, 1975). In the early 1960's tourism planning primarily involved activities such as market assessment, the assessment of the physical resources and infrastructures, and the determination of the economic viability of the proposed site-specific development using cost-benefit analysis techniques. A positive assessment of the project

usually resulted in elaborately designed tourism developments.

However, since the late 1970's, tourism planning has broadened in scope to consider the social and environmental impact of tourism. Professional planners and others who are involved in the tourism industry have acknowledged the importance of adopting a people-environment-sensitive approach to tourism planning (de Kadt, 1979b; McIntosh, 1977; Murphy, 1985; Rosenow and Pulsipher, 1979). Such an approach is more likely to lessen the disturbances and damage tourism may cause to the community and the environment. Recent literature on tourism planning indicates that yet another development in the tourism planning activity is to have the involvement of the local population in the planning process and the monitoring of tourism (Moulin, 1980; Murphy, 1985).

The new direction that tourism planning has taken, particularly the people-environment sensitive approach, may indeed be appropriate for highly developed environments, especially where the recreation revolution has had a heavy impact on the resources and services of towns and communities. However, it is questionable whether such an approach is indeed appropriate for or relevant to developing countries. That is, should the approach to tourism planning

in developing countries (more specifically the Caribbean) be one which is merely sensitive to the social and physical environments or rather one which also actively plans for the tourism industry with due consideration to development issues?

The Caribbean has witnessed a massive increase in tourist arrivals along with increased visitor spending. In fact, over the last ten years, tourist arrivals to the Caribbean have increased at a faster rate than international tourist arrivals in the world. For instance, between the period 1980 to 1987, international tourist arrivals around the world increased by 29% while the increase in the Caribbean was a little over 40% (CTRC, 1987:6). In 1987, visitors to the Caribbean spent about U.S. \$6.7 billion, which represents a 17% increase from 1986 (see Table 1.1). Such dramatic growth in tourism has required extensive tourism development in Caribbean destinations. Much of that development was carried out by foreign investors who also managed and controlled the industry. Barbados is an example of an island where by the late 1970's ninety percent of the tourism industry was foreign owned (CTRC, 1988:159). To these foreign owners tourism development meant the construction and marketing of large luxury hotel properties. This type of tourism development is not necessarily beneficial to the local population.

Table 1.1
Estimates of Visitor Expenditure in the Caribbean

	US \$ millions						
	1981	1982	1983	1984	1985	1986	1987 (R)
Anguilla	1.8	2.4	4.9	7.0	14.6*	16.9	22.2
Antigua and Barbuda	49.0*	58.9	77.1	109.7	132.5	156.2	186.7
Aruba (2)	156.4	163.1	114.5	118.4	120.8	158.1*	203.6
Bahamas	639.1	654.5	770.2	801.5	995.0	1104.9	1150.0 (P)
Barbados	261.9	251.1	251.6	284.2	309.0	326.9	378.7 (P)
Belize	7.5	7.5	8.0	10.0	11.1	41.0*	47.3
Bermuda	287.9	301.6	335.5	340.0	356.7	407.2	447.7
Bonaire (2)	5.1	6.8	5.5	3.0	4.4	6.4	10.7
British Virgin Is.	53.8	65.6	81.5	85.6	97.3	120.0	140.0
Cayman Islands	52.7	56.2	61.6	70.9	85.5	93.5	120.0 (P)
Cuba	52.4	61.2	74.3	95.5	116.4	150.0	185.0
Curacao (2)	159.9	134.6	77.6	68.9	70.6	89.2	94.0
Dominica	3.0	4.0	7.3	8.6	8.7	11.2	12.8
Dominican Republic	223.2	272.7	282.3	315.0	368.2	420.0	545.0
Grenada	17.3	17.2	18.7	22.7	32.4	39.6	42.1
Guadeloupe	93.5	107.5	116.0	98.0	95.0	163.0*	184.0
Guyana	n.a.	n.a.	n.a.	n.a.	n.a.	19.0	24.0
Haiti	55.5	55.5	61.0	66.0	69.2	63.0	69.0
Jamaica	284.3	337.8	399.2	406.6	406.8	516.0	595.0
Martinique	75.2	81.6	82.6	87.0	92.8	107.8	210.0
Montserrat	5.4	5.8	6.0	6.7	7.7	7.5	8.7
Puerto Rico (3)	649.7	699.2	690.7	681.2	722.7	743.0	896.2
Saba	n.a.	n.a.	n.a.	n.a.	n.a.	4.4	5.0
St. Eustatius	n.a.	n.a.	n.a.	n.a.	n.a.	4.9	5.3
St. Kitts and Nevis	16.1	17.3	18.6	24.2	31.0	38.0	47.4
St. Lucia	29.4	32.4	39.7	42.4	55.7	73.4	78.4
St. Maarten (2)	115.2	117.3	121.9	128.0	150.0	159.4	170.0
St. Vincent and Gren.	15.0	16.0	16.7	19.0	23.0	29.3	35.2
Suriname	40.6*	32.8	17.9	13.3	9.0	7.8	8.0
Trinidad and Tobago	151.9	178.6	205.7	197.8	197.3	83.2**	91.6**
Turks and Caicos Is.	4.8	5.2	5.5	6.9	12.2	21.7	24.0
U.S. Virgin Islands	317.5	312.5	356.3	434.0	567.4	509.8	623.0
TOTAL (4)	3840	4080	4340	4580	5070	5692	6660 (P)

* New series

** Based on new exchange rate

(R) Revised estimates

(1) At current prices

(2) Central Bank and CTCRC estimates

(3) Fiscal years.

(4) Includes estimates for missing data

(P) Preliminary estimates

Source: National and CTCRC estimates.

Source: CTCRC, 1987

What approach to tourism planning should then be taken by Caribbean countries to ensure that the local population benefits from this tourism growth?

In his article "Who Gets What From Tourists?", Le Fevre stated that tourism planning in Developing Countries should go beyond the building of pretty hotels:

Tourism planning in the main has been concentrated in the wrong place. It has been concerned with the marketing, the selling and the town planning considerations of "pretty" hotel developments. Without denying the validity of this type of information it is pertinent to question whether from the less-developed country's point of view, it is the most important information to guide their planning and policy decisions (Le Fevre, 1975: 106).

Like many other developing areas, the Caribbean has low levels of productivity, high rates of population growth, a high dependency ratio, and high and rising levels of unemployment (Todaro, 1981:29). In developing countries where tourism has become the major economic activity, should tourism planning then not be viewed more as an opportunity to develop the country, the people, their skills and their environment? The focus of this thesis is therefore to establish an appropriate tourism planning approach which takes overall development into greater consideration. The

next section outlines the specific situation of the Caribbean region as background for discussion of such an approach.

1.3 The Caribbean

The Caribbean region, historically referred to as the West Indies, comprises of the group of islands extending from the southern tip of Florida in the North American continent to the northern coast of Venezuela in the South American continent, and Guyana on the Coast of South America. The islands, situated between 85° and $59^{\circ} 30' W$ and $32^{\circ} 30'$ and $7^{\circ} N$, are scattered over a distance of about 4000 km and cover an area of 233872 sq km. (see Fig. 1.1).

Large groupings of the islands are generally recognized. The islands of Cuba, Jamaica, Haiti/Dominican Republic, and Puerto Rico are referred to as the Greater Antilles. The Lesser Antilles are made up of the Windward Islands and the Leeward Islands which extend from Anguilla in the north to Trinidad in the south. The Dutch Caribbean Islands are situated off the northern coast of Venezuela.

Figure 1.1 MAP OF THE CARIBBEAN REGION

Source: Haider, 1982

The islands, originally inhabited by the Amerindians, were discovered by the Spanish in 1492 and were subsequently colonized by the British, French, and Dutch. That colonization was economically motivated and resulted in the development of plantation economies throughout the islands.

Colonialism left strong economic, political, social, and cultural legacies in the Caribbean. Economically, many Caribbean economies continue to be largely dependent on agricultural export crops which were specifically cultivated by plantation owners for foreign consumption, namely sugar cane, bananas, citrus, coffee, and cocoa. More recently however, diminishing export markets, among other things, have necessitated the diversification in agriculture as well as all other economic sectors. Caribbean economies are presently attempting to establish new economic bases to break free from the colonial past.

In spite of their political independence, many Caribbean countries continue to be economically and culturally dominated by foreign powers, particularly the United States. While some Caribbean islands have orchestrated their total independence from former colonial powers, others remain partially or fully dependent on some foreign power. The fully independent countries include

Antigua, Aruba, the Bahamas, Barbados, Cuba, Dominica, the Dominican Republic, Grenada, Guyana, Haiti, Jamaica, St. Kitts-Nevis, St. Lucia, St. Vincent and the Grenadines, Surinam, and Trinidad and Tobago. The other islands are either semi-dependent¹ or largely dependent on a metropolitan power, as is the case with Guadeloupe and Martinique.

An obvious legacy of the colonial period is the myriad of cultures, races, and languages which exist throughout the Caribbean. While the largest percentage of the Caribbean population is of African descent there are also people of Indian, European, and Chinese extraction. Accordingly, the languages spoken include English, French, Spanish, Chinese, and Dutch. These groups appear to exist in harmony. Nonetheless, in any one island, representative groups tend to maintain their own culture and remain somewhat insular. According to Hawkins (1976:69), the multi-racial, multi-cultural nature of the Caribbean islands has created social, political and economic problems in many Caribbean societies.

¹ Semi-dependent countries are in charge of their own internal affairs but the former colonial power takes charge of defense and external relations. Semi-dependent countries in the Caribbean region are Anguilla, the Cayman Islands, Montserrat, the Netherland Antilles (Curacao, Saba, St. Eustatius, St. Maarten), Puerto Rico, and the Virgin Islands (St. Croix, St. John, St. Thomas).

In spite of the colonial legacy, Caribbean governments have recognized that their future can be made better with greater regional co-operation and integration. Therefore, through regional schemes such as the Caribbean Free Trade Area (CARIFTA) and the Caribbean Community (CARICOM), the Region is moving towards greater self-reliance. This strategy of greater regional co-operation and integration also plays a central role in tourism development through agencies such as the Caribbean Tourism Research Centre (CTRC) and the Caribbean Tourism Association (CTA).

Caribbean governments may also need to develop appropriate tourism planning strategies which would ensure that tourism does not become "a new kind of sugar" (Finney and Watson, 1975) in the Caribbean.

1.4 The Role of Tourism in Development

The examination of the role of tourism in development is not new. In fact, in the Caribbean there has been a long and continuing debate over the value of international tourism to overall development (Matthews, 1978). According to Middleton (1977) and Adams (1977), tourism is not an ideal tool for development because of the negative impacts of tourism in general, and an inability to monitor and channel tourist flows. There are also those who oppose tourism in its present form and who vehemently contend that

tourism in many Third World countries is not only the symbol of 'anti-development' but also one of its causes (O'Grady, 1981:11). However, this notion of tourism as anti-development is not shared by all. Jean Holder, the Executive Director of the Caribbean Tourism Research Centre, believes that not only does tourism encourage development but that the extent to which tourism contributes to overall development is dependent on the country's commitment to the industry. He reasoned:

As long as countries thought they had other possibilities, and as long as there was a growing feeling that tourism was really not the thing to be in, those countries never really put into tourism either the money to promote it or the human resources to plan it. In those countries where there was a firm conviction that there weren't many options- Bermuda, Bahamas, Cayman Islands- where people came to believe that tourism was what they had and would have to develop to the fullest, ... tourism has not only survived well but has created for many of those countries the highest per capita income and standard of living in the region, and beyond (in De Backer, 1983b:48).

To continue the debate on tourism's role in the development of developing countries or on whether an economy should be solely dependent on the industry seems to be an exercise in futility, especially since many developing countries have, at times reluctantly, acknowledged their heavy dependence on the industry. This position has been taken by Fidel Castro of Cuba when he stated: "we have to develop tourism, it is an important source of foreign

currency... It is not a case that we like it. We do not like tourism" (Ottawa Citizen, 1989a:G11). Other Caribbean countries have conceded and finally acknowledged the significance of tourism to their economic development. Holder (in De Backer, 1983b:31), in referring to Trinidad and Tobago, observed that "this Caribbean nation was largely dependent on oil revenues, however, now that there are problems in the oil industry, greater government attention is given to the importance of tourism". He further commented that if Barbados were to depart from tourism, "the standard of living of the Bajans could return to a situation of over 30 years ago" (ibid, :31). Likewise in the Pacific, it has been noted that "most if not all the island countries must in the long-run depend on tourism as the primary generator and foundation for development" (Alba, 1975:253).

What then needs to be addressed in considering the role of tourism in the development of the Caribbean is how tourism can be used to achieve the greatest possible balanced growth - quality growth². More succinctly, how can tourism, through appropriate tourism planning, be used to achieve greater national development? Indeed, it may be

² Mark (1975:151) suggested that quality growth which brings quality to life cannot be defined just in physical dimensions and ideal designs but also in terms of balance among economic, social, and environmental elements.

the case that authors who suggest the need for a "new brand tourism" for the Caribbean (Matthews, 1978:75) or "alternative forms of tourism" (O'Grady, 1981:47) may be suggesting the need for an appropriate development oriented kind of tourism planning.

1.5 Purpose, Objectives and Chapter Outline

The purpose of this study is to develop a conceptual approach to tourism planning for the Caribbean, and more generally for the developing regions, which would encourage overall development.

An appropriate conceptual approach to tourism planning for the Caribbean will be developed after the following four broad objectives have been achieved.

(1) An examination of some contemporary approaches to tourism planning to determine which aspects of those approaches are useful for the proposed approach. This is conducted in Chapter 2.

(2) An exploration of some pertinent development concepts to indicate the extent to which they have been applied to the Caribbean and its tourism industry, and to incorporate

those development concepts into the proposed tourism planning approach. In Chapter 3 various development concepts are presented and their present and potential usage in the context of Caribbean tourism are outlined.

(3) An examination of selected economic, political, and social aspects of the Caribbean and Caribbean tourism. In Chapter 4 some of the factors which should be taken into consideration in the proposed tourism planning approach are identified. In addition, an application of the tourism approaches examined in Chapter 2 is made to the Caribbean tourism industry.

(4) The development of a conceptual approach to tourism planning for countries in the Caribbean which would take the development of the country into due consideration. The final objective is accomplished in Chapter 5 where an approach to tourism planning is outlined. This tourism planning approach could potentially create a type of tourism which would bring greater benefits to the local population.

1.6 Methodology

The Caribbean region was chosen as a study area because it is a significant and growing tourism destination in the developing world. In fact, in 1987 the Caribbean region received 9.65 million visitors; a 7.5% increase from 1986 (CTRC, 1987:6). In addition, there is general agreement that in studying tourism in the Caribbean one can learn also about the effects of tourism in other developing regions of the world (Matthews, 1978:44).

As indicated in section 1.1, the original intent of this thesis was to assess the tourism development potential of the village of Chalky Mount, Barbados (see map, Fig. 1.2). With that original objective in mind, the following research methodology was used. An assessment was made of the physical factors (natural and cultural) of the Chalky Mount area through extensive field work. The relevant data for assessment was obtained through observation at Chalky Mount and its environs in the Summer of 1988. This data was recorded on topographic maps and subsequent evaluations were made of the area's suitability and capabilities for tourism development.

Figure 1.2 Map Of Barbados

Facts pertaining to the program factors (tourism market, national development, and government) and other pertinent information were acquired through personal interviews and secondary research sources. Personal interviews, though conducted informally, conformed to a prepared list of questions (see Appendix 8). Interviews were held with officers and experts in the relevant Ministries. Residents of Chalky Mount were also interviewed to ascertain their attitudes and suggestions toward the possible development of their village for tourism.

Secondary data research included the review of studies and reports relating to tourism, particularly in the Caribbean. In addition, various types of maps of Barbados, and specifically of the Scotland District in which Chalky Mount is located, were consulted. Reports and documents from the relevant government agencies in Barbados were also reviewed.

Since the approach to the thesis has been altered somewhat, the data which was accumulated during field research is used not to create a tourism development plan for Chalky Mount but rather to supplement and elaborate on secondary data. Emphasis is placed on information ascertained from interviews with the residents of Chalky

Mount, government officials, and from personal observations.

The new focus of the thesis necessitated the examination of some contemporary tourism planning approaches and some aspects of the Caribbean social system. In addition, general development literature was explored and some development concepts were examined for possible inclusion in the proposed conceptual approach to tourism planning for the Caribbean.

1.7 Definitions of Terms Used

a) Mass tourism

Matthews (1978:3) defines mass tourism as "the movement of large numbers of travellers from one country to another by means of mass transport, and this involves mass hotel accommodations, and above all, mass selling". Mass tourism is the major type of tourism in the Caribbean. This, however, does not negate the fact that other types of tourists visit Caribbean islands. A case in point is the island of Tobago, reputed for its extensive bird species, which attracts many adventure/nature type tourists.

b) Development

There is a general misconception that the development of a large number of hotel accommodations contributes to development. However, one must question whether hotel construction is development. This author concurs with Britton (1978) and Ferrario (1988) who noted that the construction of large resort hotels and luxury resorts is not development. Development can not be defined in strictly economic terms. As a matter of fact some theorists argue that "the whole process of economic development itself is seen not as being restricted to economic change but as consisting essentially in the transformation of the human agent and his social environment within which economic activity unfolds" (Akeredolu-Ale, 1975:12). Todaro summed it up best when he stated that:

[t]he inner meaning of development is best understood in terms of core values such as life-sustenance, self-esteem,, and freedom. ...where people move away from a condition of life widely perceived as unsatisfactory and toward a situation or condition of life regarded as materially and spiritually 'better'(Todaro, 1981:70).

Unless otherwise noted, it is within these contexts that the term development is used in this thesis.

1.8 Limitations of Thesis

Tourism, as Leiper (1979) has suggested, is a system which has five elements: tourists, generating regions, transit routes, destination regions, and a tourist industry which operates and interacts within the broader physical, cultural, social, economic, political and technological environments. The significance of tourism can be best explored in the broader context within which it operates. Although this thesis considers such broader environments, it does not address considerations such as the socio-cultural or environmental impacts of tourism on the Caribbean region. Neither does it elaborate on how an appropriate developmental approach to tourism planning would influence those elements. There is, however, a substantial amount of literature on the social and cultural consequences of tourism (Butler, 1974; White 1974; Doxey 1975; Nettleford 1976; Smith 1977; de Kadt 1979b; Erisman 1983; van de Berghe 1984; Murphy 1985). The inclusion of socio-cultural considerations may have proven to be somewhat redundant.

This thesis, therefore, does not offer an explicit examination of the impacts of tourism; rather, it attempts to elucidate on some of the environments - cultural, social, economic and political - within which Caribbean tourism

operates. This elucidatory approach sets the stage for the exploration of an appropriate tourism planning approach for the Caribbean.

In Chapter 2 some contemporary approaches to tourism planning are examined to determine their comprehensiveness and appropriateness, particularly for developing regions.

CHAPTER 2

TOURISM PLANNING

2.1 Introduction

In this chapter the tourism planning approaches of Gunn, Kaiser and Helber, and Murphy are examined for their comprehensiveness and appropriateness for developing regions. These three tourism planning approaches were chosen primarily because of the prominence of the three authors in the field of tourism planning. In addition, the tourism planning approaches of Gunn (1979) and Kaiser and Helber (1978) were chosen, not only because their text described their approaches in some detail, but because their approaches are widely practised both in developed and developing countries. Conversely, Murphy's (1985) tourism planning approach is less practised generally, however it is representative of the new direction in tourism planning.

The comprehensive nature of a tourism planning approach primarily refers to the extent to which that approach satisfies the steps in the recognized planning process as well as considering the economic, political, social, cultural and environmental factors which relate to tourism development.

Questioning the appropriateness of commonly practised tourism planning approaches is not just pertinent to the developing country. It is equally important to ask whether large tourism developments in both developing countries and developing/depressed regions in developed countries are creating the appropriate environment for the quality growth of local populations. All of the reviewed tourism planning approaches are intended to be generally applicable and not country-specific and as such an examination of their appropriateness to a specific region is relevant.

Some criticisms have been levelled against the widely-practised physical approach to tourism planning. For instance, Britton in his 1978 doctoral thesis entitled "International Tourism and Indigenous Development Objectives", referred to a Canadian who criticized a consultant's plan for Prince Edward Island:

Project Planning Associates" concept of 'tourist development' seems to consist mainly in pandering to the fantasies of the harried metropolitan rich. Nowhere do they mention local needs, except in peevish asides like the following "The principal obstacle in the way of making these amenities available is a lack of discrimination in many local decisions..." (Britton, 1978:157).

In referring to the need for appropriateness in the commonly-practised tourism planning approaches in developing countries, Mark (1975) commented that:

[a] planning process which fully recognizes the unique conditions and characteristics of the developing country, but which is still able to capture the best and expunge the worst of the Western experience, is essential to orderly and beneficial growth and sound management of a nation's resources (Mark, 1975:151).

In the following section the development of the planning process is reviewed in order to assist in establishing the comprehensiveness of the three reviewed tourism planning approaches, as well as to indicate how these approaches have been influenced by the development of the planning process.

2.2 Review of the General Planning Process

The planning process, as recognized and practised in North America, has remained fairly constant over the years in that it has basically maintained a problem-solving approach at the core. In short, the generally recognized steps in the planning process consist of a) problem definition and goal statements b) data collection and analysis c) the formulation of alternative solutions, d) solution choice and e) implementation. Although the basic steps in the planning process remained largely unchanged over the years, the approach to planning has changed.

The traditional or linear approach to planning followed the basic steps in the planning process. However the planning activity was envisioned as having a beginning and an end. This approach was generally considered unsatisfactory since it usually produced a finished master plan which usually signified the end of the planning activity. By the early 1970's not only had it become apparent to planners that planning must be an on-going process but, indeed, that there was a need for public input which went beyond mere reactions to a proposed or finished plan. In addition, an evaluation of the implemented solution and frequent reviews and revisions of stated goals were deemed as fundamental if the proposed plan was to meet the stated and often changing needs of the public (Burton, 1976; Christiansen, 1977; Driver, 1975).

The cyclical or continuous approach to planning followed the traditional planning process. However, the planning activity became a continuous one so that planners benefitted from the feedback of those who were affected by the development. In addition, this continuous approach to planning facilitated those changes in the plan/project which were required as new data and other information became available.

The cyclical approach to development planning, although much improved from the traditional linear approach, had as its major drawback the failure to consider and integrate development planning with plans for the larger system (Gunn, 1979; Murphy, 1985). Such considerations were addressed by the introduction of the systems planning approach (cf. Gravel, 1979). Systems planning is the "integrated and operational planning of the entire system as a whole composed of interrelated parts" (Gunn, 1979:219). Therefore, by the late 1970's, the planning process had undergone subtle and yet crucial changes. The process was then largely able to accommodate public input, integrate local, regional and national plans and policy, and include the monitoring and revision of plans on an on-going basis.

2.3 Evolution of Tourism Planning

Tourism planning has had a similar evolution as the general planning process. It has also developed from a one-time activity into an on-going activity requiring collaboration with a number of individuals and organizations, and integration with the larger national/regional and/or local systems.

During the 1960's and the early 1970's, tourism planners (Gunn, 1972; Nicholls, 1974) took a predominantly physical or project-specific approach to tourism development. Usually, physical master plans were developed based on detailed surveys and analyses of the physical resources¹ of a region. However, they were often times rigid, final, and usually failed to be "sufficiently adaptable to changing conditions" (Baud-Bovy and Lawson, 1977:138). Thus the physical approach to planning for tourism development was usually single-goal oriented, site-specific and often failed to consider the wider implications of the proposed development.

The economic approach to tourism planning (Gearing, 1976) not only assessed the physical resources but placed greater emphasis on market assessments and forecasts, in addition to allowing for a number of possible tourist development alternatives/policies. The alternatives were further analyzed to determine their feasibility, limitations and socio-economic impacts (Baud-Bovy and Lawson, 1977:139). This type of approach, though largely economically-motivated, was therefore wider in scope than earlier approaches. In this economic approach factors outside the

¹ In the tourism planning context, the term physical resources does not only refer to the physical or natural features of the land, as in the case of physical geography. It also includes cultural resources, existing services and facilities, and transportation (Gunn, 1979).

immediate physical site and the potential impacts of the proposed development were taken into consideration. However, the economically-oriented tourism planning approach was not usually done in collaboration with community, regional, and national goals and objectives of the host country.

More recently, the systems approach or integrative approach to tourism planning is being considered. This type of planning, which has its origin in urban planning, "permits tourism to be integrated into general community goals and planning strategies, and also provides the flexibility needed to adjust to changing economic and market circumstances" (Murphy, 1985:xvii). The systems approach to tourism planning requires collaboration and cooperation between the appropriate government agencies and private organizations.

There have been a number of approaches and guidelines suggested for tourism planning and development (Baud-Bovy and Lawson, 1977; D'Amore, 1983; Gunn, 1972 and 1979; Kaiser and Helber, 1978; Murphy, 1985; Nicholls, 1974). They all subscribe to or follow the general planning process. Namely, all of the approaches implicitly or explicitly are concerned with goal and objective setting, data collection and analysis, and implementation. Where one approach

differs from another is not necessarily in the planning procedure, but rather, due to its focus on one or a combination of the economic, physical, social or environmental aspects of planning. This difference is also evident in the reviewed contemporary approaches to tourism planning.

2.4 Some Contemporary Approaches To Tourism Planning

In this section the tourism planning approaches of Gunn (1972^a; 1979), Kaiser and Helber (1978), and Murphy (1985) are examined for comprehensiveness and for their appropriateness for developing regions. These approaches are Regional Approach, Physical Approach and Ecological Community Approach respectively.

2.4.1 Regional Approach

As one of the early pioneers of tourism planning, Gunn took a predominantly physical approach to tourism planning and development. In an earlier attempt at addressing the concept of tourism planning. Gunn (1972), in his text

^a The 1988 edition of Gunn's text Vacationscape: Defining Tourist Regions has generally remained unchanged from the earlier 1972 edition. The new edition contains essentially the same basic message on designing and building tourism environments.

Vactionscape: Defining Tourist Region, discussed the importance of envisioning tourism development in terms of clusters as opposed to fragmented and disjointed development concepts operating within a common space. In effect, he made a bold move away from the somewhat narrow site-specific approach to planning by suggesting a wider application of tourism planning. He included a number of factors in the larger geographical area that influence tourism activity. Gunn suggested that a regional design system, which took into consideration the people, attractions, facilities and services, transportation, and information and direction, was a better means of evaluating a region's present physical plant. It also provided the framework for assessing the potential of underdeveloped regions (Gunn, 1972:21).

Using basic steps in the total regional design process- research, analysis, synthesis, and recommendations- Gunn (1972) suggested that zones appropriate for attractions, facilities and services could be identified. This regional design process may be best described as an unrefined version of his more recent regional strategic tourism planning approach (1979). The new approach has been expanded and its regional aspect broadened.

Gunn's new regional strategic tourism planning approach (1979) (see Figure 2.1) produces basic physical foundation

Fig. 2.1
Regional Strategic Tourism Planning

Source: Gunn, 1979

data for tourism development, such as the quantity and quality of the physical resources of the region. In addition, it provides general information pertaining to the integration of all the functional components (people, attractions, facilities and services, transportation, and information and directions) in tourism development. This type of planning is done in reference to a region and is not necessarily concerned with specific sites other than how they may relate to other sites in the region.

Gunn's regional strategic planning process consists of five (5) steps: setting objectives, research, synthesis-conclusions, concepts, and recommendations.

(a) Setting Objectives

The goals of tourism planning provide the framework for setting precise objectives. Gunn stated two basic objectives which should be set for regional planning. The first is the stimulation of widespread interest in planning and the setting up of specific action steps. The second objective concerns the documentation of important matters so that all parties concerned have clear understandings of what tourism planning is all about. The document should clearly state where and what are the physical potential of the

region for tourism development.

(b) Research

This step is concerned with data gathering in order to familiarize all actors in the planning process with the facts about the region.

The information needed for planning fall under the categories of physical factors and program factors. Data collection on physical factors relates to the location, quantity and quality of the physical resource characteristics of the region such as natural resources, cultural resources, existing services-facilities, and transportation. Program factors are "those facts about a region, outside the physical, that have bearings on the tourism system," such as markets, information-direction, socio-environment, government, land availability, finance, available management and labour (Gunn, 1979:263).

Gunn suggests that research may take the form of a literature review, interviews with relevant agencies and organizations, physical reconnaissance of the region, and new research for specific information that is not presently available. Gunn advocates that the results of research are most useful when presented both as a narrative description

and as graphic illustration, such as maps and diagrams.

(c) Synthesis-Conclusions

After examining the physical and program factors separately, the synthesis procedure attempts to bring the separate pieces of information together and form new relationships as they relate to the whole region. One function, then, of synthesis is "to bring the abstractions of quantities and qualities of many factors back into context of the whole- the region" (Gunn, 1979:284). For instance, collectively, factors such as soil, topography, climate, and wildlife might suggest positive tourism development potential for the region where as independently this might not be the case.

According to Gunn, the synthesis of physical data would include a study of the interaction of several factors. For instance, the relationship between the location of a unique landform, the possibility of access to that resource, and the existing services-facilities in the vicinity would be established. This would be done on physical factor maps which are aggregated into composite maps. These procedures facilitate the drawing of conclusions about the physical characteristics of the region. Similarly, inter-relationships need to be formed among program factors and

between the physical factors and program factors. For instance, locating a region that is rich in natural resources (physical factor) and yet unavailable (program factor) for development would severely limit the development potential of the region. However, this type of information cannot be graphically mapped.

Conclusions are basically the result of the synthesis. They are statements which describe the present condition and potential of the region. Both the deductive and inductive processes may be used.

(d) Concepts

Both physical and program development concepts, described as ideas for solutions to tourism problems and potentials at the regional scale, are the result of creativity. However, they should not deviate from original research information and local interests. This step in the regional strategic planning process requires skill, judgement, creativity and innovation which may be tapped not only from planners but also from those people affected by the regional development planning decision.

Concepts are best understood when expressed both verbally and graphically. The two pertinent planning

concepts in regional strategic planning, referred to as the two major subsystems of tourism, are touring and destination. The touring sub-system is represented by a number of attractions which are connected by a travel-way and usually visited once by the same individual. The destination sub-system is usually characterized as having a single location where all aspects of the tourism system are housed and utilized. In the case of this type of tourism development there is virtually no need for interaction outside of the destination point.

At this stage of the regional strategic planning process and prior to making final recommendations, the public should have an opportunity to give some feedback on the proposed ideas or concepts.

(e) Recommendations

The final step in the regional strategic planning process is a summary presentation. This usually is in the form of a written report, which would consist of final recommendations on physical development, program development, policy and organization, and priority action steps.

Recommendations on physical development relate to the

overall planning concept and specify what should be developed and when this development should take place. Concepts on touring and/or destination zones and their implications should be fully presented and discussed in some detail. Recommendations on program development suggest how and when program development would take place and address the linkage between overall development and program factors by making recommendations on markets, promotion, information, direction, socio-environment and other development factors.

In Gunn's view, policy and organization recommendations are the most important outcome of regional strategic planning for tourism. Specific recommendations would be made in reference to the planning body which has the responsibility for the broad integrative planning role of bringing together the fragments of tourism development. This planning body would sponsor, perform and implement tourism planning. Other recommendations would include a planning policy with policy statements on such areas as goals of the responsible legislative body, the public-private interface of planning, continuous-strategic planning coordination, and local planning feasibilities.

Priority action steps are concerned with the development of priorities for implementation. The long-

range and short-range recommendations should be separated. According to Gunn, this is of particular importance since those recommendations that should be implemented in the near future need not be included with long-range recommendations. Gunn further stated that there is also the danger that as the time elapses after the proposed recommendations, the probability of their applicability and implementation tend to decrease.

Gunn's regional strategic planning process relates specifically to tourism development planning for a region and as such the recommendations that emerge from the planning activity address the requirements of a region and not a particular site.

2.4.2 Physical Approach

Similar to Gunn's approach, Kaiser and Helber's (1978) approach to tourism planning has a physical orientation. Kaiser and Helber's approach, however, differs from Gunn's regional strategic approach largely due to its project-specific nature. Similarly, the terms used to identify the process phases in Kaiser and Helber's approach may differ from those of Gunn's, but the steps in the planning process are fundamentally the same.

COMPARISON OF TOURISM PLANNING APPROACHES

Gunn 1979 (Region Oriented)	Kaiser & Helber 1978 (Project Specific)
Step 1 Setting Objectives - Planning objectives	Phase 1 Establishing Understanding Phase 2 Preliminary Position Statement Phase 3 Commitment for Tourism Study
Step 2 Research - Research of physical and program factors Step 3 Synthesis-Conclusion	Phase 4 Market and Resource Analyses
Step 4 Concepts - Physical and program development concepts	Phase 5 Concept Planning
Step 5 Recommendations - Physical development - Program development - Policy and organization - Priority action steps	Phase 6 Plan Approval Phase 7 Master Planning Phase 8 Final Commitment Phase 9 Stage Implementation Program Phase 10 Evaluation and Direction

FIGURE 2.2

As indicated in Figure 2.2, the parallels in both approaches are readily apparent. Kaiser and Helber's first and second project phases of establishing understanding and preliminary position statement may be compared to Gunn's "setting objective" planning step.

The process or phase, which Kaiser and Helber refer to as market and resources analysis, involves the research and analysis of Gunn's physical and program factors. Therefore both approaches have established that the inventory and analysis of natural and cultural resources, as well as the identification of social, economic, and environmental factors, are activities which are pertinent to the development of tourism. The activities of conceptual planning and the provision of recommendations or master planning are also very similar in both Gunn's and Kaiser and Helber's approaches.

Finally, unlike Gunn, Kaiser and Helber have specifically included an evaluation and direction phase, which is primarily concerned with monitoring, and providing continuous feedback on the established project. In Gunn's regional strategic planning approach, opportunities for feedback are largely confined to those activities taking place during the earlier stages of the planning process

(i.e. between the research and concept development phases).

2.4.3 Ecological Community Approach

In an effort to go beyond the traditional approaches to tourism planning, which are largely physically and economically oriented, Murphy (1985) suggested an ecological approach to tourism planning. The ecological approach is an attempt to achieve a balance in the ecological community so that all of its components can function without being threatened. The concept of the ecological community, defined by Murphy as a group of a few or many species living together in a locality, has specific relevance to tourism planning, particularly as it relates to its spatial and temporal characteristics.

According to Murphy, spatially, tourism planners need to be cognizant of both the physical and social carrying capacities of the community so as to avoid undue stress on the system. Murphy further suggested that the temporal perspective of the ecological community approach to tourism planning relates more specifically to tourism's seasonality in making us "more aware of the importance of an 'off-season' for the regeneration of both physical and social environments" (Murphy, 1985:167).

What then is the Ecological Community Approach (E.C.A) to tourism planning? The E.C.A. is an attempt to address the concerns of the tourism community which primarily revolve around business, economic, social, and environmental considerations. However, these considerations, according to Murphy, are best addressed at specific levels and scales. For instance, at the national level, economic and social issues would be explored and tourism goals and policy statements developed. Undoubtedly, economic considerations would also be of great significance at the local level. At the regional level, there would be more specific objectives and concerns relating to a region's carrying capacities and environmental capabilities. At the local level the concerns would become more site specific. Therefore, there would be greater emphasis on the impact on local physical and social carrying capacities, and on the importance of resident participation.

Murphy draws an interesting parallel between the ecosystem and tourism by suggesting that the functional relationships between the plants, animals, predators and prey are similar to the relationships which exist amongst those components of the tourism community: natural resource attractions, residents' reaction, industry's investment and return, and visitors' satisfaction (see Figure 2.3).

Fig. 2.3 ECOLOGICAL MODEL OF TOURISM PLANNING

Source: Murphy, 1985

As with the ecological community, Murphy suggested that there should be balance between the various components and scales in the tourism community for the success and prosperity of tourism.

The Ecological Community approach to tourism planning is not entirely novel (cf. McIntosh, 1977; Rosenow and Pulsipher, 1979). However, Murphy has gone further to combine the concept/approach with systems planning since the E.C. approach, on its own, does not take into consideration two important elements of planning. They are (1) continuous feedback and monitoring, and (2) the management of the particular system.

Murphy's E.C. approach, when combined with the systems planning approach, appears to have greater utility. System planning is defined as the implementation of an operating structure of methods and procedures in order to produce a permanent interrelation between planning and operational programming activities (Gravel, 1979:123). According to Murphy, the systems approach to planning can be integrated into current tourism planning systems to allow for the crucial extension from planning to management. Therefore one advantage of combining the systems approach with tourism planning is that the concept allows for the incorporation of

management functions, such as continuous monitoring and feedback, into the tourism planning activity (Murphy, 1985:173).³ In effect, in Murphy's tourism planning approach, the growing importance of environmental and political decision-making is recognized and reflected (Murphy 1985:176).

2.5 Summary and Analysis of Approaches

Gunn's (1979)⁴ and Kaiser and Helber's (1978) tourism planning approaches are similar in both their process (steps and phases) and physical orientation. Kaiser and Helber's approach, however, is project-specific and therefore tends not to consider the larger tourism environment, particularly the impact of the project on the local population. Gunn's approach, on the other hand, largely by virtue of its

³ The concept of management planning, the integration of planning with other management functions, is described in detail in Appendix 2.

⁴ Gunn's 1st edition (1979) of Tourism Planning was used in this analysis. The 2nd edition (1988) of this text has recently been released. This author was unable to obtain a copy of the new text. However, the author of an article which reviewed this new text noted that: (1) Unlike the first edition, this new edition is not provincially focused on the United States. Instead it includes tourism planning approaches used in an array of foreign countries; (2) It attempts to blend the diverse inputs of a wider tourism system; (3) It has a lack of information on physical planning and development at the local level; (4) It omitted cultural components; and (5) It omitted cooperative tourism in sustainable development (Farrell, 1989).

regional orientation, has gone further to consider some broader issues such as how tourism development might affect socio-environmental and developmental factors. Therefore, due the general similarity of Gunn's and Kaiser and Helber's tourism planning approaches, both approaches will be considered as one in this summary and analysis.

Gunn's early attempt at tourism planning (1972) conformed to the pattern of traditional planning. Therefore it had major weaknesses such as having limited opportunity for collaboration in addition to being a one-time project. For instance, neither the planning activities of setting objectives nor outlining recommendations were the result of collaboration with the people who would be affected by the tourism development. However, in his later work, *Regional Strategic Tourism Planning* (1979), Gunn compensated for such weaknesses by adding the concept of continuous planning to his approach.

Gunn defined continuous tourism planning as a process that "directs attention regularly to all decision-making and policy-forming by both public and private sectors that have any influence on tourism" (Gunn, 1979:217). So, in effect, Gunn maintained the physical orientation of his earlier tourism planning approach while appending the concepts of collaboration and continuity (i.e. continuous planning) to

his recent approach. However, even in this approach the degree of collaboration in the tourism planning activity remained minimal.

Generally, Gunn's incorporation of the element of collaboration into his planning approach seemed "tokenistic". Only in the conceptual stage of his planning approach did he provide for the active involvement of the general public, or the "non-professional" in the planning activity. His approach largely required the public to react to finished concept proposals rather than being fully involved in the concept development. Furthermore, Gunn stipulated that the "people" who were to become involved in the feedback process should have some skill, judgement, creativity, and innovative abilities. However, local populations need not have such skills in order to decide on the kind of environment they want for their communities. Overall, the role that the local residents play in Gunn's Strategic Regional Tourism Planning approach appears to be somewhat limited, passive, and largely reactionary.

Murphy's Ecological Community approach to tourism planning differs from that of Gunn's (1979) and Kaiser and Helber (1978) on a few crucial considerations. Generally, Murphy's tourism planning approach is largely conceptual while the other two approaches are pragmatic and can be

readily implemented.

Unlike Gunn, Murphy has identified the local residents' reactions as a critical element in tourism development. Murphy does not describe in great detail what form residents' reactions would take, however, his tourism planning concept does emphasize the importance of this factor by suggesting that it is essential in attaining balance in the tourism community.

While the reviewed tourism planning approaches, to varying degrees, acknowledged the important role local residents ought to play in the tourism planning activity, none of the approaches adequately provided for the local residents' full involvement in the tourism planning activity.

Producing effective policies which will guide tourism development is unquestionably the single activity which can potentially promote favourable tourism growth and healthy development. Therefore, Gunn's concept of formulating regional policies prior to national policies seem appropriate and logical, particularly since the needs of each region might be more accurately reflected by regional policies rather than being possibly compromised by general national policies. However, regional tourism policies should

be formulated in collaboration with the local population.

Gunn proposed that a separate entity, a planning body, be made responsible for integrating regional policies. These regional policies, which are derived from the regional strategic planning process, are integrated with national policies which come out of the continuous planning process. This concept of integrating regional policies would have greater utility in large countries with many regions. However, having a planning body which is solely responsible for integrating and coordinating tourism policies with tourism activities also has applicability to smaller countries. A planning body which would coordinate the many fragments of tourism development would also allow a small country to have greater control of its tourism industry.

Gunn suggested that regional strategic tourism planning used in conjunction with the continuous planning process provided tourism-oriented recommendations and guidelines as foundation for regional policy and local implementation (Gunn, 1979, 1988). Rather than generating policies from plans, as Gunn has suggested it might be more appropriate that development plans for tourism grow out of a set of policies. These policies would have been specifically formulated in collaboration with local populations to ensure that they derive reasonable benefits from tourism

development.

Essentially, Murphy has adopted a soft approach to tourism planning whereby he advocates balance and harmony in both the ecological and tourism communities. His approach basically has a social and ecological orientation. Murphy, however, has not discounted the importance of the physical and economic aspects of tourism planning. Murphy's E.C. approach to tourism planning seems thorough and comprehensive, especially when combined with the systems planning approach. Integrating planning with other management functions perhaps holds new promise for the tourism industry.

2.6 Summary

While the three approaches reviewed, to varying degrees, make meaningful contributions to tourism planning, Murphy's E.C.A. seems more appropriate for the development needs of developing countries, particularly in light of his de-emphasizing the physical and economic components in tourism planning. By suggesting that tourism planning should balance the business, economic, social, and environmental considerations of the tourism community, Murphy gave the prescription or prerequisite for what might be termed

quality growth in developing countries. As stated earlier, quality growth should provide quality life when defined in terms of balance among economic, social and environmental elements (Mark, 1975:151).

Traditional tourism planning, especially in developing countries, in emphasising business and economic concerns, has failed to achieve that balance. The traditional approach has proven to be inadequate in its inability to lessen the negative impacts of tourism, particularly in the social and environmental spheres, or in promoting quality development. There is no question that economics must play a central role in development. If adequate strategies are not put in place, then as Todaro has argued, "the impact of that role will be greatly diminished, even nullified, if at the same time the importance of attending to the determinants of national and personal esteem and of striving to broaden society's freedom to choose are not also afforded priority attention by Third World politicians and planners alike" (Todaro, 1981:75).

Tourism planning which takes overall development into due consideration should bring quality growth to developing regions. However, in developing countries the tourism planning activity is unduly influenced by established patterns of foreign ownership and control. Entrenched

institutional structures existing within the country also severely limit the government's ability to create, and more importantly, implement and enforce, reforms that would promote healthy and sustained development.

In Chapter 3 some development concepts which are likely to promote overall quality growth are explored. These concepts are applied to the tourism industry with the intent of determining how they could be incorporated into an approach to tourism planning. Such an approach, when implemented, should create a type of tourism which contributes to the quality growth of the Caribbean.

CHAPTER 3

DEVELOPMENT AND TOURISM IN THE CARIBBEAN

3.1 Introduction

Many authors have written on the relationship between tourism and overall national development (cf. Bryden, 1973; Carrington and Blake, 1975; de Kadt, 1979; Doxey, 1979). Herbert Hiller (1975), for example, asked the basic question: how can tourism help development? He suggested that tourism (mass tourism), as presently organized by the transnational corporations, is least concerned with development. He further suggested that at times the objectives of development are viewed as obstacles to tourism.

Britton (1978), noted for his extensive research on international tourism and indigenous development, has suggested that host "governments ought to clarify the meaning of development, defining it in operational, non-statistical terms, with due regard for non-economic objectives". For Britton, it is essential that receiving countries emphasize the objectives of their tourism to the metropolitan industry. They must explain that tourism is

not incidental, that it is not undertaken merely for the profit of overseas firms or the pleasure of their clientele. Rather, it should be part of the nation-building effort (Britton, 1978:289).

During the past two or three decades, it has become clear that mass tourism growth does not automatically bring development (Britton, 1978) although tourism may support development efforts. For a better understanding of how tourism can be organized to support development, a careful examination of concepts of development in other economic environments is required.

The objective of this chapter, therefore, is first, to explore some development concepts and consequently make an application of the relevant development concepts to the Caribbean tourism industry. Second, the extent to which such concepts have already been implemented in the Caribbean tourism industry are indicated. Finally, the development concepts which, in the assessment of this author, ought to be incorporated into the development of the proposed tourism planning approach for the Caribbean are outlined.

3.2 What is Development?

Before any comprehensive examination of tourism and its ability to aid development can take place it is critical that there is a clear sense of what development is. Demas (1973), reputed as being at the forefront of Caribbean economic planning and development efforts in the early 1970's, noted that in the Caribbean, future development efforts need to be intensified to accommodate the rising population with their heightened expectations of material improvement (Demas, 1973:242). Is development then just about satisfying material needs?

Most researchers and practitioners in the field of development feel development is more than satisfaction of material needs. For example, Todaro, in his widely used text Economic Development in the Third World, suggested that development

"must represent the entire gamut of change by which an entire social system, tuned to the diverse basic needs and desires of individuals and social groups within that system, moves away from a condition of life widely perceived as unsatisfactory and toward a situation or condition of life regarded as materially and spiritually 'better'" (Todaro, 1981:70).

Todaro's inclusion of spiritual betterment in his conception of development suggests that development is not simply the

gross national product per capita generally used as a summary index of the relative economic well-being of people in different nations (Todaro, 1981:29).

The concept of development can be expressed in more concrete terms. Like Britton (1978) , this author generally concurs with Porter and de Souza who suggested that there are "nine ... objectives for development: a healthy, balanced diet all year; adequate lifelong medical care, especially for children; a sanitary environment and disease control; varied labour opportunities to match diverse individual talents; a chance to acquire skills and develop the mind; a sense of inner security and safety, including religious belief; adequate housing; economic production systems that are in balance with the environment; and equality in social and political settings, where differentiation by class, sex, colour, wealth, and religion is absent, or at least not degrading" (Britton, 1978:vii).

Porter and De Souza neglected to acknowledge that basic concept of "freedom to choose" in their foregoing list of development objectives- although it may be argued that the concept was implied. Development is a process whereby people should not only have the freedom to determine the direction and pace of development, but should also have the freedom to choose to develop in ways which would build their

self-esteem and self-worth in accordance with their particular social system.

Todaro (1981) described that added meaning of development as "freedom from servitude- to be able to choose". Freedom, in a fundamental sense, means freedom from alienating material conditions of life, social servitude of men and women to nature, ignorance, other men and women, misery, institutions, and dogmatic beliefs (Todaro, 1981:70). It is a basic type of freedom where one is not dominated by others or anything.

It is this idea of choice- or freedom, which may need to guide the concept of development as it relates to tourism. In spite of their political sovereignty, the economies of many Caribbean countries continue to be dominated by outsiders who have developed physical resources and economic institutions for their own uses (Lowenthal, 1972:237). According to Todaro (1981), limited freedom means "that nations and individuals have little or no control over their destinies. They are therefore likely to have a lower opinion of themselves and to lose some respect in the eyes of others. Concomitantly, nations and people with low self-esteem often do not have the economic, psychological, or physical strength to resist domination and a loss of their freedom to choose" (Todaro, 1981:75). While

it is unlikely that absolute freedom can be achieved, it is important that the "freedom to choose" remains a basic objective of development.

The present structure of tourism in the Caribbean is one that is highly organized by the transnational tourism corporations (TTC) and as such Caribbean nations and people appear to have limited freedom in determining the type of tourism growth they prefer. The virtual control of the tourism industry by external organisations limits a country's ability to influence the direction and also the rate of its tourism growth. One consequence of this is that tourism in the Caribbean has developed into an industry which generally serves the needs of the tourist and is mostly of economic benefit to foreign private investors.

Given the objective of development, and the significant economic role of tourism in the Caribbean, the basic question would be, can tourism encourage the kind of economic growth and development which increases freedom of choice? More precisely, what kind of tourism development is more likely to satisfy the developmental requirements of life-sustenance, self-esteem and freedom? Should such tourism development subscribe to the old consumer maxim "you have to give them what they want" or should it follow the guiding principle of "you have to give them what you

have"? According to Hiller, such tourism development would not only validate the idea that it is not only proper to look at tourism as an instrument of development, but that it may also be as necessary for Caribbean nations to seriously accept the notion that tourism can be organized in support of development (Hiller, 1974:238).

Tourism development which brings overall development and benefits to the local population should start with a kind of tourism planning that establishes policies and opportunities for widespread development. The next section examines some development concepts deemed appropriate for achieving the overall development of people as well as having general application to the tourism industry.

3.3 Development in Developing Countries

In establishing the development concepts which are likely to bring overall development to a nation and its people, it seems appropriate to turn to an agency which has for decades assisted Third World countries in their development. Time and experience in the development field render the Canadian International Development Agency (CIDA) as a credible source of guidance. CIDA has assisted many developing countries in areas such as agriculture, manufacturing, services, and human resource development.

In its May, 1988 Issues Paper entitled "Enterprise Development", CIDA stated that many developing countries need to generate new employment and income opportunities by developing various forms of economic activity. It further stated that "such activities must be undertaken by the private sector in the manufacturing, services, commercial and financial sectors, using methods of employing local resources in environmentally acceptable ways, to generate economic and social growth" (CIDA, 1988:i). The paper also suggested two major areas where development should occur. First, economic growth may be achieved through structural adjustment.¹ Second, economic activity should be encouraged through employment creation by supporting micro and small scale enterprises, and by supporting labour intensive-specific community development projects.

Enterprise development, as it relates to the CIDA program, is "a process by which employment and income generating activities are designed, operated, maintained and expanded in the developing world " and "is concerned with secondary and tertiary activity in the manufacturing,

¹ An in-depth examination of structural adjustment for achieving economic growth, though very important, is beyond the purview of this paper. However, in the proposed tourism planning approach, factors such as the financing mechanism, establishing regional economic growth, increasing foreign exchange earnings, and strengthening sectoral linkages are considered.

services, and commercial and financial areas" (CIDA, 1988:13). In effect, enterprise development is an attempt to create larger numbers of economic opportunities and ensure that available and limited resources- human, capital or physical resources- are utilized to achieve development goals such as life sustenance, self-esteem and freedom.¹² .

3.3.1 Entrepreneurial Development in Developing Countries

Generally, there has been slow and sluggish development of the indigenous entrepreneur in developing countries. What are the explanations for the underdevelopment of indigenous entrepreneurship in developing countries? How can these explanations serve as guideposts for the development of future indigenous entrepreneurship?

The underdevelopment of indigenous entrepreneurship in the Third World has been attributed to obstacles rooted in the societies' values and social structures, as well as motivations, attitudes and world-views of their peoples

¹² The development and sustenance of an indigenous enterprise sector, particularly in developing countries, require the development of the entrepreneurial sector. Hence, the terms enterprise development and entrepreneurial development may be used interchangeably.

(Akeredolu-Ale, 1975:99). Akeredolu-Ale used the Nigerian example to uncover why indigenous entrepreneurship was underdeveloped. Although he conceded that values and motivation do influence responses to economic opportunities, he also noted that theories generally ignore or underplay the role of the peculiar history of developing countries.

Akeredolu-Ale noted that society's valuation of the entrepreneurial role tends to condition the emergence and behaviour patterns of entrepreneurs. The obsession with such an ethnocentric theory, he argued, inhibits consideration of the possibility for entrepreneurial development in contemporary underdeveloped non-western societies. The probability that a man or woman will or will not become an entrepreneur would more likely be the result of adolescent and later experiences gained through childhood socialization. Furthermore, given appropriate incentive-changes in the climate of enterprise, especially in the structure of economic opportunity, effective indigenous entrepreneurs would emerge from among members of societies. Therefore, noted Akeredolu-Ale, in the less developed economies, initial entrepreneurial efforts must proceed by calling into new use latent energies and efforts.

In considering the Nigerian experience, Akeredolu-Ale found that one area which warranted recognition was the

relationship between private foreign capital and indigenous entrepreneurship in developing countries. In particular, he questioned the structure of real entrepreneurial opportunities open to Nigerians or indeed the environmental obstacles which inhibited those opportunities. He suggested that if indigenous entrepreneurship is to develop, private foreign divestment is obligatory. Furthermore, this withdrawal is best accomplished when private foreign investment is responsible for its own demise rather than host countries initiating and enforcing that divestment process (ibid., :102).

In analyzing the Nigerian experience on the development of entrepreneurship - and it might be added that similar inferences may be made to many other developing countries, especially those which shared a common colonial past and are thus likely to share similar social structures - two strong concepts have emerged. These are: (1) given the right opportunity indigenous entrepreneurship will emerge; and (2) the withdrawal of private foreign investment is imperative for the development of indigenous entrepreneurship. Each concept is subsequently examined as it relates to developing countries and more specifically, the Caribbean.

Akeredolu-Ale's study has particular relevance to the Caribbean. Although there is no overt denigration of the entrepreneur in the Caribbean society, there is a general perception that people become entrepreneurs because their lack of options and education limit them to that fate. In a society where formal higher education is highly valued and where office jobs are preferred, appropriate incentives, economic opportunities, and vigorous awareness education programs would be needed to encourage Caribbean people, especially the young people, to become involved in the entrepreneurial sector.

3.3.1.1 Opportunities For Indigenous Entrepreneurial Emergence

Before a vibrant indigenous entrepreneurial sector could emerge in developing countries, there is a need first to recognize the importance of entrepreneurship to the economy. Secondly, there should be an awareness of the ability of government and private sector to recognize and take advantage of investment opportunities. Accordingly, Hirschman, whose work on economic development is well-known, noted that the ability of either private enterprise or the government in less developed countries to identify investment opportunities correctly is critical though

limited through lack of experience (Hirschman in English, 1983:210).

Governments in the Caribbean are at last accepting the important role private enterprise and the entrepreneurial sector play in the development of their countries. In his recent re-election campaign, Jamaican Prime Minister Michael Manley, in recognizing the importance of private enterprise and small business, disowned much of his former socialist programs and promoted the cause of business and the entrepreneur. Manley is now prepared to pursue policies that turn government-owned property over to farmers and new entrepreneurs (Hay, 1989:A19).

There are significant structural problems which militate against the emergence and development of entrepreneurs in the Caribbean. Creating the opportunity for the emergence of indigenous entrepreneurs requires not only the creation of enterprise development opportunities, but also the removal of obstacles such as discriminatory policy environments and a lack of access to basic enterprise needs such as credit, training and education (CIDA, 1988:iv). In fact, similar obstacles were cited to explain why some Barbadian entrepreneurs have been unable to improve their production and living standards:

Due to the small size of the enterprises and lack of opportunity for specialization of

functions, the owner usually lacks the skills to improve the quality and quantity of his product. He also generally lacks basic business skills, such as record keeping. In addition, the small-scale entrepreneur's lack of collateral and capital prevents him from obtaining loans from commercial banks (Inter-American Development Bank, Sept. 1987).

An example of structural problems which undermine the emergence and development of entrepreneurs can be found in the Potteries in Chalky Mount, Barbados. For decades, potters in Chalky Mount, Barbados have been producing largely for tourist consumption. Generally, older potters were involved in this trade. However, many of them have either died or are physically unable to carry on their trade. To preserve the skill and the cottage industry, the Barbados government in conjunction with the Caribbean Conference of Churches established a training program to instruct young people in the craft.

A few graduates of this training program, along with some other young potters, have set up shops in Chalky Mount. Field work revealed that these young potters are experiencing significant difficulties in developing their enterprises. During informal discussions with many of them, it was revealed that it is not the lack of pottery skills that is hampering the development of their enterprises, but the lack of business skills, collateral, and capital. In fact, none of the enterprises has a kiln, and none of the

pottery has been able to arrange credit for the purchase of one.

This example clearly indicates that small-scale enterprises need to be actively supported by policies and structures which create the particular environment where enterprise development is indeed possible, especially at the early developmental stages of the enterprise .

With structural and institutional adjustments, enterprise development and small business appear to hold some promise for the development of skills needed in sectors directly and indirectly related to tourism. Unfortunately, it has been somewhat difficult to assess whether, or to what extent, tourism has actually succeeded in stimulating entrepreneurship in the Caribbean, especially through its linkages.

It is not surprising that the contribution mass tourism has made to indigenous enterprise development in the Caribbean is not readily apparent. Some fundamental questions which need to be addressed in determining how tourism can succeed in stimulating entrepreneurial development are: how can tourism in the Caribbean truly create opportunities for indigenous entrepreneurial development? What groups of people need to be identified as

needing opportunities for entrepreneurial development?^a
What obstacles must be removed to facilitate the growth of the indigenous entrepreneur in the tourism industry? What skills, education and training need to be in place for such development?

3.3.1.2 Ownership and Control in the Development of Indigenous Entrepreneurship

Another concept which emerged from Akeredolu-Ale's (1975) study of the Nigerian experience on the development of entrepreneurship is that the withdrawal of private foreign investment is imperative for the development of indigenous entrepreneurship. This section examines the role of foreign investment in Caribbean tourism and indicates why greater local control and ownership are necessary for the development of indigenous entrepreneurship in the tourism industry.

The need for the withdrawal of private foreign investment in less developed countries has been the general recommendation by critics of the role of foreign investment

^a In the Caribbean, women and youths, particularly school leavers, are identified as the groups of people urgently needing opportunities for entrepreneurial development.

in development or underdevelopment. In the case of Caribbean tourism, foreign ownership and control, particularly by transnational tourism corporations, have been cited as the cause for tremendous leakage of foreign exchange earnings (Matthews, 1978:46).⁴

Transnational tourism corporations (TTCs) are large corporations which control a number of leading companies in the international tourism sector. Essentially, these corporations are involved in the transport, accommodation and leisure industries. The predominance of TTCs is particularly evident in the international hotel industry, air transport and the tour operator sector. These corporations wield enormous power due to their established networks, highly skilled staff and advanced technological facilities. According to Ascher, developing countries often depend on or are confronted by these corporations with offers and proposals to build, operate, and in some instances market their tourism product (Ascher:1985). Understandably, most developing countries need to attract foreign investment to support their development efforts. As Jenkins and Henry (1982:510) have suggested, the scarcity of domestic capital or a reluctance to use what is available

⁴ According to Matthews, foreign ownership suggests a repatriation of profits and the practice of foreign, rather than indigenous, values and practices in hotels.

for investment, often creates the need for government to provide investment incentives in order to encourage foreign investors.

TTCs are interested in mass tourism.⁵ Their global financial strategies include the diversification of activities and market sectors which are best supported by mass tourism (Ascher, 1985:25). Caribbean tourism depends heavily on North American and European visitors.⁶ Through their vast marketing structures and other devices, TTCs have controlled much of Caribbean tourism. In fact, through the manipulation of marketing strategies, which may range from promotion to pricing, TTCs can increase or decrease the popularity and tourist flow to a destination. It is that element of control which more than likely propelled most Commonwealth island hotel associations, tourist boards, and government agencies to endorse the idea of local control of tourism (Britton, 1978:187).

⁵ The following are the major tourist industries and their respective examples of TTCs operating in the Caribbean region
Travel:- Air Canada (Can.), British Airways (Br.), Eastern Airlines (U.S.), KLM (Nethds), PLM (Fr.), Trans World Airlines (U.S.), Wardair (Can.). Hotels:- Canadian Pacific (Can.), Club Mediterranee (Fr.), Hilton Corp. (U.S.), Grand Metropolitan (BR.), Mariotts (U.S.), Scotts Hospitality (Can.), Trust House Forte (Br.). Tour Operators:- Air Canada - Touram (Can.), Sunquest Tours (Can.), Wardair (Can.).

⁶ In 1987, approximately 70% of tourists to the Caribbean came from North America while over 10% were from Europe (CTRC, 1987).

Throughout the Caribbean there has been a movement towards greater localization in the tourism industry.⁷ One method used in achieving this has been the buying of 51% of some foreign firms, as was the case in the Trinidad Hilton. According to Thomas, a West Indian and strong advocate of local ownership, buying 51% of foreign firms avoids the issue of gaining complete control, which would only come about through complete local ownership (Thomas, 1973:359).

Caribbean countries have also attempted to gain even greater control of the tourism industry through the formation of associations which represent the interest of the group members. The Caribbean Tourism Association (CTA) is one such association. It is mandated to market and advertise the Caribbean in metropolitan countries, independently of private properties and businesses. The CTA also coordinates all regional tourism efforts including those of groups such as the Caribbean Hotel Association, the Eastern Tourist Association, and the Caribbean Tourism Research Centre (Matthews 1978:49). However, the degree to which Caribbean tourism associations are successful in satisfying their mandate, particularly as it relates to marketing, may be limited by their comparatively modest

⁷ Holder reported that there has been a change in Barbados since 1977 from an almost 90% foreign ownership to about 60% local ownership (CTRC, 1988:159).

• budgets.

Perhaps there can be greater and more widely distributed local benefits from Caribbean tourism through increased local ownership. However, increased local ownership may not mean control of the industry. It is clear that as long as the locus of control of distribution remain outside the Caribbean there can be no effective local control of Caribbean tourism (see section 4.3.2.1).

Unlike the critics of private foreign investment, Holder holds the position that there is a place for foreign investment in the Caribbean tourism industry. He maintained that TTCs create a buffer between the smaller countries and the larger world markets, particularly in recessionary times. He stated that if the Caribbean had a greater network of foreign firms,

... their worldwide marketing structures would have been of greater assistance ... in a depressed market situation than if there are lots of local people without the external connections trying to market in very difficult circumstances.

Holder's view appears to be short-sighted. There can be no doubt that the marketing structures of foreign firms were set up for the benefit of foreign firms and not the local Caribbean population. Furthermore, in the long term,

the presence of foreign firms in Caribbean tourism can only (1) perpetuate the external control of the industry, (2) continue to represent a source of tremendous foreign exchange leakage, and (3) undermine and inhibit entrepreneurial development in the industry.

Greater localization in the tourism industry would create a stronger and larger group of entrepreneurs. This suggests greater utilization of local talent (and) goods and thus an increase in the contribution of tourism to overall societal development (Matthews, 1978:49). Greater local involvement in the industry requires appropriate training and education for the local population.

3.3.1.3 Education and Training

According to Akeredolu-Ale, the development of indigenous entrepreneurship requires at least the minimum level of formal education for effective participation in modern business. He further noted that higher formal education is neither necessary nor a sufficient precondition for more successful performance of the entrepreneurial role (Akeredolu-Ale, 1975:72). The high literacy rate in many of the Caribbean countries suggests that minimum education requirement has been met and in many instances surpassed.

For example, the island of Barbados, admittedly one of the more developed countries in the Caribbean, is reputed for its well-educated labour force (De Backer, 1984b:20).

Considering that tourism is a major economic activity in many Caribbean countries (De Backer, 1983b), greater emphasis should be placed on the availability and quality of specialized training and education for the development of the industry and the population. In fact, De Backer (1983b:46) raised a series of concerns upon which Caribbean governments ought to ponder: (1) whether a society that is entirely or very largely dependent on tourism needs to look at its education priorities, (2) is tourism important enough to feature as a major component in the educational system? Finally, (3) is it possible to implement policy on tourism education considering the need for a long-term programme beginning at the primary school level?

The demand for education and training in the tourism industry has been met in the past by the instituting of hotel training schools, such as the Bahamas Hotel Training College, the Hotel and Tourism Management College in the University of the West Indies, the Hospitality Division of the Barbados Community College, and the Trinidad and Tobago Hotel School.

The introduction of training and education programs warrants careful thought and consideration. Well-meaning efforts to create new skills which bear no cultural relevance to a people augers of disappointment and failure. For example, the Trinidad and Tobago Hotel School (TTHS) was established by the Trinidadian government in conjunction with Ryerson Polytechnical Institute (R.P.I) of Toronto, Canada. Teachers from the Hotel, Restaurant and Institutional Administration Program at R.P.I. were sent on loan to Trinidad to assist in creating programs and curricula so that the local people could better serve the tourism industry. Many of the courses were patterned after the R.P.I. program and similar texts were recommended and used to teach the Caribbean students. For many years little adaptation had been made to the programs to accommodate the local environment. As a result students/graduates became frustrated and bewildered as they experienced difficulty in adapting and implementing North American theories, values, and practices in Caribbean environments and circumstances. Therefore, many training programs failed to meet the objective of preparing the local people to better serve the local tourism industry.

Todaro has cautioned about the indiscriminate transfer of western concepts to developing countries. He noted that while they may be well-meaning, they tend to retard

development efforts:

One subtle but nonetheless very significant factor contributing to the persistence of underdevelopment has been the transfer of First and Second World values, attitudes, institutions, and standards of behaviour to Third World nations (Todaro, 1981:44).

Education and training should also keep abreast of tourism policies and respond to the changing economic, social, and cultural environments. Many of the hotel training schools in the Caribbean produce candidates for positions ranging from waiter to managers⁹. Much of this training is geared towards working in the larger hotel establishments while little emphasis is placed on the development of entrepreneurship or on small business start-up. The absence of this type of training may be fostered by a mentality that views entrepreneurship as less prestigious than working for large corporations. Such attitudes need to be altered, especially in an economic atmosphere where many Caribbean governments are discouraging the construction of large resorts and advocating smaller indigenous tourism development. In addition, the present tourism structure cannot absorb all of the graduates of these institutions; therefore alternative forms of employment and job creation are required.

⁹ For example, the Trinidad and Tobago Hotel School has approximately 75 graduates yearly, of which 10-15 are from the Middle Management Program (Haider, 1982).

Generally, attitudinal barriers should be taken into consideration when creating forms of employment or developing educational and training programs. Todaro suggested some attitudinal factors which must be considered when attempting to create employment opportunities. According to him:

One must take into account the impact of ... attitudes toward self-improvement; ... degree of alertness, adaptability, ambition, and general willingness to innovate and experiment; and... attitudes toward manual work, discipline, authority, and possibly exploitation (Todaro, 1981:38).

The above notwithstanding, caution must be taken to ensure that undue consideration is not given to these attitudinal factors at the expense of development. Indeed, appropriate education programs should be designed to alter self-defeating attitudes.⁹

⁹ In the Bahamas, there was a general attitude that an education in hotel and tourism management was second-rate. According to V. d'Aguilar, Vice President of the Bahamas Hotel Association, such attitudes are changing. Hotel management is now increasingly regarded as a respectable profession with more young Bahamians willing to get proper higher management training (in De Backer, 1984a:22).

Human Resource Development

The development of people and their skills, better referred to as human resource development, is the cornerstone of all development. CIDA has as one of its objectives the development of the human resources. This it hopes to achieve through enterprise development and by encouraging the development of leadership, self-expression, and the achievement of human potential (CIDA, 1988:i).

Creating forms of employment through skills training and human resource development should be a process of stretching whereby current skills and education, which presently sustain economic activity, should be built upon to create new skills. According to Schumacher (1974), there should never be a process of jumping so as to create entirely new, unrelated skills:

If new economic activities are introduced which depend on special education, special organization, and special discipline, such are in no way inherent in the recipient society, the activity will not promote healthy development but will be more likely to hinder it. It will remain a foreign body that cannot be integrated.... (Schumacher, 1974:141).

Human resource development is not only concerned with the enhancement and creation of skills, which solely benefit the individual, but also with the development of those skills which would enable a community to function as a unit. It is also concerned with the creation and development of linkages which go beyond the immediate activity or project. In this regard, CIDA has introduced community development projects which require organizational and entrepreneurial skills, credit, marketing support and other enterprise-related human resource development skills. These projects have also proven to be an effective way to mobilize local potential in employment creation (CIDA, 1988:xi).

Is it then possible to use a similar human resource development approach to mobilize the human, along with the physical resources of a community to create greater indigenous employment in the tourism industry? Can community activities/projects create economic opportunities which extend beyond the community and which are likely to be sustained independently of tourism? Would such extended economic opportunities cause greater emergence of entrepreneurship?

The opportunities for the indigenous entrepreneur in the tourism industry are not confined to handicraft. The

handicraft industry however, serves as a good example to (1) indicate that local skills may be further developed to create new opportunities for the local population, (2) show how some independent or community activities may be upgraded to viable enterprises, (3) indicate that economic activities organized specifically for the tourist market may be linked to other markets, for instance, export markets, and (4) indicate that, in time, it may be possible to convert some enterprises into small-scale industries. In some developing countries, particularly African countries, local skills have been developed and used as a means of converting handicraft activities into small industrial enterprises. In fact, it is expected that trainees from training programs would be able to operate their own workshop and sell their products both locally and in export markets (Courier, The, Jul.-Aug., 1982:82).

In the Caribbean, craftsmen and artisans tend to know only the rudimentary skills of their craft. This handicap, along with some of the factors discussed earlier, such as the unavailability of credit, hinders them from developing viable enterprises. In many instances they know their trade in the traditional way, having had those skills passed on from family to family and from generation to generation. Even in those instances where young people are formally trained by older artisans, their knowledge of the craft is

usually also limited to that of the older artisan.

It should be possible to develop and train handicraft people so that they may be able to take full advantage of a Caribbean handicraft market which boasts of current sales of \$150 million and projected sales of \$500 million per year (Canadian Council of the Americas, Aug., 1988). By developing and upgrading local skills, increasing productivity, creating new products, and seeking out new markets, handicraft people and artisans should be able to convert small-scale or dying enterprises into thriving independent ones.

As will be discussed in section 4.3.2, some Caribbean governments, such as in the islands of Antigua and Barbados, have expressed the need for diversification in their economy and a decreased dependence on tourism. A likely place to start diversifying and integrating economic activities is where the peoples' abilities exist presently. It has already been noted that the introduction of new economic activities should be a process of stretching and not jumping. The tourism industry can be used to support and sustain a significant number of handicraft people and artisans. Caribbean governments could better service the tourism industry by upgrading local skills, converting craft enterprises into small and medium-scale enterprises, and

developing new markets for the products of craftsmen and artisans. Not only would such actions augment the process of diversification and integration of economic activities, but also bring some legitimacy to small-scale development.

The next section explores the utility of small-scale businesses, particularly in the tourism industry, in assisting in development.

3.3.2 SMALL-SCALE DEVELOPMENT

According to Schumacher, sustained development requires the provision of work opportunities. He noted that this should be the primary need and the objective of economic planning in developing countries (Schumacher, 1974:145).

In many rural Caribbean villages the lack of work opportunities causes the migration of the young and the better educated. This usually has a paralysing effect on the village. Lowenthal wrote that:

The social consequences of larger-scale [migration] are more obviously negative. [Migration] even of the unskilled, deprives communities of the most progressive and ambitious inhabitants (Lowenthal, 1972:22).

An aggressive approach to small-scale development in the

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tourism industry should stem the tide of rural-urban migration and encourage overall regional development. Schumacher (1974:146) has set forth four requirements for a regional approach to development. (1) work places have to be created in the areas where the people are living now, and not primarily in metropolitan areas which encourage migration; (2) these work places must be, on average, cheap enough to be created in large numbers without an unattainable level of capital formation and imports; (3) the production methods employed must be relatively simple, so that the demands for high skills are minimized, not only in the production process itself but also in matters of organization, raw material supply, financing and marketing; (4) production should be mainly from local materials and mainly for local use.

The concept of creating work opportunities where people live and of using local skills and local raw materials is more likely to build up local pride and confidence of the rural population (Courier, The, Jul. - Aug., 1982:82). The creation of work opportunities in rural areas or in underdeveloped regions may be better accomplished through small-scale developments.

There are obvious benefits of small-scale enterprises. First, they require comparatively less technical and

managerial proficiency, and can be developed in relatively shorter periods of time than the larger industries. Second, the small-scale industry is a valuable training ground for managers and entrepreneurs of medium-sized industry. And finally, according to Schumacher, small-scale operations, no matter how numerous, are always less likely to be harmful to the natural environment than the large-scale ones, simply because their individual force is small in relation to the recuperative forces of nature (Schumacher, 1974:29). However, a major disadvantage of small-scale enterprise is that the central figure - the entrepreneur - is usually solely responsible for all aspects concerning the management of the operation. This includes production, marketing, public relations, and at times distribution. No one entrepreneur can be expected to perform these tasks adequately and successfully. Co-operatives are therefore a likely solution.

By encouraging localization, the tourism industry in the Caribbean is also indirectly encouraging the development of the small-scale sector. McClelland, an expert who has done extensive work on entrepreneurship, has strongly recommended small-scale tourism as the best overall strategy (McClelland in English, 1983:333). Recently, the accommodation sector in the Caribbean tourism industry has been strongly influenced by the small-scale ideology. While

it is somewhat difficult to determine whether the major motivation was to reduce foreign ownership in the industry or to create an environment which was conducive to the type of building construction and lifestyle in the Caribbean, the result has nonetheless been an increase in smaller hotels and guesthouses (Matthews, 1978; Haider, 1982; Holder, 1988).

Small-scale tourism development encourages local participation in the industry and potentially increases the linkages to other sectors in the economy. For example, local suppliers who experience some difficulty in meeting the larger orders of the large luxury hotels find the smaller orders of the guesthouses attainable. However, small suppliers should not be necessarily limited by size. Co-operative ventures should potentially give small entrepreneurs access to increased credit and larger markets. Co-operatives are not a new concept in the Caribbean.¹⁰ They already exist in sectors such as agriculture, manufacturing and other industries which service the local population. Similar types of co-operatives may be organized to service the tourism industry.

¹⁰ In her article entitled "Towards Peoples' Participation in Caribbean Development", Hodge (1986) noted that the old spirit of communalism and co-operative work is an important aspect of traditional Caribbean culture which presents many institutions based on the principle of collective responsibility and collective action (Hodge, 1986:107).

The World Tourism Organization report summed up the urgency for small-scale national entrepreneurs and the need for encouraging special concessions to the sector:

It is time that more attention be paid to smaller-scale national entrepreneurs who lack access to foreign commercial credit. Such lending would be riskier and more complicated. It might well require technical assistance to improve the marketing and administrative skills of the loan recipients but the development impact could be higher (English, 1986:8).

The development of the entrepreneurial sector and greater regional development can be facilitated by encouraging small-scale work opportunities in villages and rural areas. The tourism industry could be instrumental in creating those opportunities.

The next section examines how, on a regional scale, the apparent disadvantage of size may be changed to a strength through co-operation.

3.4 DEVELOPMENT THROUGH REGIONAL CO-OPERATION

Through regional co-operation, Caribbean governments could gain greater control of their tourism industry. They would therefore be in a better position to direct the

development of the industry and to a lesser degree, have a measure of control of their economic and social future.

Historically, Caribbean physical resources and economic institutions have been dominated by outsiders, as has been the case in other developing countries. Increasingly, however, less developed countries have come to the realization that they can wield a great deal of influence and control when they co-ordinate their activities; especially as it applies to suppliers of raw materials and other natural resources. In fact, many of the developed nations are recognizing their own ultimate economic dependence on the developing countries (Todaro, 1981:17).

Independently, Caribbean countries have struggled to gain control of their own economies in spite of their small size which has limited their abilities and options. Furthermore,

... the West Indian territories are geographically within easy reach of the great and expanding economic giants of the American mainland and for this reason are exposed to the risk of being overwhelmed by them and so losing the opportunity for political and economic self-fulfilment. This risk is increased when tiny islands, lacking the resources to support even administrative structures capable of meeting their own needs, seek to create or maintain an independent existence (Ramphal, 1973:246).

The islands' handicap, due to small size, their physical proximity to the U.S., and their economic as well as social

dependence on America play a somewhat inhibiting role in their development.

Caribbean governments have, for some time, struggled with the concept of regional co-operation. Earlier attempts to form a federation of States amongst the CARICOM Member States were plagued by nationalism, separatism and self-interest. The demise of the Federation did not, however, destroy the desire of West Indians to co-operate in other areas. At times, West Indians have come together in the conviction that common endeavour is essential to the achievement of their common objectives (Ramphal, 1973:259). The results of their collective endeavours on regional co-operation have witnessed the formation of regional associations such as the University of the West Indies (UWI), the Caribbean Tourism Association (CTA), and the Caribbean Tourism Research and Development Centre (CTRC).

Although regional tourism bodies may elaborate a number of policies, individual member states have some difficulties implementing them (Britton, 1978; Jenkins and Henry, 1982). However, gaining greater control of the tourism industry lies not so much in creating policies but in passing laws which would facilitate the enforcement of those policies. Understandably, no single government would be favourably inclined to legislate and enforce restrictive policies which

private foreign investors may perceive as negative. Furthermore, the likelihood that alternative and more favourable investment opportunities would be sought, undoubtedly within the Caribbean region, may sufficiently deter any one government from taking a definitive stand on restrictive policies. Decidedly, independent efforts to set and enforce strong policies may be self-defeating and catastrophic.

The more reasonable and less daring strategy would be one requiring the co-operation of the Caribbean countries involved in tourism to adopt a regional approach to setting similar policies in addition to having a commitment to adhere strictly to their enforcement. In the short-term, some countries, especially the smaller islands, may not fare as well as the others. However, the long-term benefit may be the stronger bargaining power of the region. Ramphal (1973) aptly noted that "West Indian unity can only emerge in an effective and permanent form out of conscious sacrifice; and that, therefore, it cannot be achieved in these terms until that autonomy which must in part be sacrificed is itself secure"(Ramphal, 1973:240).

3.5 SUMMARY

Early in this chapter it was noted that tourism growth does not automatically bring development. Tourism, however, may well bring development that engenders life-sustenance, self-esteem and freedom. This chapter attempted to indicate the development concepts which ought to be incorporated into a tourism planning approach that would bring greater overall development to the Caribbean. By 1) encouraging indigenous entrepreneurial development and supporting smaller-scale enterprise, 2) providing education and training opportunities to acquire skills which may be used in the industry as well as being useful to the general population, and 3) increasing local control and through improved regional co-operation, the tourism industry in the Caribbean can be a greater force in overall development. Gaining greater control of the tourism industry appears to be an effective development strategy.

Gaining greater control of the Caribbean tourism industry, then lies squarely in the hands of the Caribbean governments. Jenkins and Henry (1982:499) have suggested that "in most developing countries government involvement in tourism is required not only to attain long-term objectives but to compensate for the absence of a strong and tourism-

experienced private sector". Therefore the role the governments play in the tourism industry should shift from one of 'passive' involvement to that of 'active' involvement.

To date, Caribbean tourism has not reached the decline stage of the tourism cycle¹¹ (Holder, 1988:124). Therefore, the opportunity exists for Caribbean governments, through appropriate tourism planning, to effect changes in the industry while it is vibrant and able to make a strong contribution to overall development.

In Chapter 4 some selected economic, political, and social aspects of the Caribbean Region and Caribbean tourism are examined to establish some of the factors that need to be taken into consideration in the development of an approach to tourism planning for the Region and other developing regions.

¹¹ A tourism destination is in the decline stage of the tourism cycle when factors such as overcrowding, and loss of initial attraction lead to a decline in the demand for the destination. Keller (1984) has summarized and matched a number of different conceptual approaches concerning the stages of peripheral tourism development (see Appendix 8).

CHAPTER 4

THE CARIBBEAN AND CARIBBEAN TOURISM

4.1 Introduction

Tourism has become one of the major economic sectors in the Caribbean. Other important development sectors include agriculture, manufacturing, and mineral resources. The tourism industry is not only a major foreign exchange earner, but also a provider of a substantial number of jobs. For example, 10% of the labour force in Barbados was employed in this industry in 1971 (Prime, 1976:54); by 1986, that figure had increased to 14% (Henshall-Momsen, 1986:40).

Overall, the tourism sector in the Caribbean has experienced continued growth. Recent statistics indicate that between 1986 and 1987 the range of tourism varied from 27.8% growth in Bonaire to -6% in Surinam. The overall growth for the Region was 13.8% (Caribbean Tourism Research Centre, 1987). As the role of the tourism sector takes on greater prominence in Caribbean economies and as the industry continues to experience further growth, there is

an urgency for Caribbean governments to pay particular attention to their tourism planning activities.

Before any effective tourism planning can take place, however, there should be an understanding of the Caribbean and Caribbean tourism. This chapter examines selected economic, political, and social aspects of the Caribbean Region and Caribbean tourism, in order to establish some of the factors that need to be taken into consideration in the development of an approach to tourism planning for the Region and other developing regions.¹

4.2 Some Aspects of the Caribbean Social System

The concept of social systems is complex, but it has been well expressed by Todaro. In his interpretation, a social system may be defined in general terms as:

the interdependent relationships between so-called economic and non-economic factors. The latter include attitudes toward life, work and authority, public and private bureaucratic and administrative structures, patterns of kinship and religion, cultural traditions, systems of land tenure, the authority and integrity of government

¹ The concepts described in this Chapter are relevant to the Caribbean. However, they are not necessarily unique to the Caribbean or to Caribbean tourism. When planning tourism for an area, the specific economic, political, social, cultural, and environmental factors of that area should be given due consideration.

agencies, the degree of popular participation in development decisions and activities, and the flexibility or rigidity of economic and social classes (Todaro, 1981:16).

Although it is not necessary or possible to discuss the whole range of factors Todaro suggested as non-economic factors, it is prudent to emphasize that, to varying degrees, each factor directly or indirectly has some influence on the other. For instance, the rigidity of economic and social classes is perceived by many to restrict an individual's ability to improve his/her lot in life, regardless of efforts. Consequently, the anticipated futility of the efforts would likely influence one's attitudes toward both work and life.

In the next sections some aspects of the Caribbean social system that affect Caribbean tourism are discussed. An understanding of these aspects is recognized as being essential in the development of an appropriate approach to Caribbean tourism planning.

4.2.1 Tourism Interest Groups

Tourist interest groups constitute one aspect of the social system common to developing countries involved in tourism, and more specifically, the Caribbean.² Matthews (1978:52) defined these groups as having clusters of political interests. His major tourism interest groups fall into four clusters: (1) each national government; (2) the tourism industry, especially the managers; (3) local business and professional elites; and (4) populists groups including churches and labour unions (see Figure 4.1).

The institutional and social structures of the Caribbean have encouraged the development of distinct interest groups in tourism. While the groups are not necessarily mutually exclusive, there is a tendency for each group to maintain a particularly active stand on how it views the tourism industry, which is usually in accordance with the possible benefits that group may derive from the industry.

² Tourism interest groups are not unique to the Caribbean and developing countries; they are also present in developed countries.

Fig. 4.1

Major Interest Group Clusters: Tourism Politics in Developing Countries

Populist Groups	Local Elites	Government National	Tourism Industry Managers
unions	business	Ruling Party	expatriate managers
churches	professional	Opposition	local investors
universities	intellectuals	Third Parties	local labor
cultural groups		Individual Officials	
other political parties			

Source: Matthews, 1978

In most developing countries the responsibility for developing tourism which serves the national interest tend to rest squarely on the national government (Matthews, 1978:52). However, the strong influence of a particular interest group (for example, the economic elites) may tend to affect that government's ability to formulate and implement policies, especially if those policies are likely to reduce the benefits that group accrues from the industry. In effect, a tourism interest group can render ineffective the government's active role in tourism development.

Of the four interest groups, only the local elites are examined in detail because they play a major role in helping create a tourism industry to serve their interests, without necessarily benefitting the larger populace.

4.2.1.1 Local Elites

The local businessmen and professionals, referred to as the local elites, are perhaps the most powerful of all the tourism interest groups, due to their tremendous economic and social influence in the Caribbean (Matthews, 1978:53). While the Caribbean island of Barbados is used as a specific example in examining the role of the local elite in the

tourism industry , it is important to note that somewhat similar patterns of influence and ownership are present in most of the Caribbean islands. Usually Whites. originally of the planter class, who later became involved in the commercial sector, own and control many of the economic activities in the Caribbean. Barbados, relative to other English-speaking Caribbean islands, retains a higher proportion of local Whites in the total population. These local Whites continue to own and control many of the resources, as they have for generations (Barrow and Greene, 1979:24).

Barrow and Greene examined the ownership and control of small business in Barbados and maintained that tourism in Barbados has remained largely a foreign concern. The majority of the larger hotels are under American and British ownership, with the exception of the Barbados Hilton, which though owned by the Barbados government, continues to be under the control of Hilton International in America (Barrow and Greene, 1979:26). Although a substantial portion of the tourism industry is under foreign ownership, smaller hotels and guesthouses, tend to belong to the local economic elite.

The local elites' involvement in the tourism industry however, is not restricted to accommodation. In general,

they also benefit from and are directly involved in other businesses which indirectly service the tourism industry. Their involvement includes real estate and professional services (such as legal representation) which are demanded by the metropolitan institutions of mass tourism (Matthews, 1978:58).

According to Barrow and Greene, the local economic elite in Barbados, who also represent the managerial class, hold directorships in many of the larger local companies. These directorships are consolidated into the hands of relatively few core families as a result of intermarriages, which cause the overlapping of directorships and the accompanying consolidation of ownership (Barrow and Greene, 1979:30). Such tightly-knit groups, with substantial local economic clout, can have significant influence on the direction of tourism development.

The potential for negative roles by the local elite and the consequent negative impact on the local population was well summarized by Todaro, who suggested that:

...[their] principal interest, whether knowingly or not, is in the perpetuation of the international capitalist system of inequality and conformity by which they are rewarded. Directly and indirectly, they serve (are dominated by) and are rewarded by (depend on) special interest power groups including multinational corporations... Their activities and viewpoint often serve to inhibit any genuine reform efforts that might

benefit the wider population. In some cases these activities can actually lead to even lower levels of living, to the "development of underdevelopment" (Todaro, 1981:62).

Similarly, Lowenthal observed that the national elite in receiving places, along with the metropolitan industry, tend to inhibit fundamental changes in the tourism industry. He noted that in the Caribbean region, changes are blocked by the aspirations of the national elite (in Britton, 1978:287). Britton also noted that in the Caribbean "even where the elites are less concerned with self-interest, their lack of faith in local solutions and the vulnerability of [the] economies to small changes in visitor arrivals inhibit action" (ibid). Whether it is due to self-interest or general distrust of local abilities, local elites inhibit overall development efforts and resist the notion of the wider distribution of tourism benefits.

Taking the local economic elites into consideration, some fundamental questions need to be raised regarding an approach to tourism planning that would be of benefit to the general local population. Considering the need for self-perpetuation, can the local elite in the developing country, particularly the Caribbean, be expected to support and encourage a type of tourism or tourism planning that promotes the development of the general population? What role can the government play in loosening the stranglehold

that local economic elites have on the industry so that the benefits of tourism can be more widely distributed?³

Two non-economic factors which should also be considered are identity and migration. These two factors were chosen because they significantly influence attitudes towards life and work in the Caribbean, and consequently towards the Caribbean's overall development. Such attitudes would also have some bearing on the development of an appropriate approach to tourism planning for the Caribbean.

4.2.2 Identity and Attitudes

David Lowenthal, in his text West Indian Societies, raised such fundamental questions as: who are West Indians? what is West Indian society, how is it organized? what personal traits stem from the circumstances of West Indian life, and what are the attitudes toward self and toward others? what relevance have these questions for paramount West Indian problems- raising a family, running a

³ While it is suggested here that the government ought to be instrumental in "loosening the stranglehold of the economic elites" it is clear that in the Caribbean, like many other capitalistic environments, local elites also control central governments. One author wrote that in the Caribbean those who manage the country are only functionaries of the real ruling class who have the ability to undermine and remove a government if it seems to threaten their portion of privilege in the society (Hodge, 1986).

government, establishing a sense of identity? (Lowenthal, 1972:1). A further question that is examined in this section is whether the identification of some aspects of 'West Indianism' may be relevant to the development of an approach to tourism planning for the Caribbean.

Identifying " what is a West Indian?" is a complicated matter (Lowenthal, 1972; Lewis 1973), since, as Hawkins suggested, "for centuries all the cultural and intellectual impulses, new ideas and values have come to the Caribbean from Europe and [more recently] from North America" (Hawkins, 1976:74). Perhaps, what is more significant is to examine how particular elements in the society affect the West Indian identity.

West Indians live in environments which appear to be propelled by strong attitudes about race and colour. These attitudes are usually strongly reflected in the business and social environments. Lowenthal noted that the Caribbean is "a visibly Negro- that is, black and coloured- world" yet West Indian self-negation on grounds of colour and nationality has caused "black and coloured ...(to) strive to be both white and European" (Lowenthal, 1972:250). While Lowenthal may have been somewhat over zealous in suggesting that black West Indians strive to be white, he nonetheless identified an aspect of West Indians which continues to defy

their efforts to come to terms with their identity. Blacks who possess dark skin and strong negroid features tend to be socially less acceptable and less valued in West Indian societies. This pre-occupation with the hues in skin colour is one of the legacies of colonialism and therefore, concludes Lowenthal, has contributed to West Indians losing sight of their identity."

There are those who suggest that the significance of race and colour appears to be declining in importance in some parts of the West Indies (Cross, 1970:132).² Nonetheless, it is widely accepted that the opportunities for success were, and to some extent still are, directly proportioned to the lightness of skin colour. As the education systems become more egalitarian, educated blacks are emerging and, through class stratification, gain entrance into what Hawkins (1976) called the "charmed circle".

² The pre-occupation Blacks have with the various shades of skin colour is not unique to West Indians. Blacks in the United States also generally consider the lighter skin colour as "better" and as an asset, both socially and professionally.

³ Although this reference is somewhat dated the information is still pertinent. The decline in importance of race and colour in the Caribbean was partially influenced by the wave of black consciousness that was experienced in North America during the late 1960's and mid 1970's.

Some black West Indians appear to be bewildered by low esteem in their identity (Lowenthal, 1972:250) and seem to "suffer a deep-seated inferiority complex" (Hawkins, 1976:74)⁶. Yet others attempt to create an identity through close association with that which is foreign- particularly through emigration and through the purchase of foreign goods."

The West Indian attitude that "what is foreign is better" does not only indicate the West Indian's overwhelming desire for foreign consumer goods (Demas, 1973:224), but also that indeed there is a general preference for ideas that originate in foreign countries. The inherent danger in such an attitude is the hesitancy to adopt approaches which are born out of West Indian experiences and initiated or developed by West Indians. As noted earlier, in section 4.2.1.1 on local elites, those members in the society who have some influence on the direction which the tourism industry takes have little faith in local solutions (Britton, 1978:287).

⁶ The rise of Rastafarism throughout the Caribbean is indicative of black Caribbean people's need for black symbols and an ideology of self-worth (Wiltshire-Brodber, 1989:191).

⁷ According to Wiltshire et al., migration serves very clear economic and status functions for West Indians. However, an adverse effect is that it reinforces the cultural domination of the major metropolitan centres (Wiltshire et al., 1989). See section 4.2.3 for more on migration.

The "easy-going" attitude of West Indians is often interpreted as laziness, and is sometimes believed to be the reason why there tends to be limited participation in entrepreneurial activities.

A more comprehensive understanding of the West Indian environment, and an appreciation of the perceived hopelessness of some situations, suggest that what appears to be an "easy-going" attitude may indeed be a coping mechanism that islanders have developed in response to overwhelming circumstances. What is suggested here is that such attitudes need to be taken into account when considering development for the Caribbean. It may well be that given the appropriate incentives and opportunities, "easy-going" attitudes may be altered to "enterprising" attitudes."

In spite of the serious economic deprivation in many Caribbean islands and the real or perceived barriers to economic and social mobility, some islanders nonetheless are strongly influenced by the outside world through exposure to

⁹ Bourne (1989) noted that in the Commonwealth Caribbean countries unemployment rates in 1987 ranged between 15% and 25%. In fact, the incidence of unemployment appear to be twice as great among 15-24 year old persons and women. Such high unemployment levels tend to "generate social tensions and encourage activities destructive of human spirit and inimical to national development" (Bourne, 1989:2).

advertising and the news media.

Besides having a strong appetite for foreign goods, islanders also tend to have lofty economic expectations and tend to be somewhat hesitant to compromise those expectations, even in the short-term. For instance, some islanders may have certain expectations⁹ of what constitutes a "reasonable" income. They therefore may not be prepared to accept an income they perceive to be lower, regardless of their abilities (Demas, 1973).

Overall, it appears that the identity of the West Indian is intricately woven with factors which exist both inside and outside of the Caribbean and which consequently influence personal and social attitudes. It therefore seems appropriate that some significance should be given to such attitudes when attempting to develop an approach to tourism planning for specific places. Can an appropriate approach to tourism planning in the Caribbean help create a type of tourism development which would encourage feelings of worth and self-esteem amongst all members of the general population?

⁹ The lofty economic expectations which many islanders have may be partially attributed to the demonstration effect resulting from strong external influences such as tourists, the media, books, and magazines.

4.2.3 Migration

In the context of this study, migration refers to both overseas emigration and rural-urban migration. Migration has heavy social and economic impacts both on communities and on the islands in general. This section elucidates how the option of migration influences attitudes towards work and entrepreneurship.

During the period from the 1950's to the late 1970's there was massive emigration of West Indians to parts of Europe and North America. Emigration has always been perceived by West Indians as a means of escaping adverse economic conditions or simply as an opportunity for professional success. Lowenthal (1972:216) wrote that "West Indians learn early that success, psychological as well as economic and social, requires emigration". He examined the question of migration from the Caribbean and found that this process severely crippled the community in a variety of ways. He noted that emigration, even of the unskilled, tended to deprive communities of the most progressive and ambitious inhabitants. In fact, he found that the smaller islands were habitually depleted of young adults, especially

males.¹⁰

The migration of locals is immediately felt in communities as it disrupts social patterns within the family structure and deprives community organizations of able-bodied members. While the migrant's physical absence creates deficiencies within the social structure, the remittances which are sent back to remaining family members tend to establish the migrant's economic presence. Although remittances appear to compensate for lack of economic opportunity and income sources at home, according to authors Lowenthal (1972) and Hawkins (1982), their infusion into the economy creates many economic effects which are experienced locally, and to a lesser degree, nationally. For instance, it was noted that in the Caribbean: 1) remittances enable many to eschew ill-paid or distasteful labour, making do with occasional jobs such as road-mending (Lowenthal, 1972:221); 2) remittances contribute to creating an apparent affluence which hides the Caribbean's most serious economic problems of very high level unemployment and under-employment (Hawkins, 1976:15).¹¹

¹⁰ For more recent and comprehensive work on Caribbean regional and international migration refer to Wiltshire et al. (1989) and Basch et al. (1989).

¹¹ Recent work by Wiltshire et al. (1989) on Caribbean transitional migrant networks indicate that although most of the remittances are used for subsistence some also generate capital for domestic savings and investment (Wiltshire et al., 1989).

In general, the migration process seems to have weakened both the family unit and community organizations in spite of the inflow of economic benefits, chiefly remittances, into the community. If, as Todaro (1981:70) suggested, development cannot be measured strictly in economic terms but rather, in terms of material and spiritual betterment, then the economic benefits derived from migration would not result in overall development.

In the past, Caribbean politicians and planners looked upon emigration as a safety valve which relieved some of the pressure of high levels of unemployment. However, the increasingly stricter immigration policies in countries such as England and Canada, Caribbean make emigration a less reliable safety valve. The reduction of emigration opportunities has placed great pressure on Caribbean leaders to find alternative means of dealing with growing unemployment (Hawkins, 1976:179). The tourism industry, if organized to reflect the developmental needs of the region, may indeed be effectively used to combat unemployment.

4.3 Caribbean Tourism

While tourism in the Caribbean is similar to tourism in other developing countries, it is also distinctive from tourism in the developed countries. One feature of Caribbean tourism that distinguishes it from tourism in the developed world is the colonial context in which the industry functions (Perez, 1975:141). Some other distinctions can be found in the four general views which represent the ideological debate taking place currently in the Caribbean. The protagonists argue of tourism that, (1) the industry amounts to a new form of colonialism and imperialism; (2) tourism is part of a new plantation economy; (3) international mass tourism is rapidly selling much of the Third World as a playground for the industrial metropolitan populations, thereby creating a synthetic playground culture; and (4) much of world tourism is an intrusion of white institutions and values into the non-white world.

These general views are rooted in the economic and social history of the Caribbean. The extent and intensity of this ideological debate may have abated somewhat, however, negative and suspicious attitudes linger on. These attitudes also influence the level of acceptance and the

degree of involvement in tourism development by islanders.

Let us examine selected social and economic aspects of Caribbean tourism deemed pertinent for gaining an understanding of the industry as it operates in the larger Caribbean economy and society.

4.3.1 Fantasy Environments

The environment in which most Caribbean tourism operates is often described as "playground" or "fantasy". Tourists from metropolitan areas who seek an escape and fun in the sun find it in many Caribbean destinations where fantasy-like environments are specifically created to help them realize their fantasies. Generally, fantasy environments can be described as tourism developments which are often physically isolated from other local developments and essentially exist and operate independently of the larger society in the receiving country.¹² They also expressly cater to the indulgences of the tourist.

Fantasy environments seem to operate best in tourist

¹² "Fantasy" resorts and all-inclusive hotels account for a substantial amount of the accommodation in the Caribbean tourism industry. For instance, in Jamaica, more than 40% of all hotel room provision are all-inclusive hotels (Henry, 1989:18).

slaves where the social and economic realities of the destination are shut out. The opulent character of tourist slaves contrasts with the poverty and inadequacies of many local environments. As a result, these tourist enclaves tend to create despair among the local residents as they witness a type of lifestyle which they perceive to be unattainable. Similarly, feelings of resentment may be evoked as local residents realize that they must be contented with being workers rather than guests of these tourist enclaves.

The "fantasy" image of Caribbean tourism is effectively packaged, advertised, and sold to tourists from metropolitan areas. Matthews (1978) stated that while it may be insulting for tourists and corporate capitalists to be told that foreign holidays amount to nothing more than interruptions in reality, and that the metropolitan consumer seeks a vacation in a fantasy world; it is this very same concept of fantasy that is created and profitably marketed. He used the example of Barbados to illustrate how the concept of "fantasy" may be perpetuated.

Barbados is a land of beautiful beaches, clear blue water, and friendly black people with great white smiles. It could not be a small new country with a colonial and slave history which has many of the same social and economic problems found in the rest of the world. It is an island paradise, waiting to be discovered by you (Matthews, 1978:83).

There are generally two polarized attitudes toward the maintenance of tourist enclaves in a destination. First, there are those who contend that tourist enclaves are the solution to the negative socio-cultural problems which accompany tourism.¹³ O'Grady (1980) suggested that tourists' confinement may not only solve the difficulties of mass tourism but in fact it may be what the tourist wants. He described the process as follows:

Move them [tourists] rapidly from the airport to a tourism enclave; create the illusion of exotica; ban all surface travel outside a restricted area, and then at the end of the time whisk them off and on to the plane to the next fantasy-land (O'Grady, 1980:52).

Indeed, Fidel Castro may have effectively created the environment that O'Grady (1980) described. In Cuba, the entire holiday island of Cayo Largo is largely off limits to Cubans since they are not allowed to have dollars. Fidel Castro, perhaps unwittingly, created a tourist enclave where dollar-spending tourists largely have exclusive access to the island since airfares to the island must be purchased in dollars. Similarly, all purchases in stores and supermarkets on the island must be made in dollars (Ottawa Citizen, 1989a:G11).

¹³ The social and cultural consequences of visitor and resident interaction have been examined by many authors (Butler, 1974; de Kadt, 1979; Erisman, 1983; Nettleford, 1976; Smith, 1972; van de Berghe, 1984). Doxey (1972), for example, suggested some of the causes and phases of visitor-resident irritation.

The supporters of enclaves would therefore argue that enclaves, to some extent, allow them to 'have their cake and eat it too'. Besides maintaining reasonable control over the movements of tourists and thus limiting their influence on the larger society, tourist revenues continue to flow into the destination.

A counter argument suggests that the perpetuation of fantasy-like tourist enclaves keeps tourism from becoming a positive force for development and social growth (Hiller, 1978), particularly because of their isolated and independent nature. This argument proceeds as follows:
Tourist enclaves:

(1) limit the number of linkages between the industry and other sectors in the economy. For instance, there is no need for tourists to use the services of taxi drivers, local bars, nightclubs, restaurants, and souvenir shops when most of their needs are satisfied within the tourism development;¹⁴

(2) effectively limit the opportunities for both visitors and residents to benefit from any meaningful interaction.

In fact, Nettekoven (1979b) argued that foreign tourists

¹⁴ Tourist enclaves or the all-inclusive hotel concept need not limit all linkages within or outside of the tourist industry. For example, the 'Jack-Tar' all-inclusive hotel in St. Kitts allow guests to eat-out three days a week. The hotel in turn pays the independent local restaurants (Henry, 1989).

have considerably less desire for intense cultural encounters than may have been assumed and that they actually do indeed have fewer encounters. In supporting this theory, Furnham (1984) suggested that some tourists often seem to experience culture shock when visiting new cultures and therefore tend to prefer to cling together in tourism ghettos or tourist enclaves;

(3) highlight the desperate state of the local people and possibly reinforce feelings of futility and resentment because of the usual contrast between the wealth in tourist enclaves and the mediocrity, and at times poverty, of the receiving country.

It would appear that the mass tourist is largely contented with, and possibly prefers, tourist enclaves. However, it may also be the case that the average mass tourist has few options in choosing a different type of holiday environment. Generally, the vacationer is not inclined to plan every aspect of his/her vacation and therefore settles for one of the packages offered by tour operators. Since it is the nature of the tour operating industry to take full advantage of the economies of scale, vacation packages usually include accommodation in economy hotels which are typically located in tourist enclaves. Tourist enclaves are now a firmly entrenched part of Caribbean tourism.

Whether tourist enclaves are largely the solution to or the cause of the socio-cultural problems occurring in Caribbean destinations or other developing countries, remains unresolved. The presence and perpetuation of such foreign-fantasy-like tourism development, implicitly suggest that tourists are largely interested in fantasy environments rather than indigenous or local operations and products. As a result, the local population- that is, the average resident- may be inhibited from becoming fully involved in the tourism industry.

The conflict about the appropriateness of tourist enclaves is indicative of the apprehension tourism planners and policy-makers of the Caribbean experience as they attempt to create tourism policies and develop a type of tourism that would assist in overall national development.

4.3.2 Tourism and the Caribbean Economy

Historically, Caribbean economies have been dependent on agriculture. In fact, Perez (1975:141) described the situation as an "agriculture monoculture based on the sugar-citrus-banana-rum axis". The economies of some Caribbean countries, namely Jamaica, Guyana and Trinidad, were augmented by mineral exports. Recently, there has been a slowing down in the rate of growth in the mineral-exporting sectors (Demas, 1973:244) and a downward trend for the region's visible exports, namely sugar and most agricultural and manufactured exports (CTRC, 1988:156). This downward trend has caused Caribbean countries to depend heavily on tourism.

Small island economies have limited physical and human resources therefore there is substantial difficulty in economic development. In most of the Caribbean countries there are critical "economic problems in unemployment, foreign exchange, scarcity and cost of key resources, and the need to develop the supporting infrastructure of roads, transportation, and communication..." (Todman, 1979:42).

In the past decade, the fundamental thrust of Caribbean economic development policy and strategy has been an

endorsement of import substitution and export expansion, with a major focus on food self-sufficiency (Caribbean Tourism Research Centre (CTRC), 1988:160). However, according to the CTRC, this strategy has generally not been successful because of the inadequacy of natural resources and the lack of sufficient economies of scale in the islands (CTRC, 1988:155). Tourism on the other hand, as an export sector, has outperformed agriculture, manufacturing, and mining sectors (ibid., :160). Tourism has prospered in the Caribbean in spite of the small size of the islands.

While most Caribbean countries acknowledge the leading role tourism plays in their economy, they are generally reluctant to have the economy overly dependent on the industry. One overriding reason for this is the fickle nature of the industry; it is extremely sensitive to local social conditions and world-wide economic environment. For example, during the period covering 1976 and 1977, the foreign press reported that it was unsafe for tourists to visit Jamaica because of the political and social unrest, as well as the violence. Consequently, Jamaica lost an estimated \$30 million dollars in tourist revenues (Britton, 1978:144).

In the Caribbean, in general, there is also widespread concern about over-specialization in one economic activity.

For instance, despite the impressive performance of tourism, governments' economic policies have not been unduly influenced to the exclusion of other sectors. Rather, Caribbean governments have either diversified their economies or are presently attempting to do so. In Antigua, for example, Mr. Edwards, the Permanent Secretary for Economic Development noted that more attention should be given to agricultural, agro-industrial and light industries to reduce dependence on tourism (De Backer, 1983a:29). The Barbadian economy, which has for years relied very heavily on tourism, has diversification of the economy as one of the main objectives of its recent development plans. Barbados development is attempting to build on the three planks of agriculture, light manufacturing, and tourism (De Backer, 1984b:21).

Overdependence on or specialization in a single economic activity tends to leave the economy vulnerable to world-wide conditions. Oglethorpe (1985:23) succinctly summed up the problem of over-specialization in small countries when he stated that:

...economic development has often proved to be more difficult for small countries and islands, which by virtue of their smallness, have fewer physical and human resources at their disposal... [This] has led to over-specialization... there must be diversity in the economy if economic development is to be stable and permanent.

Diversification and development in other sectors of the Caribbean economy could potentially and positively impact on the tourism industry. The positive impacts could occur through powerful linkages between tourism and sectors such as agriculture, manufacturing and services. For example, a well-developed agriculture sector would more likely be able to supply hotels with food products; thus increasing the net economic effect of tourism to the economy and the leakages resulting from the need for imported food supplies should be reduced.

4.3.2.1 Leakages and Linkages

Generally, leakages occur in the tourism industry through the outflow of foreign exchange earnings. Thus, the difference between the gross economic contribution of tourism to the economy and the net economic benefits depends largely on the extent of the leakages and linkages which occur.

The economic contribution of tourism to an economy is usually measured in four broad ways: (a) contribution to gross domestic product and national income, (b) earnings from foreign exchange, (c) employment and income generated, and (d) contribution to government revenues (Jenkins and

Henry, 1982:506). The net economic benefits of income generated by tourism are determined by 1) the extent and nature of resources it uses and draws away from other industries; 2) the extent of local ownership of the capital assets of the industries; 3) its import requirements; 4) the proportion of total receipts paid for labour costs; and 5) the share of local vs. imported labour in the industry (Kloke, 1975:17).

Foreign ownership has been cited as one of the major culprits responsible for the tremendous leakage of foreign exchange in the industry. For example, foreign exchange earnings are regularly used when large foreign-owned luxury hotels purchase imported food products and manufactured goods, in addition to paying the salaries of imported managers.¹⁵

A large proportion of the financial transactions taking place between the mass tourist and the tour operators occur in the metropolitan country where the bulk of the tourist revenues remain. In a 1979 study, Cleverdon examined the

¹⁵ The amount of foreign exchange leakage occurring in the Caribbean tourism industry vary according to the year and author of the report. A recent study of 12 Caribbean countries showed that approximately 42% of every tourist dollar spent was retained as local direct value added (CTRC, 1988:158). Archer (1984) suggested that between 50-75% of all tourist revenues return to the industrial country to purchase imports. Yet another author noted that the amount of foreign exchange leakage from the Caribbean tourism industry was between 25-75% (Ming, 1987).

tourism performance of 30 developing countries and noted that between 1973 and 1977, the share of international tourism arrivals in developing countries increased from 13.7% to 15%. However, there was virtually no increase in their share of international tourist expenditure. Cleverdon suggested that lack of increase in tourist expenditure was due, in part, to the locus of control of distribution, and in some cases, to the ownership of tourist products of less developed countries by corporations or individuals based outside the country (in Jenkins and Henry, 1982:504).

The outward flow of foreign exchange earnings may be stemmed through increased inter-industry linkages between tourism and other economic sectors such as agriculture, manufacturing and services. However, the probability of establishing such linkages in the tourism industry is diminished especially when the industry is dominated by foreign private investment over a long period of time. The long-term effect of such foreign domination results not only in a failure to produce linkages between economic activities and sectors, but also in a crippling and discouragement of the development of local initiatives,

entrepreneurship and institutions (Jenkins and Henry, 1985:511).¹⁴

The small scale and open nature of the economies of many Caribbean islands has precluded the development of strong linkages between tourism and other sectors of the economy, such as agriculture, manufacturing and services. Local suppliers are limited not only by their size and therefore their ability to satisfy demand consistently, but also by their ability to produce items of reliable quality consistently. For instance, it has been reported that in agriculture, the islands seem to be capable of providing fruits, vegetables, meat, poultry, and fish, but generally lack the reliability, quality control, and distribution channels to satisfy hotel demand (CTRC, 1988:58). It is also noteworthy that the linkages between tourism and domestic agriculture do not necessarily improve with time due to such variables as the overall development of a country's agricultural sector and that country's proximity to alternative markets (Henshall-Momsen, 1986).

¹⁴ This author is not suggesting the absolute withdrawal of foreign investors from the Caribbean tourism industry, especially since their presence and international network are largely responsible for the present tourist traffic. However, their domination of the industry should be systematically lessened, particularly if local initiatives are to be given a fighting chance of survival. So in effect, what is suggested is the co-existence of both foreign and local enterprises which should, in time, add variety to, and enhance the tourism product.

The extent of the linkages between the Caribbean tourism industry and other industries is unclear. Holder, the Executive Director of the Caribbean Tourism Research Centre, expressed some reservations about the local linkages in agriculture. He noted that while products like fish are mostly of local origin there are very weak linkages particularly in respect to things like meat. He further noted that although there are certain possibilities for local linkages. "a certain bureaucracy and a certain way of doing business have sometimes got in the way of what seems to be hard economic sense" (in De Backer, 1983b:45). Indeed, the foreign orientation of many of the larger hotel properties and the structure of their operations preclude the purchase of local products.

The Caribbean islands of St. Lucia and Montserrat have generally experienced increased linkages between the industry and local agriculture. That improvement is not the result of natural market forces. According to Henshall-Momsen, the wider use of local produce in the tourism industry has been achieved by both the carrot of government assistance to producers and the stick of import restrictions (Henshall-Momsen, 1986:52).

Linkages are also evident in the service industry. In Barbados, a relatively more mature destination, strong

linkages have been developed in the service sector. It is estimated that one third of all visitor receipts is earned by duty free shops, handicraft boutiques, car rentals, water sports and other services (CTRC, 1988:158).

Presently, however, greater attention is given to developing greater linkages between the tourism industry and other economic sectors. In this respect, the European Economic Community (EEC) has funded a regional research and development programme aimed at establishing and improving tourism linkages in the Caribbean, especially in agriculture and manufacturing. However, the thrust of the project is to establish and strengthen the linkage in the field of handicrafts (De Backer, 1988:45). According to Holder (The Americas, 1988), there is tremendous potential in the untapped handicraft market; handicraft sales in the Caribbean region now exceed \$150 million a year, and could become a \$500 million per year business. He suggested that there should be a shift away from selling souvenirs and handicrafts imported from outside the region towards the production of high quality products made in the Caribbean.

In Barbados, 70% of all handicrafts sold were imported. However, an estimated 90% of Barbadian handicraft production is sold to visitors (Ministry of Finance and Planning, 1983:87). The Barbadian government, through the Handicraft

Division of the Industrial Development Corporation, intends to increase the production of local handicraft and place more emphasis on training, product design, quality control and research. Efforts will also be made to fully integrate the production and sale of handicrafts in tourism facilities in the Island (ibid.:75).

Strengthening the linkages between tourism and handicraft development may be significant for overall development. This is particularly true in those Caribbean countries where, due to lack of appropriate skills and available credit, there appear to be limited opportunities for local people to participate at all levels of the tourism industry. The further development of the handicraft industry is one way in which greater inter-industry linkages may be made between the tourism industry and other economic sectors.

By creating greater linkages between the tourism industry and other economic sectors, reducing the leakages occurring in the industry, and encouraging greater local participation, local populations could accrue substantial benefits from the tourism industry. However, the feasibility of this type of tourism industry requires an appropriate type of tourism planning.

4.4 Tourism Planning in the Caribbean

In most of the Caribbean countries, there appears to be no particular agency which is directly responsible for tourism planning. The absence of such an agency may be directly attributed to the small size of the islands and the limited financial resources of the governments. There are Ministries of Tourism, but more often they are not involved in tourism planning. Generally, governments consider tourism to be an economic activity; therefore, it becomes linked with the Ministry of Trade and Industry, which in turn is responsible for promoting development in the tourism industry.

For example, in Barbados, the Ministry of Tourism was formerly linked with ministries of Trade, Agriculture, and Culture; presently it is the Ministry of Tourism and Sports. Wes Hall, the present Minister of Tourism and Sports, stressed that tourism was never a ministry on its own.¹⁷ Each time tourism shared a portfolio with another ministry, tourism development tended to be biased toward the co-ministry; so that the present focus of the Ministry of Tourism is sports.

¹⁷ Interviewed July 1, 1988

According to Hall, there is no planning unit in the Barbados Ministry of Tourism. Tourism planning, which is usually interpreted as involving the activities of marketing, promotion and advertising, is done by planning committees in the Board of Tourism. All development planning, regardless of the ministry affected, is carried out by the Central Planning Committee, once the project costs are over B \$ 100,000. The Central Planning Committee is comprised of experts from all of the government ministries.

As is the case with other Caribbean islands, the government of Barbados has acknowledged that tourism has been and continues to be of major importance to its economy, yet the industry seems to have remained without status and distinction. Holder (1988:122) commented that:

Comprehensive planning resources are not applied to an economic activity which is seen as fickle and short-term, of dubious social value, and unlikely to provide a long-term solution to economic problems. These socio-economic doubts have restricted input from governments, international aid agencies, regional development agencies and Caribbean academics. In many cases governments felt tourism could be left to the private sector. Even now, considering the high expectations that Caribbean governments have of the tourism sector for earning foreign exchange, generating revenue and creating jobs, it sometimes appears that tourism does not receive a large enough share of government time, effort, planning and financial resources.

Tourism planning is an activity which can no longer be ignored, in either the developed or developing countries. However, no one approach is likely to be suitable for all tourism planning needs. In the case of most developing countries, including the Caribbean, there is an urgency to improve living standards and to promote quality development. It is therefore imperative that a developmental approach to tourism planning be adopted. In this regard, the tourism planning approaches reviewed in Chapter 2 offer many insights into the concepts which ought to be included in such an approach.

A key concept which came from Gunn's (1979) approach is that of the planning body to sponsor, perform and implement tourism planning. Hall (1988), the Barbadian Tourism Minister, also referred to a similar concept when he suggested that a "specialist staff" is needed to assume the responsibility of planning. Hall's idea of a "specialist staff", although it seems to have a product development and marketing orientation, perhaps is not so very different from the "planning body" Gunn (1979) referred to. The commonality of their concepts rests in the idea of a distinct and exclusive "body" being responsible for tourism planning.

Gunn also referred to the concept of continuous

planning which suggests that tourism planning should be an on-going process. He further suggested the formulation of regional tourism policies prior to national tourism policies. This process for tourism policy formulation indicates a degree of integration in the planning activity so that, potentially, there should be varied input and representation in the tourism planning activity.

Murphy's Ecological Community approach makes a valuable contribution to the proposed developmental tourism planning approach in two areas. (1) The systems planning approach introduces the notion integrating tourism planning with the management functions of monitoring and control so that the entire tourism planning process can be evaluated. (2) The concept of levels and scales is insightful, particularly in establishing who should be involved at the various stages and levels of tourism planning.

These aspects of Gunn's and Murphy's approaches appear to offer positive features which should be incorporated into a developmental approach to tourism planning.

4.5 Summary

This chapter has explored these selected social, economic and political aspects of the Caribbean and Caribbean tourism. The overall purpose is to indicate some of the factors which ought to be given due consideration when determining a type of tourism planning approach that is appropriate for the Caribbean.

Generally, the local population in the Caribbean tends to be inhibited from becoming fully involved in the tourism industry due to (1) the fantasy nature of Caribbean tourism; (2) being economically and psychologically overwhelmed by the local economic elite; and (3) being trapped between irreconcilable lofty notions of wealth and grave economic circumstances. Additionally, many Caribbean people no longer have the option of emigration to escape the gravity of their dubious economic reality. Instead, they must now seek out and create various forms of employment. The tourism industry could be instrumental in providing such work opportunities.

Most Caribbean economies depend on tourism for foreign exchange earnings and employment. However, leakages resulting largely from the purchase of foreign goods and the

cost of foreign salaries, reduce the benefits the destination might accrue from tourism. Similarly, the heavy foreign ownership of the tourism product, along with the deficiencies and inefficiencies by local producers and manufacturers, inhibit the possible linkages between the tourism industry and other economic sectors.

Increasing the benefits that the local population accrue from tourism require an appropriate type of tourism planning. The tourism planning approaches of Gunn (1979) and Murphy (1985) have offered some positive features which will be incorporated into the proposed developmental approach to tourism planning.

In Chapter 5 a conceptual approach to tourism planning for the developing regions, particularly the Caribbean, is outlined. This approach to tourism planning should create a type of tourism industry which would bring greater benefits to local populations.

CHAPTER 5

A DEVELOPMENTAL APPROACH TO TOURISM PLANNING

5.1 Introduction

The review of tourism and development literature, observations from field research in Barbados, and experience in the tourism field, has led this author to conclude that a primarily physical approach¹ to tourism planning is inappropriate for developing regions, particularly the Caribbean. Most of the tourism planning which preceded tourism development in the Caribbean was done on an ad hoc basis by external planners, was largely project-specific, and was carried out with little regard for the well-being of local populations. Indeed, much of the Caribbean tourism industry has been developed by international corporations, and largely for their benefit. A physical approach to tourism planning may have been necessary/appropriate in the earlier stages of Caribbean tourism development.

¹ The physical approach to tourism planning refers to the activity whereby a specific project/development is planned and designed independently of the larger tourism system. The primary considerations in this approach are usually the satisfaction of tourists and the viability of the tourism development.

particularly when the physical plant was being established. However, such a tourism planning approach is no longer appropriate.

The tourism industry has become the linchpin of many of the Caribbean economies. The further development of the industry should be appropriately planned so that the local population 1) become involved in the direction in which the industry develops, and 2) derive direct benefits from the industry.¹² Through appropriate tourism planning, the tourism industry could be used as a tool for developing local skills. Such skills should not only be useful for the tourism industry, but for the larger local society as well. The development of people and their skills is a universal development concept. The proposed approach therefore should have utility not only in the Caribbean and developing countries, but also to depressed or developing regions of developed countries.

The proposed approach is rooted in the evidence presented in previous chapters. In Chapter 2, some contemporary tourism planning approaches were reviewed and analyzed for their general comprehensiveness and

¹² The benefits derived from local involvement in the tourism industry need not be measured solely in economic terms. Some non-economic benefits include self-fulfilment, self-esteem, and freedom of choice.

appropriateness for developing regions. In a later chapter (Chapter 4) those features in the reviewed tourism planning approaches which were deemed relevant or useful were identified and included in the proposed tourism planning approach.

In Chapter 3, some development concepts were explored and their implications for the tourism industry were suggested. Those concepts, which were likely to bring overall development to a region, were identified and incorporated into the proposed tourism planning approach.

In Chapter 4 it was argued that tourism in the Caribbean operates under distinctive conditions and within particular political and social contexts. Therefore, due consideration was also given to these factors when developing the proposed tourism planning approach for the Caribbean.

In this chapter a conceptual approach to Developmental Tourism Planning (DTP) is proposed. The approach, which is largely concerned with general organizational structure, suggests a broad conceptual framework within which developmental tourism planning should take place. Although the concept is presented at the local level, it should also be structurally useful for tourism planning at the national

level, and for regions within a country.¹³ In effect, the DTP approach could be applied widely and adapted to various social, cultural, political, and institutional contexts/environments.

While it would be useful to present a specific case study to indicate how the DTP approach might be implemented, the multifarious variables which exist in any one case preclude that possibility and goes beyond the scope of this M.A. thesis.

The DTP concept is an attempt to (1) positively integrate some of the social, political, and cultural variables (elements of the social system) into the tourism planning process so as to ensure the appropriateness and sensitivity of the approach to a particular country or region; (2) create a system which would cause tourism planning to be fully collaborative and with a wide representation of interests and concerns; (3) create a system which would ensure that the direction in which tourism grows, and the benefits derived by the local population from it, are not incidental, but rather the result of conscientious planning; and (4) create a system

¹³ The necessity for tourism planning at the regional level (i.e. regions within a country) is largely dependent on the size of the country. Tourism planning at the national and local levels should suffice in most small countries.

whereby the tourism planning activity could be independently and continually managed and not overly subjected to the mercies of the political machinery, or the will of a particular government.

Before describing this proposed approach in detail, it is worth noting that, unlike other tourism planning approaches, it is not a prescription for creating an environment geared solely towards tourist satisfaction. As such it is not specifically concerned with physical or elaborate site-oriented development. However, the physical approach to tourism planning, such as Gunn (1979) and Kaiser and Helber (1978), would be useful during the developmental tourism planning process."

The proposed conceptual approach cannot have all the detailed factors which should be of concern in tourism planning. For instance, socio-cultural and environmental factors, such as social and physical carrying capacities, are not explicitly accounted for in the proposed conceptual tourism planning approach. Nonetheless, they should be taken into consideration during the management planning

" This author is not suggesting that the physical approach to tourism planning is invalid. However, the physical orientation to tourism planning would be more useful and appropriate for the Caribbean when used in conjunction with specific development objectives. Such objectives should be set during the developmental tourism planning process.

process.

In short, the proposed conceptual tourism planning approach is not a panacea for the many existing ills of the tourism industry. Instead, it attempts to demonstrate how it is possible to create the structure and environment whereby many of those ills may be presented, examined, and managed.

Developmental Tourism Planning advocates balance in the tourism planning process and suggests that tourist satisfaction and resident development should be given equal consideration. The approach is integrative, collaborative, multi-disciplinary, and requires representation and participation from a wide cross-section of agencies, groups, and individuals. The DTP concept is not entirely novel. It incorporates some relevant concepts from development literature and existing tourism planning approaches, particularly those of Gunn (1979) and Murphy (1985). The proposed DTP incorporates, among other things, the

- . promotion of national and community/resident development (human resource development) (CIDA, 1988);
- . promotion of tourist satisfaction (Gunn, 1979);
- . collaboration, representation, and participation from the government, private sector, professionals and non-professionals (Gunn, 1979);

- . usage of management planning functions such as monitoring, evaluation and control (Murphy, 1985; Getz, 1986);

- . formation of a planning body to sponsor, perform, and implement tourism planning (Gunn, 1979);

- . promotion of tourism planning at the national, regional and local levels (Murphy, 1985).

The concept of DTP is two-dimensional. The first dimension is the DTP model which depicts the relationships and functions which ought to be a part of national tourism planning. The second dimension is the DTP system which outlines the processes involved in the DTP approach. The DTP model should be used in conjunction with the DTP system for overall effective tourism planning. While both the DTP model and system are described, greater emphasis is placed on the DTP system which is applied to the Caribbean environment at the local level.

5.2 The Developmental Tourism Planning (DTP) Model

The DTP model (Fig. 5.1) is designed for individual countries in the Caribbean, but should have general applicability. In the DTP model there are three distinct national tourism planning activities. They are as follows: (1) collaboration with representatives from a number of associations and groups, (2) policy formulation, and

Fig. 5.1a Proposed Developmental
Tourism Planning Model

Fig. 5.1b
ACTORS IN THE
PROPOSED DEVELOPMENTAL
TOURISM PLANNING MODEL

National Tourism Planning

Regional Input

- from the proposed Caribbean Tourism Planning Association

National Ministries

- Trade and Industry, Finance, Environment, Lands and Resources, Culture, Education, Transport, Agriculture, etc.

Tourism Associations

- Hotel Association, Taxi Drivers Association, Handicraft. etc.

Business Associations

- Small Businessmen Association, and other businesses unrelated to the tourism industry

Representatives From Social Groups and Other Interested Organizations

- Church, community members, political representatives

Local Tourism Planning

Community Members

- skilled and unskilled, entrepreneurs, social committees

Profesionals (Skills Development)

- educators and trainers

Professionals (Business)

- representatives from credit unions, financial/lending institutions, and aid agencies

The National Planning Body

- to sponsor, perform and implement overall tourism planning

(3) the setting of goals and objectives. National tourism planning is the sole responsibility of the national planning body.

5.2.1 NATIONAL TOURISM PLANNING

The national planning body should play a key role in sponsoring, performing and implementing tourism planning. Therefore it should formulate national tourism policies and set national tourism goals and objectives. However, the national tourism planning activity should have a wide selection of participants to ensure varied and balanced input. Input should come from 1) a regional tourism planning association, 2) various relevant government ministries, 3) national tourism associations, 4) business associations, and 5) social groups and organizations, such as church groups and conservation and preservation societies.³

³ Some of the participants in the DTP model belong to the political clusters which exist in the tourism industry. As was discussed in section 4.2.1, each political group seeks its own interest rather than the interest of the industry as a whole. The self-serving nature of tourism groups is partially addressed by the integrative and collaborative framework in this model which should encourage and facilitate co-operation among tourism groups.

Regional Input

Regional input^a into national tourism planning should emanate from regional tourism policies formulated by a regional body, such as a Caribbean Tourism Planning Association (CTPA). The members of this organization should include a representative from each national tourism planning body in the Caribbean. CTPA should have the broad mandate of establishing regional tourism policies which would protect the economic, political, social, cultural, and environmental interests of the Caribbean region. These regional policies, to a large degree, should be incorporated into national tourism planning policies. The organization should, therefore, also be responsible for monitoring and evaluating the effects of the tourism industry in the region. CTPA should also have the authority/ability to ensure that member countries adhere to the general spirit of regional tourism policies."

^a The term regional, in the context of this planning model, refers to the Caribbean region and not the regions within a specific country.

^b The CTPA's mandate to enforce its rules and regulations should be authorized and sanctioned by member governments.

The coordination of tourism policies among Caribbean destinations could impede international elements in the Caribbean tourism industry that attempt to control and direct the industry, primarily for their own immediate financial gains. For example, one policy could stipulate that prior to investing in the industry, foreign investors should be required to indicate how their investment would create or support reasonable linkages in other sectors. Investors should then be given a specific period of time to substantiate their claims.

If such a regional policy is endorsed, it would not only discourage those investors whose primary interest may be short-term investment for quick profits, but severely limit the investors options in terms of playing one Caribbean destination off against another. Moreover, such a tourism policy would be instrumental in helping to create a stable tourism environment, thereby yielding long-term development benefits.

Regional input in national tourism planning is necessary for the creation of a regional force with which greater influence could be exerted over the tourism industry. The strategy of Caribbean islands having similar tourism policies holds particular relevance to those island destinations whose largely undifferentiated tourism

products, and close proximity, undermine the bargaining ability of the individual destination.

National Representation

National tourism planning requires the input of many national ministries.¹³ The inclusion of pertinent government ministries in the national tourism planning model serves several purposes. First, planning the tourism industry should be more effective when there is an awareness of the present and planned activities of other ministries. National ministries often work at cross purposes. Their national goals and objectives are similar yet there are some counter-productive activities that result from the lack of co-ordination in their operations. In the developmental tourism planning activity, the collaborative and integrative nature of the approach create the opportunity whereby planned activities for the tourism industry could be coordinated with the activities and policies of other ministries.

¹³ Relevant ministries include the Ministries of Education, Environment, Lands and Resources, Finance, Trade and Industry, Culture, and Transport, to name a few.

Second, when individual ministries become involved in tourism planning, they are more likely to comprehend the relevance of the industry to the well-being of the country and thus realize the role they should play. For example, in a country where the economy is largely tourism-dominated, the Ministry of Education may better appreciate a need to adapt the system of education to support and reflect the economic orientation of the country.

It is possible that some educational institutions in tourism-dominated economies should re-consider the direction and content of their programmes and curricula (Alba, 1973; De Backer, 1983b). If education is to serve the needs of such nations, there should be increased emphasis on interpreting the tourism industry at various levels of the education system. An educational process which elaborates the important role that tourism plays in the nation's economy and the nature of the industry, should be more effective when taught at younger ages. Thus, the probability of creating positive attitudes toward tourism should be increased. Furthermore, an educational system which, among other things, encourages young people to accept the presence of the tourism industry may also create a group of people who would be more inclined to plan for and take advantage of the opportunities created by the industry.

Finally, the involvement of representatives of all appropriate government ministries, to a large extent, should ensure that national tourism policies and the general development policies of the country are adequately integrated and supported by all government departments.

Representation From Tourism Associations

Traditionally, associations in the Caribbean have had a significant influence on tourism policy formulation. Hotel associations have had a disproportionate influence on the creation of tourism policies. The owners of larger hotel properties, who more often than not make up a large percentage of the hotel association's membership, usually exert tremendous pressure on governments to create tourism policies which are favourable to the accommodation sector.

The proposed developmental tourism planning approach should decrease the opportunity for a particular association, ministry, or group, to exert undue influence on tourism policies for their own benefits. The approach discourages over-representation in the planning process by (1) allowing for balanced representation of various groups, (2) having policy formulation as an on-going process so that

inappropriate policies could be readily corrected and, (3) having an independent planning body to ensure that tourism policies aid overall development.*

Individuals and groups should organize the members of their trade or business into associations to exert more influence through a united and more powerful voice at the national level where tourism policies are being formulated. The owners of small guesthouses, and bed and breakfast facilities, especially those located outside the mainstream, may find that their concerns may be more effectively voiced through their own association rather than through the hotel association. Similarly, small restaurateurs may find stronger representation under the umbrella of a restaurant association rather than through the hotel association or the small business association.

Representation From Business Associations

It is not accidental that business associations, even those seen as not particularly tourism oriented, are included in the developmental tourism planning model. The

* In most Caribbean islands the local economic elites are present in more than one of the tourism groups which are included in the national tourism planning process. Therefore, the national planning body should be responsible for ensuring that no particular group (economic, social, political, etc.) is over represented in regards to its input into the planning process.

participation of business associations which are non-tourism could establish and promote greater backward and forward linkages with the tourism industry and other industries. For example, it may be possible for established businesses, by increasing their awareness of tourism, tourists, and tourist needs, find new products or new ways of packaging and marketing old products that would appeal to the tourist market. Business people should become more innovative and involved in product development to take full advantage of the opportunities which exist in the tourism market.

As was noted in Chapter 3, some economic activities which may have started out by primarily servicing the tourism industry may in time be linked and further developed to service the nation, as well as some export markets. Making the envisioned transition from small handicraft cottage industry to small manufacturing would require (1) the support and guidance of professionals already in the manufacturing industry and, (2) a set of policies and incentives for the inexperienced entrepreneur. Through the national tourism planning process, members of business associations could lend invaluable assistance in indicating how tourism policies may be so formulated to encourage and facilitate the progression from cottage industry to light manufacturing industry.

Representation From Social Groups and Organizations

Representatives of social groups and other interested organizations are participants who could offer significant local/community input into the national tourism planning activity. Members should include church groups, community groups, conservationists, environmentalists, political representatives for constituencies, unions, small traders association, and so on.

The major purpose of this input should be to articulate and incorporate the concerns and desires of certain segments of the society, especially those who are not usually included in the tourism planning process. Although some of their appraisals may lack precision or sophistication, these groups could readily identify those areas in the society and in the environment which they perceive to be affected by tourism. This planning group may be best described as monitors of the social and environmental carrying capacities of the community and possibly, the nation.¹⁰

The presence of this group, however, would not negate the necessity for detailed scientific analysis by

¹⁰ See Appendix 1 on the concept of social carrying capacity.

professionals to ascertain the precise extent of the socio-cultural and environmental impacts of tourism in a destination.

The approach to national tourism planning, as outlined in this section, would encourage wider participation and balanced input in the national tourism planning activity. It would also provide a forum whereby the preservation of social values and cultural norms may be addressed in addition to providing opportunities for an appropriate response to those concerns in the form of tourism policies.

5.2.2 The National Planning Body

The planning body could be described as the hub of the tourism planning activity. The body should have numerous responsibilities, including sponsoring, performing and implementing overall tourism planning. It should also be responsible for policy formulation and setting goals and objectives which should be done after collaborating with the aforementioned groups. Since the locus of responsibility for tourism planning rests with one body, the rate, direction of growth, and the type of tourism should be better controlled.

The responsibility of the planning body would include monitoring and evaluating local tourism development on a nation-wide basis as well as coordinating the development efforts of communities with that of the nation as a whole.

Goals and objectives should reflect national tourism policies as well as changes which occur in the tourism industry and in other environments. They should be periodically, yet systematically, reviewed and adjusted. Such adjustments should also be reflected in national tourism policies; the linking of local goals and objectives to national tourism policy should be performed by the planning body.

The coordination of policies with the goals and objectives setting takes on particular importance, especially after the management planning activities of monitoring and evaluation have taken place. Therefore, the planning body should establish the critical linkage between policy formulation and policy implementation. Like policy formulation, goals and objectives setting should take place on an on-going basis.

The planning body should not assume the role of a tourist board.' ' Therefore it should not become involved in the promotion, marketing and advertising of the destination. Instead, it should liaise with the tourist board and provide the board with information, such as a quantitative and qualitative inventory of the destination's tourism plant.

Finally, a representative of the national planning body should be a member of the proposed Caribbean Tourism Planning Association (CTPA). Through the CTPA, the various national planning bodies could also become aware of their common problems and collectively, come up with possible solutions. Communication could be maintained among the national planning bodies by such methods as annual CTPA conferences and bulletins. Membership in CTPA allows member countries to benefit from the experiences of other destinations or as a group, develop innovative ways of improving the tourism industry for the benefit of the Region and the tourists.

The second dimension of the DTP is the DTP system. The following section outlines how the system would operate at the local level.

7. ' ' The role of the tourist board is described in Appendix

5.3 THE PROPOSED DEVELOPMENTAL TOURISM PLANNING SYSTEM AT THE LOCAL LEVEL

Tourism planning at the local level should establish what kind of tourism development should take place at the community level. Prior to becoming involved in tourism planning, the community should indicate that this is indeed what they want. This requisite requirement is critical since it can establish two fundamental premises: (1) that the community wants tourism, and (2) that tourists will be welcomed guests. The implication is that interaction should be amicable and positive, particularly when each role is honoured.

The proposed Developmental Tourism Planning system (Fig. 5.2) suggests the framework and the support network to assist residents at the various stages of the process occurring at the local level.

The Developmental Tourism Planning system indicates the sequence of activities which should take place in the tourism planning process (McIntosh, 1977; Getz, 1986). The process is largely concerned with entrepreneurial development within the community.

Community Outcomes

- Community development
- Entrepreneurial development
- Skills development
- Economic independence for better standard of living

Tourist Outcomes

- Increased and varied tourism experiences and options
- Increased social and cultural interactions
- Increased variety and improved quality arts and crafts products

Fig. 5.2 DEVELOPMENTAL TOURISM PLANNING SYSTEM

The importance of the emergence and development of the indigenous entrepreneur in the development of a country and its people has already been discussed in Chapter 3. The planning process should be continuous (Gunn, 1979). The results of the plan/project should be monitored through the management functions (Murphy, 1985; Getz, 1986) of the system and filtered through the planning body to ensure that local goals and objectives are being met and that they continue to be in line with national tourism policies (see Appendix 2 for elaboration of the management function).

The concept of developmental tourism planning should take into account both the residents/community and the tourists. Accordingly, the process should incorporate those inputs¹⁰ which relate to both groups. The type and nature of necessary inputs for successful development oriented outputs are outlined in the following sections.

¹⁰ The term inputs refer to those elements which are appropriated within a system to achieve a desired effect or result; outcomes are the desired effects (Getz, 1986).

5.3.1 Community Inputs

The inputs from the community should include (1) entrepreneurial and enterprise parameters, (2) education and training, (3) small business financing and credit, and (4) the on-going activity of enterprise development.

The entrepreneurial and enterprise parameters of the residents or community should establish the point from which tourism development should start. For instance, acquisition of an inventory of such factors as the skills and skill levels, formal knowledge, and physical resources which exist in the community would not only suggest the direction which tourism development might take, but would also indicate those areas which would warrant attention.

Educators and trainers¹³ can play very important roles in the local tourism planning activity. The most obvious role is that of teaching specific skills and practices such as crafts or small business management. The less obvious role, and perhaps one that is of greater importance is that of stimulator. As stimulators, educators and trainers could

¹³ Education and training refer to both formal training in academic environments, within and outside of the tourism industry, and informally, as in the case of the skilled craftsman who is prepared to pass on his craft.

provide the impetus for changes in attitudes towards tourism. This would be done by focusing on tourism's ability to contribute to the overall development of the country and its people. Educators and trainers could convey to students and members of the community that the appropriate type of involvement in the tourism industry should bring positive economic rewards and that there should be other spin-off benefits such as skills development, cultural expression and preservation, self-enrichment, increased self-esteem, and greater freedom of choice.

Educators and trainers could also be instrumental in assisting the community in identifying those development opportunities which may be maximized through tourism. In those instances where identified opportunities seem unlikely because there are deficiencies in present skills and inadequacies in physical resources, remedial action or alternative solutions should be discussed. The case of Chalky Mount indicates the inadequacy in the physical resources (in this case, the lack of kilns) which caused the production of pottery to slow down considerably. Remedial action, in this case, could be to find ways in which credit can be obtained to purchase a kiln. An alternative might be to form a Chalky Mount Potters Cooperative and pool all available collateral to meet the requirements of the lending agency. The underlying factor is that educators and

trainers could play a key role by teaching inexperienced entrepreneurs the importance of finding alternative solutions to apparent problems.

In collaboration with educators and trainers, the residents of the community could develop a tourism plant that would bring benefits to them and satisfaction to tourists.

It has been noted (section 4.2.1) that, in many instances, businesses and ideas for business fail to materialize because of lack of available funding. The third community input in tourism planning at the local level should be small business financing and credit.

Representatives from lending agencies such as credit unions, development banks, or even aid agencies could play an advisory role at the local level in tourism planning. New and/or potential entrepreneurs need to be informed on what is required of them by lending institutions and how they should go about obtaining credit.

The next role that lending institutions could play is that of creating opportunities for small entrepreneurs in the tourism industry to obtain loans. This may be achieved by reducing the collateral that is normally required for

loans. An arrangement could also be made whereby a large percentage of such loans are guaranteed by the government. Understandably, development-oriented lending institutions would be more inclined to adopt such an approach to the lending of funds than conventional financial institutions.

The final community input is on-going enterprise development. Enterprises/small businesses should be actively developed to take full advantage of the tourist market. The DTP system hinges on residents' desire and ability to develop businesses which would cause them to derive more direct economic benefits from tourism.

5.3.2 Tourist Inputs

Tourist inputs are essentially marketing-oriented (McIntosh, 1977). They are: market segmentation, marketing strategy, and market execution.¹⁴ Individuals becoming involved in tourism planning at the local level should know:

- . what precisely their product is,
- . who their logical customer is, and
- . how to go about getting the customer to the product.

¹⁴ At the local level, the marketing functions are primarily directed at tourists who are already in the destination. However, when the DTP system operates at the national level, marketing functions should be directed to international and domestic tourists.

Communities should attempt to classify their tourism product, and where possible, find an appropriate theme. If a community is already well-known for its physical resources, special events, or history, etc., then a particular theme might be developed around any of those areas.

There is a need for specificity when identifying what the community has to offer tourists. Once the nature of the product has been established, the community should identify what segment of the tourist market should be targeted for that product, establish what the marketing strategy should be and finally, decide how that strategy should be executed.

In order to assist the community in identifying and servicing its target market, concepts of market segmentation, marketing strategy, and market execution etc., could be taught in formal training programs in the community. However, it is also essential that the community understands that the marketing activity at the local level need not be a costly or formal exercise. Indeed, it could require more ingenuity and logic than formal training. For instance, a marketing strategy which some communities could consider is the possibility of joining with other nearby communities to organize a touring package for tourists who are interested in day-tripping. This strategy may be

particularly useful to those communities that are somewhat isolated or whose attractions may be limited.

Planning inputs need to be coordinated both internally and externally. All external or national co-ordination should be the responsibility of the national planning body. Internal co-ordination should take place within the local tourism planning groups and throughout the local planning process. For instance, proper internal co-ordination and communication should ensure that there is continued relevance between the marketing effort and the state of the product. It would not be in the community's long-term interest if the product falls short of its marketed expectations.

The developmental tourism planning process should not be limited to the community-tourists relationship. In time, the "tourists" input variable could be replaced by that of local population, particularly as the entrepreneurial effort balloons and the transition from cottage industry to bigger industries becomes more feasible. Similarly, the factors of the "community" input variable need not remain totally business oriented. Other variables may be substituted to suit the desired output. For instance, if a desired output is a tourism which is steeped in culture then input variables should be adjusted to accommodate that cultural orientation.

5.3.3 Outcomes

The proposed developmental tourism planning system should create an environment whereby there are desirable outcomes for both the community and the tourists (see Fig. 5.2). Those outcomes are, among others:

Community

- . entrepreneurial development
- . skills development
- . community development
- . economic independence and improved standards of living
- . self-enrichment and greater self-esteem

Tourists

- . increased and varied tourism experiences, opportunities, and options
- . increased social and cultural resident-tourist interaction
- . increased variety and improved quality of arts and crafts products.

The structure of the DTP tourism planning system should foster indigenous entrepreneurial development. It should allow and encourage locals to become fully involved in the creation of small-scale enterprises by providing them with the necessary opportunities for education and skills training, and by making financial credit more accessible. The result should be the emergence of a more active and vigorous indigenous entrepreneurial sector over a period of time.

The strong presence of an indigenous entrepreneurial sector could have innumerable benefits to communities. First, the leakage of foreign exchange earnings which result from the purchase of foreign goods and materials, such as souvenirs, would be reduced. Second, opportunities could be increased for backward and forward linkages to other economic sectors, particularly as more local materials are used in the production process and as more local products are produced for both tourists and the local population.

Indeed, the developmental tourism planning system should promote a gradual and controlled approach to tourism development, thereby assuring that there would be lasting and long-term benefits for the community, and by extension, the nation. Tourists should also benefit as they should have improved products and experiences. As residents experience an increased sense of self-worth and self-esteem they should begin to take greater pride and interest in their work and accomplishments: by developing their skills, and producing new innovative products.

In theory, the overall development of the community and a better standard of living are some added outcomes of the Developmental Tourism Planning system. The provision of

sufficient economic opportunities and activities in the community should lessen the desire of community members to migrate. A community is more likely to remain intact, with little disruption to social organizations and family structures, particularly in an environment where there is greater freedom of choice for the younger members of the community, than in circumstances of high migration of young people because of lack of local opportunities.

The appropriateness of the DTP approach rests in its ability to accommodate some aspects of the Caribbean social system. As discussed in Chapter 4, some obvious aspects of the Caribbean social system where the population is visibly black are (1) a fairly rigid class society based largely on race and lightness of skin colour; and (2), the presence of the local economic elite whose exclusionary and monopolistic practices continue to control many of the industries in the Caribbean. These aspects of the social system tend to repress the average local's desire and opportunities to become involved in industry, including the tourism industry.¹⁰

The developmental tourism planning system is designed

¹⁰ This author recognizes that the effective implementation and long term success of the DTP system is somewhat dependent on the extent to which the local economic elites cooperate with and support the initiatives of the larger population.

to provide most members of the community with the opportunity to become involved in tourism development. Having the larger population involved in planning could therefore create environments which would take into consideration specific ways of life, social and economic backgrounds, and other variables. Such variables would be better understood and appreciated by the local population and, therefore, would be fully considered in the local tourism planning process.

The development of a strong local tourism planning process should discourage the creation of externally planned and financed tourism enclaves and fantasy environments, since the essence of the system is to create opportunities for indigenous entrepreneurial development within the industry. As such, the present coastal tourism development that is evident in many Caribbean destinations, and which continue to be the primary type of tourism development, could be gradually replaced by more wide-spread, regional tourism development.

In addition to promoting overall development, the DTP approach could encourage uniqueness and individuality in tourism development and tourism products. As communities develop their particular tourism product in accordance with the unique natural and man-made attractions of each area,

tourists are afforded greater opportunities to experience the variations from community to community, in both the urban and rural environments. Such opportunities would be further facilitated as communities organize their products and provide packaged tours. Second, the environment in which this kind of community tourism would be conducted is conducive to increased social and cultural interaction between inhabitants and visitors, as opposed to the artificial environment of tourist enclaves which militate against tourist interaction.¹⁶

Although this developmental tourism planning system places emphasis on the local and community aspects of tourism planning and development, the planning activity need not be confined solely to communities or local investors. Those tourism developments, particularly the large-scale projects, which fall outside the geographical and financial limits of a particular community and which require substantial non-local investment should require the approval of the planning body. The planning body should have strict development-oriented guidelines which restrict the number of such projects and protect the integrity and interests of the destination and its local population.

¹⁶ The "tourist" outcome of increased social and cultural tourist-resident interaction is proposed, notwithstanding Nettekoven's (1979b) argument that foreign tourists have considerably less desire for intense cultural encounter than may have been assumed.

5.4 SUMMARY

The proposed Development Tourism Planning concept represents a collaborative and integrative approach to tourism planning at the national and local levels. It incorporates input from a variety of participants. The proposed Development Tourism Planning system (Fig. 5.2), which could operate at either the national, regional (regions within a country), and local levels, is designed to encourage community development and tourist satisfaction. Using management planning functions, the system should be able to be monitored, evaluated and controlled so that the goals and objectives could be achieved, maintained, and reconciled with national tourism policies.

Different community and tourist variables may be substituted into the system to reflect the current state of the relevant economic and social environments. For example, as the entrepreneurship develops in a community, new entrepreneurial and enterprise parameters would be established.

The national planning body is an essential element in Developmental Tourism Planning. Not only should it sponsor, perform and implement overall tourism planning, but it

should also maintain membership with the proposed regional organization, the Caribbean Tourism Planning Association.

The developmental tourism planning approach should effectively develop over time a type of tourism which promotes the overall development of the people and the destination while at the same time creating greater experiences and opportunities for tourists.

CHAPTER 6

SUMMARY AND CONCLUSION

The purpose of this thesis was to devise an approach to tourism planning for the Caribbean, and more generally for developing regions, which would facilitate the overall development of communities, the residents, and by extension, the destination country.

At the outset of this thesis some very pointed questions were posed regarding tourism development in a community. These included, how can tourism development in a community contribute to the general development of the residents and the community? How can the priority development needs of the community be incorporated into any kind of tourism development? Can tourism development be used to create a degree of economic independence for the residents of the community? These questions are not only appropriate for communities in developing countries but for developed countries as well.

Following preliminary field observations in Barbados, the task of devising an appropriate tourism planning approach for the Caribbean was attempted by pursuing three

broad objectives. (1) The examination of some contemporary approaches to tourism planning to determine which aspects of these approaches may be useful when developing an appropriate approach to tourism planning for the Caribbean. (2) The exploration of some pertinent development concepts to (a) indicate the extent to which they have been applied to the Caribbean tourism industry, and (b) to incorporate such development concepts into an appropriate approach to tourism planning for the Caribbean. (3) The examination of selected economic, political, and social aspects of the Caribbean and Caribbean tourism to establish some of the factors which need to be taken into consideration when developing an appropriate approach to tourism planning for the Caribbean.

An examination of tourism planning literature, indicated that tourism planning is largely concerned with the assessment of the physical and cultural factors of an area, as well as the economic viability of the tourism project. These physical and program factors are usually organized to create tourist developments which primarily cater to the needs of the tourists. However, the tourism planning approaches which were examined indicated that there is some movement away from the largely economic and physical approach to tourism planning. In fact, recently the tourism planning activity has become more environmentally and socio-

culturally sensitive.

The tourism planning approaches of Gunn (1979), Kaiser and Helber (1978), and Murphy (1986) were reviewed using the criteria established in earlier chapters. None of the examined tourism planning approaches appeared to be entirely adequate for creating a type of tourism development which would encourage the development of the community and its residents. However, specific aspects such as the concept of the planning body (Gunn, 1979) and the incorporation of some management functions into the tourism planning activity (Murphy, 1985) were identified as being useful in the development of an appropriate approach to tourism planning for the Caribbean.

Following the examination of tourism planning approaches, small-scale entrepreneurial development was identified as a development concept which would bring economic development to individual communities, and economic independence and an improved standard of living to residents. More pertinently, the development goals of increased freedom of choice, and more generally, self-enrichment and greater self-esteem, were also identified as critical to the development of a people and a country.

From an examination of development literature and

practices, it was concluded that: 1) the encouragement of indigenous entrepreneurial development, 2) the support of smaller-scale enterprise in the tourism industry; 3) the provision of education and training opportunities for use both in the tourism industry and in the larger society and 4) the increased local control of the industry, were concepts which should be considered in the development of an appropriate approach to tourism planning for the Caribbean.

In the subsequent stage, some specific aspects of Caribbean tourism were identified, in addition to the selective examination of those aspects of the Caribbean social system which were deemed to have impacts on the determination of a type of tourism planning which is appropriate for the Caribbean. It was established that: (1) heavy foreign ownership of the Caribbean tourism product, along with deficiencies and inefficiencies by local producers and manufacturers inhibit the possible linkages between the tourism industry and other economic sectors; (2) the local Caribbean population tends to be inhibited from becoming fully involved in the tourism industry due to (a) the prevalence of tourism enclaves; (b) being economically and psychologically overwhelmed by the local economic elite; and (c) at times, being trapped between irreconcilable lofty notions of wealth and grave economic circumstances.

Tourism planners in the Caribbean need to be cognizant of those social and economic elements of the society which directly or indirectly repress wide-spread involvement in the tourism industry. Such elements undermine the emergence of the indigenous entrepreneurial sector and furthermore militate against the active development of locally-based tourism.

Finally, the pertinent concepts derived from tourism planning literature, development literature and field observations, which were identified as being relevant to the development of an appropriate approach to tourism planning for the Caribbean, were incorporated into a conceptual tourism planning approach. This developmental approach to tourism planning is largely concerned with indigenous entrepreneurial development, community development, and tourist satisfaction. The approach would involve three basic activities: (1) national tourism planning, (2) local-level tourism planning and, (3) the activities of the planning body (see Fig. 5.1).

National tourism planning should be primarily concerned with policy formulation. It should be carried out with input from the proposed regional tourism planning body (the Caribbean Tourism Planning Association (CTPA)), and in

collaboration with representatives from national government ministries, tourism associations, business associations, and social groups and organizations. Each represented group would be expected to contribute to the national planning process by identifying their specific concerns within the industry. The national tourism planning group would contribute to the formulation of national tourism policies in conjunction with the planning body. The planning body would have also benefitted from the feedback of the local tourism planning process.

The national tourism planning approach would allow for the wider representation of the population and would encourage greater professional input which is necessary for the formulation of comprehensive tourism policies.

Tourism planning at the local level should include input from residents of the community, educators and trainers, and representatives from financial and lending institutions. Each group has a specific function in the Developmental Tourism Planning system.

A Developmental Tourism Planning (DTP) system (see Fig. 5.2) was presented from the local level and within an economic context. However, it also has structural utility at the national and regional levels in addition to being

adaptable to other environmental circumstances.

The system was based on the specific outputs of resident/community development and tourist satisfaction. The process of achieving resident/community development involves specific inputs into the planning process; the identification of entrepreneurial and enterprise parameters, the acquisition of the required education and training necessary entrepreneurial development and finally, the establishment of opportunities for credit and for the financing of small business enterprises. The output of tourist satisfaction is achieved by specific tourist inputs which are primarily marketing oriented. They include market segmentation, marketing strategy, and strategy execution.

The entire developmental tourism planning system would be monitored, evaluated, and controlled through the planning body. This should ensure that the planning process would be continuous and that the outcomes would be consistent with established or revised goals and objectives.

In most contemporary tourism planning approaches, usually only cursory consideration has been given to the developmental needs of a region and its local residents. Developmental Tourism Planning (DTP) should provide the structure for integrating tourism into national development.

DTP is primarily based on indigenous entrepreneurial development. Therefore its relevance should extend beyond the tourism industry and developing countries. The DTP approach should not only facilitate the emergence of a vibrant indigenous entrepreneurial sector and create opportunities for indigenous tourism development, but should also result in bolstering the self-esteem and pride of local populations.

The proposed Developmental Tourism Planning offers a co-operative, collaborative approach to tourism planning. It is neither a top-down nor bottom-up approach, nor is the nature of the involvement of the community in the planning process 'tokenistic'. Instead, the approach would utilize the technical knowledge and expertise of professionals in advisory and supportive capacities while relying heavily on the wisdom of the local population to largely initiate, direct, and control the growth of tourism development.

DTP is a timely approach to tourism planning especially in light of the current trends in tourism. For instance, Ferrario (1988:24) noted that (1) 94% of the general holiday public require low-priced, non-luxury accommodations, (2) young people - described as the bulk of tourism's market - and the middle-aged market are keen on genuine environmental experiences with the accent on some sort of adventure and

personal discovery (ibid.:26). Therefore, a tourism planning approach which would encourage the local population to become involved in the creation of the tourism product at the local level should conceivably deliver affordable, varied, and culturally-based tourism experiences.

The DTP is purely conceptual. Its practicality can only be ascertained through implementation. Thus the next logical step for future research would be an application of the DTP system/model at a local level in a community. For instance, it would be appropriate to apply the DTP system in Chalky Mount, Barbados, where the field research for this thesis was conducted.

Further research should also attempt to address the following concerns:

- (1) at what stage of the tourism development cycle would the DTP approach be most plausible and effective?
- (2) how can communities be organized so that the DTP system may be truly effective?
- (3) how can the national tourism planning body remain reasonably neutral of political biases?
- (4) what concrete means can be established for funding tourism projects and compensating trainers and

educators?

- (5) how can the DTP system assist in establishing and encouraging healthier domestic tourism¹? and
- (6) how should the marketing functions which occur at the local levels relate to national marketing functions?

Developmental Tourism Planning proposes the emergence of a new kind of tourism. This would be a kind of tourism which would encourage the local residents to take pride in their culture and heritage, as well as inspiring within local residents an irreproachable sense of self and sense of place; a kind of tourism where tourists would at once recognize the integrity of the destination and would evoke a desire within tourists to have positive shared experiences with the local population of a destination.

¹ Domestic tourism, although less glamorous than international tourism, is more reliable (Ferrario, 1988:28).

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APPENDIX 1

SOCIAL CARRYING CAPACITY

Social carrying capacity for tourism is defined as "that point in the growth of tourism where local residents perceive on balance an unacceptable level of social disbenefits from tourism development" (D'Amore, 1986:144). Social carrying capacity is not a planning method but the concept provides a framework for tourism planning with the community.

The following is an outline of the social carrying capacity guidelines forwarded by D'Amore (1986) to planning in harmony with the host community. Although these guidelines are specific to a number of British Columbia communities, they can be successfully transferred and applied to most communities.

D'Amore contends that social carrying capacity for tourism is useful for two purposes. Firstly, because the concept of carrying capacity is based on the fact that there is a finite supply of a given resource. Likewise, the tourism supply is limited in actual quantity (i.e. accommodation units) and that the hosts' attitudes and

behaviours, a supply of tourism resources, are subject to limits of tolerance. And secondly, because the concept of carrying capacity provides a framework within which to assess the relative social impacts of tourism on a given community.

D'Amore's study of communities in B.C. represented an initial attempt to use the framework of social carrying capacity to assess social sensitivity to tourism development. The following nine guidelines for socially sensitive tourism development reflect the positive conditions associated with locally appropriate tourism development.

- (1) The tourism industry should be the subject of a promotional campaign designed to educate the general public.
- (2) At the local level, tourism planning should be based upon overall development goals and priorities identified by residents.
- (3) The promotion of local attractions should be subject to resident endorsement.
- (4) Coordinated public and private efforts should be made to maintain the integrity and quality of local opportunities.
- (5) The involvement of locals (natives) in the tourism industry should proceed only where they consider that the integrity of the traditions and lifestyle will be respected.
- (6) Programmes should be investigated to encourage the use of local capital, entrepreneurial ability and labour in the tourism industry.
- (7) Opportunities should be provided to obtain broad-based community participation in tourist events

and activities.

- (8) Communities in tourist destination areas should adopt or refine themes and events that reflect history, local styles of geographic setting.
- (9) Attempts to mitigate general growth problems identified in a given community should precede the introduction of tourism or any increase in existing levels of tourist activity.

APPENDIX 2

Management Planning

The concept of management planning has been predominantly applied to recreation agencies and recreation planning. Nonetheless, the concept also holds much relevance to tourism planning.

Management planning integrates planning with other management functions. It primarily involves research into those environments affecting the industry, establishing goals and objectives, evaluating outcomes, and establishing action plans for transforming processes (Getz 1986:27).

The purpose of introducing the concept of management planning is not necessarily to make a comparison between the tourism planning approaches presented in the main body of this thesis. Indeed, there are clear parallels between this approach and the other approaches (Gunn 1979, Kaiser and Helber 1978), particularly to the systems planning approach Murphy (1985) adopted. This management planning concept has specific relevance to the proposed tourism planning approach for developing regions.

Getz (1986) stated that the Park and Recreation System

operates in three environments: general, immediate and internal. The general environment is all societal influences on leisure and the policies or actions of other governments or industries that affect the organization. The immediate environment is all the political considerations that directly impinge on the agency (or organization), as well as full understanding of the populations and environments being served by the organization. The internal environment (the transforming actions or process) represents the activity of taking inputs (resources¹ and knowledge) and creating products intended to satisfy certain goals.

The applicability of the Parks and Recreation System (see Appendix 3) to an appropriate approach to tourism planning lies in its integration of the three management functions of control, maintenance, and coordination with planning. Getz defines control as the permanent process of setting goals and evaluating effectiveness. The process accommodates and ensures the feedback from users, non-users, politicians, and experts and an assessment of the project/program's progress. Control, maintenance (the day-to-day administration of the organization) and coordination (both internal and external) are management functions which cause planning to be a continuous and on-going process.

¹ Resources refer to physical natural features, cultural resources, existing services and facilities, and transportation.

APPENDIX 3

The Parks and Recreation System

Source: Getz, 1986

Appendix 4

Model for the Tourism Planning and Development Process.

Source: McIntosh, 1977

Appendix 5a

TOURIST ARRIVALS IN THE CARIBBEAN BY ORIGIN

	Thousands							
	1980	1981	1982	1983	1984	1985	1986	1987
					(1)	(1)	(1)	(2)
U.S.A.	4038	3901	4085	4522	4710	4975	5288	5972
Canada	505	458	440	429	467	563	572	609
Europe	823	759	746	712	674	695	773	1004
Caribbean (3)	560	635	655	670	710	705	695	730
Other (4)	438	417	419	339	450	427	473	576
Unspecified (5)	509	496	587	577	578	610	674	760
Total	6873	6666	6932	7249	7589	7975	8475	9651
	Percentages							
U.S.A.	58.8	58.5	58.9	62.4	62.0	62.4	62.4	61.8
Canada	7.3	6.9	6.3	5.9	6.2	7.1	6.8	6.3
Europe	12.0	11.4	10.8	9.8	8.9	8.7	9.1	10.4
Caribbean	8.1	9.5	9.4	9.2	9.4	8.8	8.2	7.6
Other	6.4	6.3	6.1	4.7	5.9	5.4	5.6	6.0
Unspecified	7.4	7.4	8.5	8.0	7.6	7.6	7.9	7.9
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

- (1) Revised estimates
- (2) Preliminary estimates
- (3) Definition of 'Caribbean' varies from country to country
- (4) Mainly Central and South America
- (5) Includes all arrivals of unspecified country of origin

Source: Tables 5 to 9 of this Report

**TOURISTS* BY MAIN MARKET
1987**

* Tourists to the Caribbean

Source: CTCR, 1987

Member Countries of CTRC

ANGUILLA
ANTIGUA AND BARBUDA
ARUBA
BAHAMAS
BARBADOS
BELIZE
BONAIRE
BRITISH VIRGIN ISLANDS
CAYMAN ISLANDS
CURACAO
DOMINICA
GRENADA
GUADELOUPE
GUYANA
HAITI
JAMAICA
MARTINIQUE
MONTSERRAT
PUERTO RICO
SABA
ST. EUSTATIUS
ST. KITTS AND NEVIS
ST. LUCIA
ST. VINCENT AND THE GRENADINES
SURINAME
TRINIDAD AND TOBAGO
TURKS AND CAICOS ISLANDS
U.S. VIRGIN ISLANDS

CARIBBEAN HOTEL ASSOCIATION (CHA)
CARIBBEAN TOURISM ASSOCIATION (CTA)

Appendix 7

FUNCTIONS OF THE TOURIST BOARD

(Section 12 of the Tourist Board Ordinance 1957)

- (a) To develop all aspects of the tourist industry of Trinidad and to Tobago and to promote its efficiency;
- (b) to adopt all such measures as they may deem fit to advertise and publicise Trinidad and Tobago as a tourist resort throughout the year;
- (c) to promote and secure such increased shipping and airline facilities as will tend to increase tourist traffic to Trinidad and Tobago;
- (d) to secure the most favourable arrangements for the entry of tourists into Trinidad and Tobago;
- (e) to encourage by such measures as they may deem fit the development of such amenities in Trinidad and Tobago as may be calculated to enhance the attractiveness of Trinidad and Tobago to tourists with special reference to entertainment, conservation of local flora and fauna, deep sea fishing and handicrafts;
- (f) to undertake such research, experiments and operations as may appear to them to be necessary for the improvement of the tourist industry and control or eliminate any undesirable factors that may affect it;
- (g) to make all such enquires and to collect all such information as they may think necessary for the purpose of carrying out their duties and functions under this section;
- (h) generally to take all such lawful measures as they may consider likely to assist them in carrying out most effectually the purposes of this Ordinance.

Source: Haider, 1982

Appendix 8
STAGES IN THE ORGANIC DEVELOPMENT OF A
PERIPHERAL TOURIST INDUSTRY

Appendix 9

Interview Questions For Residents of Chalky Mount

The following questions were used solely as a guide while conducting informal interviews with the residents of Chalky Mount:

1. What kind of (general) development would you like to see in St. Andrew, particularly in Chalky Mount?
2. Are there many tourists visiting Chalky Mount presently? Approximately how many?
3. Does the presence of tourists cause the residents of Chalky Mount any inconveniences or problems?
4. Would an influx of tourists be disruptive to your daily activities?
5. Do you want the village of Chalky Mount (further) developed for tourism? If so, what kind of tourism development would you prefer to have here?
6. What role do you see yourself playing (or what contribution would you make) in proposed tourism project(s)?
7. What benefits or loss do you foresee for yourself and for the village as a result of further developing Chalky Mount for tourism?
8. Is there a keen interest in pottery by (a) locals/residents of Barbados (b) tourists?
9. What is the extent of that interest (a) curiosity (b) learning the skill (c) purchases?
10. What changes, if any, would you like to see in the pottery industry?

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Chalky Mount, St. Andrew, Barbados, June 16, 1988.

Greaves, V. Manager, Handicraft Division,
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Bridgetown, Barbados, June 17, 24, 1988.

Green, L. Potter/Co-owner,
Coral Island Pottery, St. Andrew, Barbados, June 14,
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Griffith, Dr.
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Hall W. Minister,
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Chalky Mount, St. Andrew, Barbados, June 16, 1988.

Neblett, C. Member of Parliament for St. Andrew,
Prime Minister's Office, St. Michael, Barbados, June
13, 24, 1988.

Scantlebury, M. Marketing Manager,
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21, 1988.

Springer, J. Potter,
Chalky Mount, St. Andrew, Barbados, June 16, 1988.

Wilshire, H. Potter/Co-owner,
Coral Island Pottery, Chalky Mount, St. Andrew,
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