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COMMUNITY TOURISM POLICY & STRATEGY

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MINISTRY OF TOURISM

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KEY DEFINITIONS

Community Tourism: Community Based Tourism is the interaction between the host community and visitor which leads to the sharing and enjoyment of community experiences products and services

Community Tourism Enterprise (CTE): The following criteria define CTEs: 1) they are small, medium or micro-enterprises which pursue sustainable tourism and return economic, cultural, social and environment benefits to the communities in which they operate. 2) The community in which they operate must be able to influence the decision-making process of the enterprise. 3) Ideally, they are owned and operated by the community or one or more community members, either in whole or through joint ventures. 4) They promote the local tourism value chain through linkages, where appropriate, to agriculture, arts and crafts, food service and related small businesses in the community. Privately-owned businesses that meet the first two criteria may also qualify as CTEs.

Export Market-Ready: Term means tourism products are judged to be market ready in their ability to meet industry standards at national and international levels, thus satisfying minimal industry accepted quality. There are three levels of 'readiness' the international marketplace demands from tourism businesses:

- **Visitor Ready**: Business has all its licenses, permits and insurance in place in order to operate legally.
- **Market Ready:** Business markets to potential visitors in the planning stages, communicates with potential visitors year-round, and is ready to accept advanced reservations.
- **Export Ready:** Business markets to and through travel trade distribution sales channels, understands commission or net rate pricing, and agrees to trade bookings and a cancellation policy.

LIST OF ACRONYMS

Institutional Arrangements Structure

AGD	Attorney General's Department
CTP	Community Tourism Partners Committee
CTS	Community Tourism Secretariat
EFJ	Environmental Foundation of Jamaica
FCF	Forest Conservation Fund
HEART/NTA	Human Employment and Resource Training/National Training Agency
IDP	International Donor Partner
IFI	International Financing Institution
IOJ	Institute of Jamaica
JAMPRO	Jamaica Promotions Corporation
JCDC	Jamaica Cultural Development Commission
JCF	Jamaica Constabulary Force
JFB	Jamaica Fire Brigade
JHTA	Jamaica Hotel and Tourist Association
JSIF	Jamaica Social Investment Fund
JBDC	Jamaica Business Development Corporation
JPAT	Jamaica Protected Areas Trust
JTB	Jamaica Tourist Board

LFMC	Local Forest Management Committees
LPA	Local Planning Authority
MEM	Ministry of Energy and Mining
MOH	Ministry of Health
MOT	Ministry of Tourism
NEPA	National Environment and Planning Agency
JNHT	Jamaica National Heritage Trust
NLA	National Land Agency
NWA	National Water Agency
NSWMA	National Solid Waste Management Authority
PCC	Policy Coordination Committee
PDC	Parish Development Committee
PIOJ	Planning Institute of Jamaica
REDI	Rural Economic Development Initiative
RADA	Rural Agricultural Development Authority
SDC	Social Development Commission
TEF	Tourism Enhancement Fund

Other Acronyms

BREDS	BREDS The Treasure Beach Foundation
CTE	Community Tourism Enterprise
EU	European Union
FAM	Familiarization Trip
IDB	Inter-American Development Bank
JBDC	Jamaica Business Development Corporation
JCDT	Jamaica Conservation Development Trust
JTB	Jamaica Tourist Board
MOT	Ministry of Tourism
NGO	Non Governmental Organisation
SWOT	Strengths, Weaknesses, Opportunities, Threats

EXECUTIVE SUMMARY

Background

Community tourism development presents Jamaica with a major opportunity to advance its goals of an inclusive tourism sector that contributes to the nation's economic and social development. International tourism trends are showing a shift away from 'sun, sand and sea (3S)' tourism and toward interactive, experiential tourism. Jamaica has a mosaic of communities that can offer exciting and distinctive natural, heritage and cultural experiences well matched to this experiential market trend. To take advantage of this opportunity, Jamaica commissioned the development of a national Community Tourism Policy and Strategy.

The Community Tourism Policy and Strategy was funded under the Jamaica Social Investment Fund-Rural Enterprise Development Initiative (JSIF-REDI) and led by the Ministry of Tourism (MOT). The Technical Committee that supported the effort included representatives from MOT, JSIF-REDI, the Jamaica Tourist Board (JTB), the Tourism Product Development Company (TPDCo), the Tourism Enhancement Fund (TEF), the Social Development Commission (SDC), the Rural Agriculture Development Authority (RADA), the Jamaica Business Development Corporation (JBDC), the Jamaica Promotion Corporation (JAMPRO), the Bureau Women's Affairs (BWA), and the Forestry Department. In addition the Inter-American Institute for Co-operation in Agriculture (IICA) also sits on the Technical Committee.

Situation Assessment

An extensive consultation process was undertaken with communities, the public and private sector, and the tourism industry to determine the issues, concerns and opportunities facing communities interested in pursuing community tourism. This was supplemented by; (i) an international review of best practices and lessons learned in community tourism from around the world, (ii) a comprehensive review of the existing institutional, regulatory, policies and programmes framework under which community tourism operates in Jamaica, and (iii) the perspectives of the international and domestic travel trade their clients' needs and expectations for community tourism product. The full results are available in the *Jamaica Community Tourism Policy and Strategy: Situation Review and Assessment*, which is published as a separate background report.

The assessment indicated that international market trends, the market characteristics of the Jamaican tourism sector, and the diverse array of interesting and distinctive communities offer a combination of very promising conditions on which to grow a vibrant community tourism sector. It also demonstrated that there are many constraints, gaps and capacity issues that need to be addressed. In particular, the need to strengthen the capacity of communities to successfully pursue tourism was identified by all stakeholder groups.

Notwithstanding the gaps and capacity issues facing communities, it was also clear from the situation assessment that community tourism enterprises and most communities are enthusiastic and passionate about participating in the tourism sector. This will help immeasurably in strengthening the foundation on which to build a strong community tourism sector in Jamaica.

National Policy Context

The national goals established for the tourism sector integrate aspirations for an internationally competitive product that is distinctly Jamaican in an inclusive sector that contributes to economic

development, a skilled workforce and a sustainable environment. Like the present national tourism sector, the reach of community tourism can extend far beyond tourism, generating increased community capacities, stronger community governance, employment creation, poverty reduction and gender empowerment and enhanced resource appreciation and protection. The Community Tourism Policy and Strategy is designed to advance these national and community interests through tourism development at the community level.

The Community Tourism Policy

The vision for community tourism is proactive in encouraging viable and sustainable tourism products, while remaining grounded in, and respectful of, national values for socio-economic development, natural, heritage and cultural resources, and sustainable communities.

> *Community Tourism Vision: an invigorated tourism sector in communities that enriches community quality of life through social, cultural, economic and environmental benefits, exemplifies sustainable livelihoods, and strengthens Jamaica's national policy values and interests.*

The goals for community tourism call for an internationally competitive community tourism sector that contributes to national interests while generating benefits for communities.

An important theme, embedded in the Community Tourism Policy's goals and strategies, is the requirement for national community tourism development standards that will help to guide communities to develop market ready products for both the international and domestic markets. At the heart of the strategies is a partnership approach, reflecting the call for inclusiveness by the Tourism Sector Goals, and the need to ensure Government, communities, NGOs and the private sector collaborate effectively.

Goals for Community Tourism	
Community Tourism Policy	1. *Facilitation of an internationally competitive, robust and inclusive community tourism sector;* 2. *Support for local communities and appropriate entrepreneurs and NGOs in local communities to develop export market ready, sustainable community tourism experiences;* 3. *Promotion of community tourism that is consistent with, and does not compromise, national policies for resource protection, cultural integrity and community governance; and* 4. *Support for community tourism that creates the conditions to advance national policies and generate social, cultural, economic and environmental benefits for local communities.*

Organizing for Implementation

Implementation of the Community Tourism Policy will fall under the Ministry of Tourism's mandate. MOT will seek advice and input as necessary from a Policy Coordination Committee comprising key policy agencies of Government. A Community Tourism Secretariat (CTS) will be established to work with communities to undertake the implementation programme. Housed in TPDCo and staffed from their existing personnel complement, the CTS will report to MOT during the implementation programme, and draw on advice and input from other Government agencies, NGOs and the private sector as required.

Insight, advice and progress reviews will be provided by a Community Tourism Partners Committee (CTP) comprised of community representatives as well as selected representatives from the NGO and private sector.

Underlying Framework for Implementation

Product Tier	Description
Tier 1: Export Market Ready	These are tourism products that operate at international industry standard levels, and have the knowledge, systems and finances in place needed to work through travel trade distribution sales channels. This Tier focuses on assisting the market ready products to increase business and enhance their operations.
Tier 2: Market Ready	This Tier's community tourism product operates legally and has reached the basic level of readiness to welcome visitors, but there are shortfalls in meeting international industry standards, and hospitality / service / marketing levels. The Tier focuses on building participation and success in the tourism industry by communities and community members as community tourism operators and employees.
Tier 3: Start-Up Product Stage	In this tier the community tourism product is in the planning and start-up mode or basically undeveloped but there is an interest in pursuing tourism as an economic development activity. This Tier builds awareness, initiates planning and develops the capacity of communities, businesses and individuals to enter the tourism sector.

Without market-driven, viable products, community tourism development will ultimately fail. Therefore the framework for implementation is based on an export, market ready classification system that will guide the delivery of assistance and support. This is a well-accepted approach by industry and destinations around the world, and reflects a market responsive orientation that will attract the international travel intermediaries who have clients interested community tourism experiences.

Assessing and rating community tourism enterprises/communities provides the basis for identification of Action Plans for each opportunity, addressing product development and support, community capacity building and a plan for achieving community and national benefits associated with the opportunity.

Implementation Programme

A comprehensive, five year implementation programme has been developed to implement the Community Tourism Policy and Strategy. It features the creation of a National Community Tourism Toolkit setting out the standards, processes and tools for implementation, the preparation of Action Plans for each community tourism opportunity, and a phasing plan for delivery of support and capacity building.

The decision to implement the Community Tourism Policy and Strategy is a defining moment for Jamaica's tourism sector. Adding new depth and diversity to the sector by embracing widespread community participation in tourism not only responds to global market trends, but it also offers a vehicle to help achieve national aspirations for strengthening community quality of life through poverty reduction, gender empowerment and equality, improved security and natural, heritage and cultural protection. Thus the social, economic and cultural benefits of a vibrant community tourism sector will serve communities well for this and future generations.

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CHAPTER 1

INTRODUCTION

Experiential tourism is one of tourism's fastest growing sectors, appealing to markets interested in nature, heritage and cultural experiences in the destinations they choose. Community tourism is an important segment for this growing market interest, providing tourists with a personal, interactive connection with local community members that enhances their understanding of cultural differences. For the communities themselves, it is an opportunity to interpret their culture to an appreciative audience, foster pride in their community, and diversify their economies.

The Government of Jamaica recognizes the opportunity that this international market presents for providing meaningful involvement by communities in the tourism sector. The country's diverse and interesting communities are endowed with rich history, culture and beautiful natural settings, and offer real opportunities to tap into the experiential tourism market worldwide.

This potential has motivated Jamaica to commission the preparation of a community tourism policy and strategy to encourage and guide the development of community tourism over the next several years. The first phase in this effort was completion of a situation assessment concerning community tourism, informed by consultations with local communities, government representatives, non-governmental organisations (NGOs), and both the domestic and international tourism sector. The results were very encouraging, indicating wide-ranging interest in, and commitment to, community tourism development in Jamaica.

It is against this backdrop that this comprehensive community tourism policy and strategy is presented.

1.1 POLICY RATIONALE

The development of a community tourism policy is not only important to establish a clear commitment to fostering positive community involvement in tourism, but it can also set the stage for the inter-agency coordination necessary to deliver support for communities and local enterprises to offer competitive tourism products. Unlike the tourism sector's well-developed public/private relationship, community tourism development does not have that history. To be successful, it will require the creation of positive and coordinated relationships between national government, communities, the tourism sector and, in many cases Community based Organisations (CBO) and Non Governmental Organisations (NGOs). The challenges this presents for all participants require policy and strategic leadership at the national government level to provide guidance for implementation.

The potential benefits for communities, and for the nation as a whole, from a vibrant community tourism sector are many. It is not just tourism opportunities that are the focus, but also the opportunities to advance national policies such as employment and business creation in communities, poverty reduction, gender empowerment and equality, as well as natural, cultural and heritage development and protection. Therefore the community tourism policy and strategy, in addition to fostering the development of a new tourism segment, is designed to advance national economic and social policies, and capture these benefits during the course of the policy's implementation.

1.2 KEY POLICY ISSUES

It is widely recognized by the UNWTO, that Tourism has the potential to contribute to poverty alleviation. Jamaica continues to face the challenge of fulfilling the first goal of the *UN Millenniums Development Goals* : MDG1: Eradicate Extreme Poverty and Hunger. Poverty is a major challenge for Jamaica. The data shows that since 2008, there is a continuing slow rise in the national incidence of poverty (PIOJ 2012)[1]. According to the *Jamaica Survey of Living Conditions* (JSLC), the prevalence of poverty has increased to 17.6 per cent in 2010, up from 16.5 percent in 2009, and compared to 12.3 per cent in 2008.

The rural areas had the highest incidence of poverty[2]. In 2009, 22.5% of Jamaicans lived below the poverty line in rural areas compared to a 12.8 percent poverty rate found in the Kingston Metropolitan Area (KMA) and 10.2 percent poverty rate in other urban areas.[3]

This upswing in poverty levels is a consequence of the declines in large scale traditional agriculture such as citrus, banana, cocoa and sugar cane; the collapse of the global economic crisis which resulted in a contraction in GDP, increased unemployment, and the downturn in Bauxite Industry since 2008.

The Medium Term Socioeconomic Policy Framework (MTSPF) elaborates the Government of Jamaica's approach to addressing poverty. The strategy has shifted from welfare-driven programmes to developmental programmes. At the core of this paradigm shift is the fostering of human capital, the stimulation of investment, the strengthening of social security and the facilitation of social stability within communities rather than to the individual.

One of the Vision 2030 National Strategies is to "Expand opportunities for the poor to engage in sustainable livelihoods". However, a major factor mitigating Jamaica's ability to fulfil this goal is unemployment. In 2012, the average annual unemployment rate rose to 13.7%. Unemployment among youth (ages 15-24 years) was as high as 34.0 per cent. On a gender perspective, unemployment rate for women was higher than men at 14.2% and 7.7% respectively. Spatially, there is little difference between the incidence of unemployment between rural areas (9.5%) compared to urban areas (10.7%)[4]. The situation is further compounded by the high unemployment rate among persons with vocational training (whether or not they are certified) which is actually higher than any other category of persons in the labour force including persons who have received no training.[5]

With the contraction of economic activities there was marginal growth of 0.6 per cent in the labour force in 2012. There was also a decline in the average annual employment in both the Goods Producing Industry and the Services Industry[6].

The pattern of employment in Jamaica as reported in the ESSJ 2012 report reflects the current orientation of the economy toward services. Despite the decline in the number of persons employed, the Services Industry accounted for the majority (66.9 per cent) of the employed labour force.

Through this Policy Framework, a wide range of varying employment opportunities in community-based tourism activities will emerge, to embrace the hidden untapped creative talents of the Jamaican people in

[1] Economic Social Survey of Jamaica (2012) PIOJ
[2] The Medium Term Socio-Economic Policy Framework (MTF) 2012-2015 (PIOJ 2013)
[3] Jamaica *Survey of Living Conditions 2009, STATIN*
[4] Labour Force Survey, 2007STATIN,
[5] Labour Market & Productivity Sector Plan Vision 2030
[6] ESSJ 2012

particular the vulnerable population groups such as women, youth, under skilled and unemployed, as well as the pool of trained/ certified, individuals.

Therefore, for Jamaica to achieve "Developed Country" status, as is the goal of the Government's National Development Plan: Vision 2030, then development of rural areas needs to at least keep pace with development in urban areas. Hence, this policy is aimed at empowering communities to harness the potential of tourism to generate income and sustain livelihoods

Community tourism has the potential to address these issues by harnessing under-utilized human capital, natural resources, and cultural heritage of Jamaica's economically marginalized rural and urban communities. Empowering communities to undertake community tourism will generate opportunities for sustainable livelihoods, improve their social condition, and celebrate, preserve and rejuvenate their natural and cultural heritage. In addition, it will contribute to poverty alleviation and generate self-sufficiency, self-determination and pride for communities.

1.3 DEFINITION OF KEY TERMS

The definitions of community tourism that have been used in to date in the Caribbean as well as previous community tourism initiatives in Jamaica

The United Nations World Tourism Organizations (UNWTO) proposes community tourism development within the context of sustainable development. According to the World Tourism Organization (2001), sustainability principles in tourism refer to the maintenance of a balance between the environmental, economic and socio-cultural aspects of tourism development. UNWTO recognises that the literature uses the terms *Community Tourism* and *Community based tourism* inter changeable. *Community based tourism* according to the UNWTO refers to communities which engage in 'front line operations' that incorporate direct interface with tourists. Such operations are generally co-located within the residential boundaries of a community, or in close proximity adjacent to the community. Many of these activities are to be based on the development of local resources as attractions or as direct services to tourists.

The Caribbean Tourism Organization (CTO) has a mandate to promote sustainable tourism in the Caribbean, and community tourism forms an important part of CTO's strategy to meet that mandate. The CTO's working definition of community tourism is

A collaborative approach to tourism in which community members exercise control through active participation in appraisal, development, management and/or ownership (whole or in part) of enterprises that delivers net socio-economic benefits to community members, conserves natural and cultural resources and adds value to the experiences of local and foreign visitors. This encompasses both tourism activities in a community and goods and services supplied to the tourism industry by one or more community members." (2006)[7]

The *Master Plan for Sustainable Tourism Development* in Jamaica placed strong emphasis on community tourism, and laid out a set of criteria to describe it.

[7] *Competing with the Best: Good Practices in Community-based Tourism in the Caribbean;* 2006, CTO

...community-based tourism means putting local communities in control of the development of the wider tourism product and ensuring that the benefits of tourism are spread widely within the community. It means giving priority to:

- *bottom-up planning involving community organisations;*
- *managing the interface with tourists, including the control of harassment;*
- *developing products in which local people can take pride;*
- *local involvement in the ownership and management of tourism products and businesses;*
- *increasing the supply of goods and services supplied to the industry.*

The Sustainable Communities Foundation in partnership with the St. Elizabeth Homecoming Foundation through their CIDA funded *Jamaica Community Tourism project* proposed the following definition of community tourism:

Community Tourism is both an integrated approach and collaborative tool for the socio-economic empowerment of communities through the assessment, development and marketing of natural and cultural community resources which seeks to add value to the experience of local and foreign visitors and simultaneously improve the quality of communities.

In 2009, under the Rural Economic Development Initiative, the Jamaica Social Investment Fund developed a working definition of community tourism for their purposes.

Community-based tourism is an alternative tourism product that has been and is being developed in Jamaica and to some extent, in the Caribbean region, to meet the varying needs of the local and overseas vacationer seeking a "natural" experience.....Community tourism is not a brand of tourism, but rather a type of ownership and management arrangement. One set of alternative tourism products focuses on Jamaica's history, culture and nature-based attractions in rural communities outside the main resort areas. Community based tourism is one or a combination of tourism products offered at a community level to domestic or international visitors. In the Jamaican context, community-based tourism usually refers to visitor interaction with local people in rural areas.

CHAPTER 2

SITUATION REVIEW AND ASSESSMENT SUMMARY

This section provides a summary of the key findings of a comprehensive situation assessment conducted in Phase 1. The full results are available in *National Community Tourism Policy and Strategy: Situation Review and Assessment*, published as a background report for this project.

2.1 Community Tourism on the World Stage

International tourism trends are showing a shift away from 'sun, sand and sea (3S)' tourism and toward interactive, experiential tourism. Many of today's travellers want to travel to emerging destinations, make personal and intimate connections to the local culture and the people, and learn about the history, traditions and day-to-day life. 'Voluntourism' trips, where people support improvements in social development; or 'experiential tourism' where experiences are created to engage visitors in a series of memorable activities that are inherently personal, and engage the senses are growing in popularity. Likewise, 'gastronomic tourism' another special interest tourism niche which promotes food and culture as the main travel motivator to a particular destination is emerging. [8]

These current market trends indicate the growing demand for community-based tourism experiences.

Active family vacations and intergenerational trips are also on the rise. The North American and European markets, which comprise a majority of the visitors to Jamaica, show a particular propensity for the above types of experiences, providing a strong market foundation for community tourism development in Jamaica.

Similarly, domestic tourism which is the bread and butter market for many destinations in the developed world is increasing in importance for developing countries with growing middle classes. Although domestic tourism does not generate foreign exchange for Jamaica, it has similar advantages to inbound tourism. The needs and expectations of the domestic tourist are similar to those of the domestic tourist. The development of this sub sector can be strengthened through community tourism.

Community tourism is an umbrella term that covers a wide spectrum of tourism niches and types. The portfolio of community tourism products in Jamaica can include community tourism nature, birding, adventure and cultural experiences as well as voluntourism, family experiences and thematic tourism products. Community tourism can also incorporate sports, health, events/festivals and related tourism products. To meet the characteristics, needs and preferences of these markets the product development focus will be on sustainable, authentic and hands-on experiences that provide opportunities for one-to-one interaction with local people.

2.1.0 Models of Community Engagement

Three models/modes of engagement for supporting and engaging communities in economic development (not tourism specific) was reviewed. These models among other models of engagement can be employed to support and engage different communities in community tourism development. The following chart presents a comparative summary of their strengths and weaknesses.

[8] Ypartnership and Tourism Intelligence International,

Comparative Assessment of Models of Engagement		
	Strengths	**Weaknesses**
One Village One Product	• Notable success at generating powerful market linkages that created sustainable incomes in Japan • Often involve subsidies or transfer payments intended to target the rural poor and focus on providing public goods such as skills training • Marketing assistance provided to link to larger markets • Covers broad areas extending from food production to environmental protection • Highlights initiative and innovation by local residents • Fosters coordination between community and government • Recognition by government for development of community initiatives	• Success has mainly been in more developed countries (e.g., Japan, Thailand) • Approach can lack entrepreneurial drive, a market orientation and an insistence on economic sustainability due too much dependence on local government and/or too much control from national government • Problems moving to from micro to larger scale (e.g. lack of training in finance and marketing) • Social indicators are often not used to measure effectiveness (e.g. women's empowerment) • Does not optimise value chain access to national and international markets • Depends on continuous support from government and strong coordination among government agencies • OVOP initiatives outside Japan have focused on government rather than community leadership (difficult to balance leadership and decision making between local communities and local governments)
Networks/ clusters	• Cooperation between government bodies, NGO's and private sector is enhanced, especially in marketing • Facilitates wide range of tourism development opportunities from food production to accommodation • Effective in information and knowledge sharing • Can help address issues of poverty alleviation, gender equity, and sharing e • Can facilitate exchange among diverse groups (cross cultural) through business development and employment • Can illustrate return on investment more effectively than independent community efforts • Can lead to other alliances and strengths (e.g. advocacy, marketing, training) • Can educate a wider audience • Higher ability to attract funding from outside sources	• High dependency on external funding and support • Must be focused to specific community • Probability of success often depends on the proximity to an existing major tourist attractions • Can be insufficient participation in areas of community tourism management and product development • Strong leadership and partnerships are needed from the outset • Demand for products must be pre-established – often networks do not have access to demand generators • Engagement must be continuous among all stakeholders or cooperation may be jeopardised • Equal commitment from all members are needed to ensure success – strong selection criteria must first be established • Ongoing monitoring for success is necessary to ensure adjustments in products or approach can be recognized • Not always a successful tool for livelihood development
Partnerships	• Inclusion in decision making around land management can help with local empowerment • Can provide benefit sharing and alternative sources of livelihoods to locals • Fosters communication between community and government • When all stakeholders are included, it can aid in clearer communication and policy implementation • Can assist in retaining economic benefit in communities • Fosters increased environmental awareness and conservation efforts by communities • Can enable communities to see tourism as an incentive to conserve natural resources as promotes sustainable integrated resource use and management	• Could be difficult to address in Jamaica as land management policies different from Thailand and wildlife not as prevalent • Government must ensure policy implementation rather than solely development. In Namibia, policy was developed but implementation is slow in coming • Local rules and regulations are often set by government and may not take into consideration community needs • Community members are not always considered at the onset of the program and therefore do not address community needs first

2.2 History of Community Tourism in Jamaica

The concept of Community Based Tourism (CBT) has existed in Jamaica for many years, but at an informal level. In keeping with market demand for a more varied vacation experience in terms of nature, adventure, cultural exchange; the Ministry and its agencies, and various community based organizations in the past, embarked upon strategies that resulted in communities playing a more central role in the tourism industry.

Also, community cultural festivals which mushroomed over the years showcased both the natural and cultural endowments of local communities. Members of those communities who would not normally be directly involved in tourism, participated in the planning and staging of those events. The Community Festivals which were in the genre of food and cultural festivals were predominantly patronized by the local /domestic market and supplemented the more established international events. The spawning of these community-based tourism initiatives by various community based organisations provided socio-economic empowerment to local communities and a value-added experience for local and foreign visitors.

For well over a decade, pragmatic and visionary leaders and policy-makers have recognized the need to move from the mass market tourism that is prevalent in Jamaica to a more sustainable, inclusive model that embraces community involvement in the tourism sector. In 1998, the *Diagnostic and Strategic Options* report that was prepared as Stage 1 of the Jamaica Sustainable Tourism Master Plan project emphasised that pursuing the community tourism development option is essential for moving to sustainable tourism development in Jamaica. The *Master Plan for Sustainable Tourism Development* completed in 2000 stated that communities must play a leading role in the planning and management of the tourism sector so that they can take ownership and be committed to providing a top-notch visitor experience. To ensure that communities do play a leading role and that tourism benefits the wider community in Jamaica, the Master Plan called for giving priority to:

i. Bottom-up planning involving community organisations
ii. Managing the interface with tourists, including anti-harassment management
iii. Enhancing the visitor experience
iv. Community tourism development
v. An inclusive industry
vi. Environmental sustainability

Community tourism development is also emphasised in the *Vision 2030 Jamaica: National Development Plan 2009*. It includes 31 sector plans. The *Tourism Sector Plan 2009 – 2030* is considered a new Road Map for Master Plan implementation and places significant attention on community tourism development. In addition, community tourism-related goals and strategies are included in the development plans for the agriculture, culture and creative industries, health, mining, sport and training sectors.

To support the development of community tourism, the Jamaica Tourism Product Development Co. (TPDCo) has developed the publication *Principles and Guidelines for Community-Based Tourism Projects.* They provide details on how to set up a community tourism product and include guidelines, standards and requirements for community tourism products. TPDCo also conducts tourism awareness activities and provides technical assistance on ecotourism, Bed & Breakfast (B&B), agro-tourism, cultural heritage tourism, and arts and crafts development projects. The Ministry of Tourism and Entertainment, TPDCo and the Jamaica Tourist Board (JTB) have also supported the development of local food festivals and community cultural events.

The (JTB) has not had any marketing programmes specifically focussed on community tourism at this time, however,-two of their programmes have a positive impact on community tourism. The Experience Jamaica programme targets the domestic market and encourages Jamaicans to vacation at home themselves and to generate word of mouth by sharing their experiences with their friends and families. The Meet the People programme matches visitors with Jamaican hosts or volunteers who share a common profession, hobby or interest and who take the visitor out to enjoy every day activities such as hiking or visiting a church, school or a market.

There are a number of community tourism initiatives and programmes conducted by the private sector and various donor and NGO partners.

2.3 Profile of the Jamaica Tourism Market

Current key trends in the Jamaica tourism market are briefly reviewed below.

International visitor arrivals – Jamaica is fortunate to have a high volume of stay-over visitor and cruise passengers visiting each year. In 2010, there were a total of 1.921 million stay-over visitor arrivals and 0.909 million cruise ship passengers.

International visitor characteristics – The inbound visitor market is dominated by North American and European visitors, both markets that display strong interest in niche tourism products. The characteristics of visitors are conducive to community tourism; most are on a leisure vacation, the average length of stay is fairly long (9.2 days overall) and females outnumber males. In addition, 43% visitors are making a repeat trip to Jamaica and the off-beach activity preferences of visitors revolve around nature, heritage and culture experiences. All of these market characteristics are promising from a community tourism product-market match perspective.

Domestic tourism market – The 2010 Tourism Satellite Surveys[9] conducted within Jamaica indicate that 54% of local residents take day excursions while 78.3% participate in overnight trips. The domestic tourists are interested in visiting friends and relatives and connecting to their heritage through community tourism experiences.

Overall, the assessment indicates that the market characteristics of Jamaican tourism sector are very compatible and promising for community tourism development. The main challenge is that the vast majority of visitors are either staying at all-inclusive hotels or visiting on cruise ships. In both cases, their trip packages include activities and food and beverage, making it more difficult to entice them to purchase community tourism day excursions.

2.4 SWOT Analysis of Community Tourism in Jamaica

An audit of community based tourism enterprises conducted by the Jamaica Social; Investment Fund in 200910, and the various consultations with community organisations and MDAs identified several challenges and opportunities involved in building a successful community tourism product in Jamaica. Key findings are summarized below.

STRENGTHS

The macro industry strengths include:

a) a well-recognized Jamaica brand
b) good tourism infrastructure
c) convenient and reasonably priced air access from key markets
d) large visitor market and accommodation base
e) solid network of local and international marketing partners
f) strong international demand for unique, authentic tourism experiences.

Community tourism specific strengths include:

[9] 2010 STATIN

[10] JSIF National Community Development Project 2 (Preparation) Workshop Report. February 7, 2009. Prepared by PA Consulting Group.

a) outstanding and diverse natural assets,
b) unique gastronomic experiences;
c) authentic, vibrant folk forms art and craft, musical heritage in particular reggae music, mento and ska;;
d) appealing community festivals and events that showcase local cuisine and agriculture are an excellent community tourism product
e) diverse ethnic, social and religious groups including Rastafarians and Maroons.
f) strong interest in pursuing community tourism from the Government as over 15 public sector departments and agencies have mandates directly related to community tourism development in Jamaica.
g) a range of private sector tourism associations, environmental and community NGOs, in addition to regional and international development organisations are already active in community tourism development
h) Tourism Product Development Company (TPDCo) community tourism has developed guidelines for the development of community tourism projects

Community Tourism Enterprise strengths:

a) export market-ready or market-ready CTEs have fostered strong linkages and support from host communities ;
b) CTE's have a passion for participating in the tourism sector.
c) export market ready or near export market ready CTEs provide a base on which Jamaica can begin growing its community tourism sector.

WEAKNESSES

The overarching industry weaknesses include

a) Jamaica's strong image as a sea, sun and sand vacation destination that is dominated by all-inclusive hotels which is contrary to the off-the-beaten-path destination image that appeals to travellers seeking community tourism.
b) Community tourism product is not developed in partnership with and linked to mainstream tourism (sun, sea, sand).
c) Destination and CTE marketing is absent. There is insufficient focus, reliable market research on the demand for alternative tourism niches, lack of financial resources, and integration of community tourism in the marketing activities of JTB's tourism marketing programmes.
d) Few revenues are channelled from mainstream tourism into community tourism development
e) Lack of development funding to develop local attractions.
f) Harassment and crime detracts from community tourism.
g) The negative attitude of some Jamaicans toward the tourism industry.
h) Declining budgets of government agencies and departments hinder facilitation of community tourism development.
i) Insufficient funding available to undertake infrastructural upgrades to roads leading to community tourism projects.

At the community level:

a) Most communities are not in a state of readiness for tourism.
b) Governance structures in community organisations are weak.
c) There is a lack of community cohesion and trust. Community members require significant capacity building and training, technical support and financial assistance to successfully develop community tourism.

d) The lack of good roads and signage makes those communities that have tourism potential inaccessible.

e) Communities have deficient infrastructure and services (e.g., potable water, waste, sanitation, health care facilities).
f) basic tourism services such as visitor information centres, public washrooms, venues, parking, public washroom and other facilities needed to successfully host events and visiting groups are absent in communities.
g) Community leadership and cohesion, necessary pre-conditions for developing community tourism, are absent in many communities.

Community Tourism enterprise weaknesses:

a) Only a few CTEs are export market-ready or close to being market-ready [11].
b) Visitors do not have opportunities to engage in close-up participatory encounters with community members.
c) Vast majority of enterprises identified as CTEs are operating as informal enterprises and do not have business orientation, financial literacy and accounting skills.
d) A number of CTE's are not enterprises (i.e., business organisations) but rather are community organisations that are interested in pursuing community tourism.
e) Many of CTE's do not have a well thought out and developed tourism product or experience that would stand the test of market expectations.
f) CTE's do not operate in the professional business-like manner which the market expects.
g) CTE's do not have sufficient financial resources.
h) CTE's do not fully understand the tourism value chain and, typically, are not integrated into it.
i) CTE's do not understand the tourism sales distribution chain or have marketing plans or partnerships.
j) Community organisations generally do not operate as formal businesses, and do not have the financial skills to undertake tourism development. The inability to prepare bankable project proposals, combined with stringent financial requirements, make it difficult to access bank credit, the Tourism Enhancement Fund or donor grants.
k) Communities lack community development plans and business management expertise.
l) CTEs often have difficulty complying with pre-requisites for licensing under the Tourist Board Act.

OPPORTUNITIES

a) Creation of a positive environment for community tourism development. Stronger commitment from the Government towards the development of community tourism, as expressed in the Sustainable Tourism Master Plan, the *Vision 2030 Tourism Sector Plan* and is needed.
b) Fostering the development of domestic tourism market.
c) Implement initiatives geared at job creation, poverty reduction, sustainable livelihoods, empowerment of women and youth, and a sense of pride and ownership within communities.
d) Development of tourism training programmes and capacity building infused with life-long skills in a range of areas to support community tourism enterprise development.
e) Greater coordination between the tourism partners and their programmes, particularly in the areas of training, capacity building and business development areas.
f) Fostering of apprenticeship, mentorship, and coaching programmes as well as on-site training as part of training programmes.

[11] The term "export market ready" means tourism products that are judged to be market ready in their ability to meet industry standards at national and international levels, thus satisfying minimal industry accepted quality. The detailed Heritage Tourism Market Ready Standards developed by the British Columbia Ministry of Tourism and industry partners are included in **Appendix B**, and provide a useful model that Jamaica can consider when developing community tourism guidelines for Jamaica.

g) Development of a strategy to revitalize the traditional arts and handicraft industry in Jamaica, create employment and business opportunities, and offer tourists options to purchase unique, locally-made souvenirs.
h) Design and training initiatives to promote product quality improvement, differentiation and uniqueness are needed important.
i) Development of marketing strategies to target voluntourism, eco and nature tourism, heritage tourism, gastronomy, agro tourism, educational and learning tourism, and domestic tourism
j) Infusion of Team building and change management programmes in training,
k) Leasing of or divesting of state owned assets to individuals or groups who are interested in turning those assets into viable businesses
l) Development of a media and PR campaign are necessary to reassure markets that Jamaica's communities are safe, welcoming and friendly
m) Improved coordination of existing financing sources for community tourism product development along with additional financial support programmes such as a revolving community tourism fund;
n) Implementation of a Bed and Breakfast Programme
o) Fostering the development of community events and festivals

THREATS

Tourism around the world, and including Jamaica, is threatened by

a) The global issues of climate change and economic turmoil. These conditions can affect any tourism enterprise and are best addressed through international cooperation.
b) Human trafficking, trading of endangered species, bird shooting, drug selling, sex tourism, and destruction of heritage property are illegal activities which can plague Communities.
c) Increase in health risks including: malaria, hepatitis, HIV, and influenza.

Internal threats that could impact community tourism development include

a) Inadequate tourism infrastructure, particularly poor roads present challenges for many communities located in more remote rural areas that wish to pursue tourism.
b) Infrastructure needed to accommodate tourists, including utilities, health care services and fire protection. Signage is also a challenge with significant shortages of directional and interpretive signage.
c) The loss of agricultural lands, natural and cultural heritage assets that are important for community tourism experiences are being threatened by mining and other industrial development.
d) Marketing related threats include negative market perceptions about visitor safety and security,
e) Competition from other destinations promoting community tourism.
f) Poor solid waste management is a significant issue for communities.
g) Unrealistically high expectations around revenues and profits that can be generated by community tourism, especially in the early stages of a new business
h) In some cases, events can overwhelm communities and become a burden on them
i) Visitor harassment and safety perceptions when visiting communities**.**
j) Unrealistically high expectations around revenues and profits that can be generated by community tourism, especially in the early stages of a new business.
k) Strict guidelines and long approval processes prevent community groups interested in accessing crown lands and other public lands for tourism purposes.
l) The strong focus to all inclusive accommodation

CHAPTER 3

NATIONAL POLICY LINKAGES

A vibrant community tourism sector offers many benefits for Jamaica. It leads to the :

- Diversification of Jamaica's tourism product to include a niche of increasing global demand;
- Provision of communities with an opportunity for economic diversification in tourism, a sector that already has a sound marketing and product development infrastructure to assist all participants to offer viable products;
- Offering communities an avenue for diversifying and strengthening their economies, through jobs, spinoff businesses and tourism value chain participation; and
- Encouragement of greater commitment to natural, heritage and cultural protection, consistent with well-established national policies.

Achieving these benefits is consistent with a range of national policies.

5.1. Vision 2030 Tourism Sector Goals

The national goals established for the tourism sector integrate aspirations for an internationally competitive product that is distinctly Jamaican in an inclusive sector that contributes to economic development, a skilled workforce and a sustainable environment. These goals are presented in the *Tourism Sector Plan: Vision 2030 National Development Plan.*

Goals for the Tourism Sector	Intended Outcomes
1.0:- A tourism sector which is inclusive and facilitates broad participation by Jamaicans	1.1:- An expanded base of stakeholders in the tourism sector 1.2:- Increased social responsibility by the tourism sector
2.0:- An adequate workforce within the sector that is skilled, educated and motivated	2.1:- A cadre of skilled, trained and motivated personnel that can effectively fill all the positions in the sector 2.2:- A sector with a worker-friendly environment
3.0:- A highly integrated sector which can act as a driver for economic development	3.1:- Strong economic linkages between tourism and other industries and sectors 3.2:- An economically viable sector
4.0:- A tourism product that is diverse and distinctly Jamaican with international competitive standards	4.1:- A competitive mix of variety and category of accommodations 4.2:- A tourism sector with a diversity of attractions 4.3:- A diversified geographic source market 4.4:- Diversified tourism market segments 4.5:- A diversified cruise industry with increased value 4.6:- Improved quality, authenticity and diversity of entertainment, cuisine and shopping 4.7:- Improved ground transportation and travel trade 4.8:- A tourism product that benefits from and builds on Brand Jamaica

Goals for the Tourism Sector	Intended Outcomes
5.0:- A safe, secure, sustainably managed natural, social and built environment	5.1:- A sector that protects and promotes the protection of natural and cultural heritage 5.2:- A sector whose development and operation take place within an effective health and environmental framework 5.3:- A sector which is free from crime and violence

Source: Page 50, *Tourism Sector Plan, Vision 2030 Jamaica*, September, 2009

The community tourism policy must be consistent with, and advance, the country's national tourism interests. Community tourism will provide strong support and progress towards all national tourism goals, with three worthy of special mention – Goal 1 calling for an inclusive tourism sector, Goal 3 calling for tourism to serve as a driver for economic development, and Goal 5 positioning tourism as a sector committed to security and sustainable development.

5.1.1 Linkages with other Policies and Programmes

Increased community capacity, stronger community governance, employment creation, poverty reduction and gender empowerment all feature prominently in national policies or as national interests. Community tourism provides an excellent vehicle to make advances in all these areas at the local level.

The objectives of the community tourism policy and strategy are complementary to, and can contribute to, the attainment of the objectives of several national policies and strategies beyond tourism:

- *Agriculture Sector Plan* & *Strategy* - calls for strong linkages with tourism sector, including the promotion of community agro-tourism and the development of value-added food, cosmetic, nutraceutical and other products for the local and export tourism markets.

- *National Cultural Policy* and the *Culture, Creative Industries and Values Sector Plan of Vision 2030* – stresses the role of community tourism in preserving and developing culture, and building cohesiveness within communities. The Community Tourism Policy is aligned to all the Goals of the Creative Industries Sector Plan and the Cultural Policy. At the local level, CBT is seen as an incentive for the preservation of culture and heritage; the development and promotion of local attractions, and the fostering of cultural industries such as fashion, fine arts, culinary arts, theatre. It also supports the national thrust to protect Jamaica's brand image through the diversification of local products in both type and design by way of the creation of an Authentic Jamaican brand

- *Sustainable Rural Development Policy* - calls for the preservation of the character of rural life, an objective that is aligned with community tourism.

- *Micro, Small and Medium (MSME's) Sector Plan of Vision 2030 and the MSME and Entrepreneurship Policy*– MSME's are the catalysts for the growth and development of Jamaica. They form the pulse of Jamaica's tourism sector as they are uniquely positioned to cater to the wholesome experience of visitors. The MSME policy highlights Jamaica's lack of competitiveness and product differentiation as challenges which are to be addressed, in order to compete within a global marketplace. The sustainability of community tourism enterprises is contingent on the emergence of new business opportunities and their ability to meet compulsory and voluntary standards which can become a barrier to trade. In order to improve Jamaica's competiveness ranking, the *Medium Term Framework* recognizes the need for emphasis to be

placed on: improving capacity in measurement and promotion of productivity; developing and promoting high-quality production standards; building vertical and horizontal clusters and networks. The Community Tourism Policy also seeks to level the playing field in the marketing and distribution of community tourism enterprises and products. Facilitating the development of marketing and distribution channels is a major goal of the *MSME and Entrepreneurship Policy* .

- *The Natural Resource and Environmental Management Sector Plan – Vision 2030* – points to a host of environmental concerns in Jamaica ranging from loss of biodiversity and forest cover to watershed degradation and an increasing incidence of forest fires. It sets out objectives and strategies for environmental protection and sustainability. Community tourism can support these objectives by promoting environmentally sustainable tourism development in communities, thereby contributing to improving natural resources management and the sustainable use of natural resources.

- *Forest Policy, National Biodiversity Strategy and Action Plan and Protected Areas System Master Plan* – also identify natural resource and environmental concerns and outline resource protection and management, and sustainable livelihood objectives and strategies. Likewise, the community tourism policy and strategy will contribute to achieving these common national objectives and preferred outcomes.

- *Labour and Productivity Sector Plan*: Recognizes the need for an integrated mechanism to embrace the pool of trained/ certified, unemployed individuals within the communities. This is particularly important in reducing poverty in Jamaica and embracing the hidden untapped creative talents of the Jamaican people in particular the vulnerable population groups such as women, youth, under skilled and unemployed. The Community Tourism Policy therefore will fulfil Goal 1 of the *Labour and Productivity Sector Plan* for full. " An efficient and effective labour market".

5.1.2 Legislative Environment

A detailed review of the institutional, regulatory, policy, strategy and programmes framework for community tourism in Jamaica revealed the following:

The regulatory regime for the tourism sector in Jamaica has evolved over the years and a fully developed system of laws, and regulations are in place to govern and guide tourism development. Implementation of the community tourism policy will not require any changes to the current legislative framework for tourism or community involvement in tourism. The laws, regulations which guide the establishment of tourism enterprises are not conflicting but the sheer variety and scope of them makes it difficult for communities and CTEs to navigate the system.

The only legal challenges facing implementation do not relate to the legislative framework but rather to the legal structures under which communities organize to own and operate tourism products. The appropriate legal entity which the community groups will use to enter into legal contract with service expectations is to be determined. This is necessary for the delivery of community tourism development support by national agencies to communities as well as to facilitate the engagement of tourism suppliers. Legal agreements to govern the delivery of such support and the roles/responsibilities of the recipient community or community organization need to be put in place.

CHAPTER 4

COMMUNITY TOURISM POLICY

The community tourism policy is designed to advance the goals adopted for the tourism sector set out in Vision 2030 Jamaica.

4.1 Vision 2013 National Tourism Sector Goals

	National Tourism Sector Goals
Vision 2030 Jamaica	*1.0: A tourism sector which is inclusive and facilitates broad participation by Jamaicans* *2.0: An adequate workforce within the sector that is skilled, educated and motivated* *3.0: A highly integrated sector which can act as a driver for economic development* *4.0: A tourism product that is diverse and distinctly Jamaican with international competitive standards* *5.0: A safe, secure, sustainably managed natural, social and built environment*

Global market trends point to community tourism as one of the growing experiential tourism products. A robust community tourism sector in Jamaica provides an excellent opportunity to contribute to each of these national tourism goals, creating more diversification and facilitating much broader participation in the country's tourism sector.

4.2 Values and Guiding Principles

The formulation of the community tourism policy and strategies recognizes key values and guiding principles reflected in the national policy framework to which the community tourism policy and its implementation must respond. Having regard for the Tourism Sector Goals, the national policy context, and the insights gained during the situation review and assessment research, these guiding principles have been applied to ensure that the communities will realize benefits at the same time that the national public interest will be respected and advanced.

Values	Guiding Principles	
Inclusiveness & Partnerships	1.	An inclusive, partnership approach to Community Tourism Policy implementation, involving government agencies, communities, NGOs and the private sector.
Global Competitiveness	2.	Commitment to international export market ready status for tourism experiences and facilitation of realistic market access for communities.
Responsiveness	3.	Sensitivity and responsiveness to community needs, aspirations and potential.
Community Readiness	4.	Priority setting for community tourism development support based on

Values	Guiding Principles	
& Entrepreneurship		recognition of capacity building and entrepreneurship requirements, and readiness for success.
Sustainability	5.	Application of sustainable tourism principles to community tourism development.
Social and Economic Development	6.	Responsiveness to national social and economic policy including gender empowerment and equality, and employment creation and poverty reduction.
Resource Protection	7.	Commitment to cultural integrity, environmental responsibility and heritage protection including opportunities for community based resource protection.
Responsibility	8.	Clear accountability and evaluation measures on which to assess implementation success

4.3 Vision for Community Tourism

The vision for community tourism is proactive in encouraging viable and sustainable tourism products, while remaining grounded in, and respectful of, national values for socio-economic development, natural, heritage and cultural resources, and sustainable communities.

Community Tourism Vision: an invigorated tourism sector in communities that enriches community quality of life through social, cultural, economic and environmental benefits, exemplifies sustainable livelihoods, and strengthens Jamaica's national policy values and interests.

4.4 Community Tourism Definitions

Community Tourism: Community Tourism is the interaction between the host community and visitor which leads to the consumption, sharing and enjoyment of community based experiences, products and services.

Community Tourism Enterprise (CTE):

The following criteria define CTEs:

i. They are small, medium or micro-enterprises which pursue sustainable tourism and return economic, cultural, social and environment benefits to the communities in which they operate.

ii. The community in which they operate must be able to influence the decision-making process of the enterprise.

iii. Ideally, they are owned and operated by the community or one or more community members, either in whole or through joint ventures.

iv. They promote the local tourism value chain through linkages, where appropriate, to agriculture, arts and crafts, food service and related small businesses in the community. Privately-owned businesses that meet the first two criteria may also qualify as CTEs.

4.5 Approaches to Community Tourism

Community Tourism is proposed in the context of sustainable development and is closely linked to sustainable tourism. It can be regarded as a solution to resolve conflicts between environmental protection and the local need for development. It therefore, has multiple roles which aim to improve the residents' quality of life by optimizing local economic benefits, protecting natural and built environment and provide a high quality experience for visitors.

Community Tourism can be developed from two perspectives:

i. Community as an attractor or the Community tourist approach
ii. Community as an attraction or the Community excursionist approach

The Community Tourist approach is one where the core motivation for travel is to participate in short stays at the community destination for more than 24 hours and consume a community based experience, product and service specific to that community during the stay. This is a model of short stay or home stays, where the community as the attractor will be required to host the visitor and develop a series of interpreted activities that can be packaged and sold as a set of three-to-four-day itineraries.

The Community Excursionist approach is one that see's community activities as an attraction whether an experience, product and service that is consumed in a one day visit within 24 hours. The model calls for a dependence relationship between mainstream tourism and community excursions facilitated by a designated day for community interaction and an incubator system through which hotels work with assigned community attractions.

The Community Tourism Policy embraces both models for development.

4.6 Community Tourism Policy – Goals and Objectives

The recommended community tourism policy is comprised of four goals, each with accompanying objectives. The goals address four inter-related areas of national interest in fostering community tourism development:

Goals for Community Tourism	
Community Tourism Policy	1. *Facilitation of an internationally competitive, robust and inclusive community tourism sector;* 2. *Support for local communities and appropriate entrepreneurs and NGOs in local communities to develop export market ready, sustainable community tourism experiences;* 3. *Promotion of community tourism that is consistent with, and does not compromise, national policies for resource protection, cultural integrity and community governance; and* 4. *Support for community tourism that creates the conditions to advance national policies and generate social, cultural, economic and environmental benefits for local communities.*

Goal 1: Facilitation of an internationally competitive, robust and inclusive community tourism sector in Jamaica.

Community tourism development is a key pillar in the *Master Plan for Sustainable Tourism Development* and the *Vision 2030 National Development Plan* and requires a range of assistance from government agencies private sector and the local, regional and international funding agencies. Community tourism touches on a wide range of national policies and government departments, agencies and other entities will be operating collectively towards the fulfilment of those national development initiatives mentioned in Chapter 3

The implementation of Goal 1 requires policy coordination and leadership at the highest level. The Ministry of Tourism will therefore spearhead this role.

A strategy of inter-agency participation and involvement will be required to meet Goal 1 and its objectives. The recommended strategies are based on partnership agreements with GOJ agencies, the local tourism industry and the travel trade industry partners to assist with all aspects of implementation as well as mechanisms for input from communities, the private sector and NGOs as the policy is implemented.

The creation of an internationally competitive community tourism sector carries with it the need to:- establish internationally acceptable product standards; create a brand for community tourism, and integrate the brand and community tourism marketing into the nation's national marketing programmes. Branding is needed to capture the essence of Jamaica's unique community tourism products and experiences. This includes branding of the individual communities to position and differentiate them as well as product labelling.

Under this Goal, marketing channels for community tourism will be facilitated and integrated with the networks of main stream tourism marketing methods. Community tourism will receive a featured position in the Jamaica Tourist Board's marketing strategies where efforts will be directed towards particular demographic, psychographic, geographic and behavioural segments. This is because the community tourist has substantially different demographic, psychographic and behavioural characteristics than mass recreational tourism consumers to which Jamaica caters. Partnerships with mainstream networks will allow for the enhancement and growth of the community tourism sector and the access to the expertise.

Government will create a positive environment to encourage communities to invest in community tourism development. In this regard, Governments operating functions in the various agencies will be strengthened to facilitate the implementation of the community tourism policy. Guidance and Technical knowledge specific to community tourism will be provided to these entities. To support facilitation, the Government will provide additional resources to support business development organisations such as JBDC and TPDCo to allow them to provide additional programmes and technical staff in such areas as product development and training.

However fulfilling this policy also requires recognition that communities need help to effectively participate in tourism and deliver viable tourism experiences to both international and domestic customers. Under this Goal Government will facilitate Communities and operators pursuing community tourism business in the planning, management and operations required for business success.-The financial viability of potential community tourism projects will be assessed. Technical assistance will be available to help CTE's to improve their financial planning and management skills in order to attract private sector partners and development funding agencies.

There will be engagement of local and international donor funding agencies, development partners, and philanthropic organisations who are committed to advancing the agenda of sustainable tourism development worldwide and in the Caribbean region. Government will source financing such as grants from local, regional and international donors. Government will engage the respective partners in providing direct financing assistance to community tourism development. In addition a percentage of the TEF funds will be dedicated to community tourism, and. Guidelines should be developed to facilitate access to finance when project development funding ends.

The strategies for Goal 1 also ensure that measures are in place to have internationally competitive products and capable communities. The creation of a national community tourism toolkit to guarantee a consistent set of standards and tools reflecting national policy and programmes will be developed. Community tourism standards and codes of ethics/conduct are central to export market ready community tourism product. Codes of ethics will be developed by community tourism operators as well as for visitors. Entrepreneurial training, mentorship and apprenticeship programme will be developed to engage the youth in CTE development.

Goal 1 Objectives:

1.1 To foster a coordinated national policy and operational environment to provide a foundation for community tourism sector growth;
1.2 To establish export market ready and sustainable tourism standards for community tourism with input from the international travel trade;
1.3 To develop a community tourism brand for use in both domestic and international marketing;
1.4 To develop and integrate community tourism marketing tools at the national level with national marketing programmes;
1.5 To create product assessment, community capacity assessment, legal mechanisms and templates, and financing support tools for community tourism implementation;
1.6 To assemble and configure basic training and capacity building tools and programmes suitable for communities;
1.7 To develop information and awareness programmes and tools designed to inform and encourage local communities about the opportunities and requirements for community tourism.

The strategies to implement each Goal of the Community Tourism Policy are described below.

Goal 1 Strategies

1. Designate MTE as the lead agency for policy coordination;
2. Establishment of Community Tourism Secretariat (CTS) in TPDCo;
3. Develop Community Tourism partnerships with other ministries, agencies, and the domestic and international tourism industry, the private sector and NGOs for specific activities and tasks (such as standards, assessment procedures, branding and marketing mechanisms, legal templates, financing tools, and capacity building programmes) to ensure an integrated implementation programme;
4. Establish a senior government policy committee to provide advice and input on resolution of policy conflicts that may arise from time to time.
5. Create a National Community Tourism Toolkit, addressing implementation requirements.
6. A data base that identifies the lead and associate agencies which will be providing technical assistance to CTE's will be established.
7. Partnerships with mainstream networks will allow for the enhancement and growth of the community tourism sector and the access to the expertise.
8. Encouragement of Entrepreneurial training, mentorship and apprenticeship for youth and vulnerable groups.

9. Training for all Community Tourism Partners in the areas of: basics of experiential tourism, packaging and marketing of community tourism experiences.
10. Harnessing of underutilized state owned assets to facilitate entrepreneurial and MSME groups.

Intended Results – Goal 1 Strategies

1. Senior national leadership and commitment for implementing the Community Tourism Policy
2. An integrated approach to implementation created through a spirit of partnership and cooperation
3. Participation by community representatives as well as the private sector and NGOs
4. Guidelines for implementation and a legacy for communities, in the form of the National Community Tourism Toolkit
5. Strengthened policy, and institutional framework to support community tourism development and growth in the number of market-ready enterprises;
6. Greater coordination among MDA's, NGO's in providing an enabling environment for, entrepreneurship, tourism product diversification and community tourism development.
7. Marketing of licensed CTE activities is fully integrated into mainstream marketing of Jamaica`s tourism product;
8. Improved cooperation and collaboration across responsible ministries, departments and agencies (MDAs) of government and donor organisations that play a role in community-based tourism

Goal 2: Support for local communities and appropriate entrepreneurs and NGOs in local communities to develop export market ready, sustainable community tourism experiences.

Although there is much promise, the current situation is that very few CTEs are offering the authentic, interactive community tourism experiences sought by today's market. Through a coordinated national policy environment for community tourism established through Goal 1, the public sector will be better positioned to engage with communities to deliver the necessary advice, capacity building support, product and marketing tools to create viable community tourism experiences and product that are export market ready.

The objectives for Goal 2 are to assess community capacity and tourism product potential, set priorities and phasing plans by regions, and engage with and assist communities and community tourism enterprises to create viable community tourism products. Implementing Goal 2 is a significant, multi-year activity requiring a focused and dedicated Secretariat operating under the direction of the Ministry and its participating partners. The operational office will be equipped with the necessary mechanisms and personnel to facilitate coordination between agencies, communities and NGOs. .

Currently, there are few CTEs that are market ready. Given increasing competition and the rising expectations of consumers of community tourism experiences the Secretariat will provide through partner agencies training and assistance to enable communities to enhance product quality and diversify products and services as well as meet market-ready product standards. The Government will provide technical support assistance to CTE's in quality assurance/standards setting/ packaging, design, distribution, and merchandising/marketing of goods for sale.

The Policy proposes a strategy of prioritizing community tourism products and opportunities based on potential viability in order to establish early successes and progress in the growth the sector as well as to establish best practices/benchmark and lessons learned to better inform ongoing community tourism development. Regional phasing plan will be developed around the priorities.

Minimum criteria will be established for each community tourism product and opportunity together with a road-map/ phasing plan to gradually improve the standards and met the expectations of the community domestic and international market. Government will identify key communities and provided them with expertise and resources to develop viable competitive community tourism economies. Accessibility and public infrastructure challenges will be addressed in such communities

Effective communications with all communities is important for the implementation of Goal 2. Government through the Secretariat will develop a communications programme and provide onging communication to provide information and awareness of services provided by government as well as continued progress updates in order to building commitment and manage expectations for implementation.

A key strategy under this Goal is the establishment of a web based inventory of community tourism products; built and natural assets; skills and expertise, infrastructure and other assets that are needed to support product development and packaging.

CTE's require assistance in product development, training and navigating the regulatory and marketing systems for tourism. Initiatives are needed to assist communities and CTEs to determine which laws, regulations and policies apply to them and how to go about obtaining necessary approvals, licenses and permits and to meet relevant regulations

Goal 2 Objectives:

2.1 To establish a phasing plan for assisting communities and enterprises based on a realistic assessment of community capacity and tourism product potential
2.2 To engage communities through agreements to provide assistance for community capacity building and community tourism development
2.3 To deliver capacity building and product development and marketing programmes
2.4 To assist communities and enterprises to launch viable community tourism experiences

Goal 2 Strategies

2.1 Establish an Operational Office for community tourism policy implementation and adequately resource the office with budgets, expertise and secondments from other agencies pursuant to partnership agreements with such agencies
2.2 Undertake a comprehensive training and capacity building programme for the Operational Office staff sufficient to deliver the implementation action plan.
2.3 Develop clear programmes for the Operational Office to undertake, and to which partners can provide advice and input.
2.4 Prepare a 'Community Tourism Action Plan" for each community or existing product, based on a comprehensive assessment of both community readiness and community tourism product, such action plan to include as appropriate product development and support action plans for each CTE, a capacity building plan for each community, and benefits and empowerment plans for each community.
2.5 Develop a phasing plan for engaging communities, with priorities based on a "highest potential opportunities first" principle.
2.6 Implement an effective communications programme providing universal access to all communities on the community tourism policy and its implementation, including an annual conference for communities.
2.7 Initiation of system to track the registration and licensing of CBT enterprises.

2.8 Initiation of system to track visitors participating in CBT
2.9 Establishment of a database of Community Tourism products
2.10 Creation of a branding/marketing strategy for community tourism at the product and national level
2.11 Implementation of visitor welcome and security programmes

Intended Results – Goal 2 Strategies

i. A national office/unit specifically devoted to implementing the Community Tourism Policy;
ii. Early successes in strengthening and/or launching community tourism products
iii. Significant community capacity improvements
iv. 24/7 access to current information on implementation progress and community tourism resources for all communities.
v. CTE operators are able to adequately capitalize their businesses
vi. Domestic tourism continues to be in demand;
vii. Visitor perception of crime outside of resort areas is favourable.
viii. CBT enterprises are facilitated to become licensed.
ix. Enhanced capacity at the community level to own, manage and deliver high quality visitor experiences and added value to the tourism sector;

Goal 3: Promotion of community tourism that is consistent with, and does not compromise, national policies for resource protection, cultural integrity and community governance.

The policy envisions the development of national heritage, natural and cultural assets being catalysts for community tourism development. It is in the national interest to designate such resources as priorities for community tourism use. Under this Goal, special care, will be taken in formulating community tourism products, not only to ensure that national policies concerning these resources are respected, but also that the manner in which they are used in community tourism experiences rises to the level expected by markets.

Sustainability is integral to community tourism and responsible environmental practices such as green buildings, sustainable water harvesting, environmentally sustainable sanitation, and alternative energy should be fully incorporated into the experience.

The primary strategy for Goal 3 is to enable participation and input from the GOJ agencies involved in nature, and cultural heritage resource protection and management along with community governance. Under Goal 3's guidance, the Secretariat will be well placed to foster coordination with, and input from, these agencies. In addition to inter-agency coordination, an awareness programmes will be incorporated into the implementation programme to strengthen appreciation of these resources.

Under this goal, where such opportunities exist for direct community involvement in resource protection related to the community tourism experiences, national agencies will be required to consider contracting resource management and protection to local communities.

In the implementation of the Community Tourism Goals, a high priority will be placed on ensuring that the creation of community tourism products does not compromise the ever-evolving

community governance system in Jamaica. In the pursuit of community tourism, local governance will be strengthened and enhanced.

A planning approach in communities that sets out community tourism development areas and conditions/restrictions will be considered. Also strategies will be in place to ensure that the health and safety requirements are met by community tourism CTE and enforced through regular inspections.

By ensuring that visitors have authentic, interactive and memorable experiences, and in a safe and harassment free environment during visits to communities, a themed version of the Meet the People programme would develop.

Goal 3 Objectives:

3.1 To incorporate natural, heritage and cultural assets in community tourism product development in ways that respect national values and policies and meet appropriate regulations related to these resources.
3.2 To enhance resource protection and management wherever possible through community tourism.
3.3 To conduct capacity building and support activities for community tourism product development in ways that respect, and where possible, strengthen and enhance local governance.

Goal 3 Strategies

3.1 Collaborate with Ministries, other agencies and community organizations to identify priority natural, heritage and cultural areas that are critical for community tourism and confirm that such a priority designation best reflects the overall national interest.
3.2 Seek the input of Ministries and other agencies in the product development and interpretation, uses of natural, heritage and cultural facilities and resources.
3.3 Strengthen appreciation of natural, heritage, cultural and community resources through local awareness programmes.
3.4 In delivering capacity building and developing community tourism products, work collaboratively with local governance entities.
3.5 Where opportunities exist as part of community tourism programmes, consider co-management agreements on resource protection with local community entities.
3.6 Establishment of a Meet the People Day programme in alliance with the accommodation sector, craft vendors, ground transport sector and the CTEs.
3.7 Develop a strategy to revitalize the traditional arts and handicrafts industry in Jamaica, create employment and business opportunities, and offer tourists options to purchase unique, locally-made souvenirs.

Intended Results – Goal 3 Strategies

i. Enhanced protection of natural, heritage and cultural resources through community tourism development;
ii. Contributions to strengthening community governance, including opportunities for community resource management programmes;
iii. CTE operators are able to adequately capitalize their businesses;
iv. Domestic tourism continues to be in demand;
v. Diversification of the destination's tourism product;

vi. Promotion of ownership, identity and sense of pride at a community level;
vii. Enhanced visitor experiences and added value;
viii. Development and strengthening of institutions especially at a community level.

Goal 4: Support for community tourism that creates the conditions to advance national policies and generate social, cultural, economic and environmental benefits for local communities.

One of the primary motivations in pursuing community tourism is the opportunity that international market interest presents to enable communities to diversify and strengthen their economies. The Policy is aimed at ensuring that community tourism growth generates benefits for communities. As such this policy goal explicitly addresses benefit expectations and targets as part of the planning for community tourism development. These, in turn, will become part of the criteria on which implementation progress and success will be measured.

Objectives pursuant to Goal 4 call for explicit recognition of the need to build on community strengths to generate both social and economic benefits, and feature community members in the delivery of community tourism experiences.

To ensure that intended benefits do not become an afterthought and community integrity is maintained, the policy recommends a benefits plan approach for each community and product is recommended, with clear linkages to national policies ranging from heritage/cultural to natural areas and national sustainability mandates including area such as alternative energy.

This strategy will provide the necessary attention on benefits in the capacity building and support programmes as well as product development activities. Safety and security concerns are one of the biggest challenges affecting Jamaica's competitiveness. Under this goal community safety and security strategies and programmes will be in place to ensure visitors to communities are not harassed or harmed as well as to reassure them that Jamaica's communities are safe, welcoming and friendly.

Also government will provide the necessary community infrastructure needed to accommodate visitors and residents including utilities, health care services, good road infrastructure and fire protection as well as directional and interpretive signage.

Communities require training and capacity building in a range of areas to support community tourism enterprise development. As a preliminary programme towards any capacity building programmes, the Government's strategy is to ensure that basic literacy, numeracy and life-long skills are provided.

Goal 4 Objectives:

4.1 To ensure that community tourism development builds on community strengths and adds social and economic benefits to communities
4.2 To build employment and business creation, poverty reduction, gender empowerment and equality, and environmental benefits into all community tourism development programmes
4.3 To feature local community guides and interpreters in community tourism experiences

Goal 4 Strategies

4.1 Establish a benefits plan for communities as part of the assistance programme addressing employment and business creation, poverty reduction and gender empowerment
4.2 Implement a basic literacy and numeracy training programme as required in addition to tourism and hospitality training for communities
4.3 Incorporate benefits indicators into evaluation programmes for community tourism implementation.
4.4 Implement initiatives geared at job creation, poverty reduction, sustainable livelihoods, empowerment of women and youth, and a sense of pride and ownership within communities.
4.5 Foster an infusion of Team building and change management programmes

Intended Results – Goal 4 Strategies

i. Social and economic development benefits to communities from community tourism
ii. Greater inclusiveness and increased participation in tourism at the community level
iii. Increased community capacity to undertake tourism and other economic activities
iv. On-going improvements to implementation through monitoring indicators and reviewing evaluation findings
v. Visitor perception of crime outside of resort areas is favourable.
vi. Empowerment of local communities;

CHAPTER 5

ORGANIZING FOR IMPLEMENTATION

The implementation programme for community tourism requires a significant partnership effort between national agencies, communities, the private sector and NGOs. Success in generating community benefits from community tourism while respecting national policies and local values will depend on commitments from all interested parties to this partnership effort.

The institutional structures recommended for implementation are based on strategies recommended to carry out the intent of the community tourism policies and their respective objectives.

5.1 Rationale for the Institutional Structure

The approach toward implementation of the Community Tourism Policy reflects a balance between several factors:

- Accommodating the interests of a wide array of agencies and stakeholders in community tourism and practical roles for them to assist with implementation;
- Providing a mechanism for policy coordination and, where necessary, arbitration to forestall unnecessary delays during implementation;
- Ensuring that delivery of implementation programmes by interested agencies is integrated and efficient;
- Seeking out the input of the private sector and particularly domestic and international tour operators;
- Adopting a practical approach to implementation that ensures early successes, thereby engendering increased commitment to community tourism;
- Providing a consultation mechanism for all participants/partners to regularly review progress and identify refinements from time to time; and
- Avoiding large, unwieldy decision-making committees by focusing instead on an effective and efficient implementation infrastructure that still preserves opportunities for meaningful input by all interested parties.

5.2 Core Organizational Structure

The recommended organizational structure comprises the following elements:

- Lead Agency - MOT
- Community Tourism Secretariat (CTS)
- Community Tourism Partners (CTP)

A description of each element is provided below.

5.2.1 Lead Agency - MOT

Community tourism touches on the mandates of many agencies unlike most tourism development initiatives. Those charged with implementation will encounter many inter-agency policy alignment and coordination issues that will require sensitive resolution. The Ministry will perform the role as an authoritative arbiter for inter-agency policy and implementation issues that will be encountered from time to time, as well as providing overall direction for implementation through its tourism mandate. The Ministry of Tourism, as a senior policy Ministry, will be the lead agency for policy coordination between agencies and provide leadership on implementation. In addition each of the Ministry's agencies have important roles to play in implementing the community tourism policy.

5.2.2 Community Tourism Secretariat (CTS)

A Secretariat will be established in TPDCo for implementation of the community tourism policy. It will function as a project management unit for the implementation programme including responsibility for all project administration. The Secretariat will be expected to refer policy issues and roadblocks from time to time to the MTE. The Secretariat will also be expected to create working committees with public sector, community, NGO and/or private sector to gather input and advice on specific tasks.

The Secretariat along with partner agencies and organisations will execute a series of programmes (outlined below in Exhibit 5.0) to implement the Community Tourism Policy, specifically:

a) Development of the partnership arrangements;
b) Development of the Community Tourism Toolkit; and
c) Assessments, prioritization and phasing of community tourism development support.

The Secretariat will engage in formal partnership agreements with Ministries, *Department* and Agencies (MDA's) with a mandate/interest related to community tourism. This provides certainty for all parties in terms of roles, responsibilities, and where appropriate, any secondments and budget allocations.

5.2.3 Community Tourism Partners (CTP)

It is essential for the Secretariat to work cooperatively with, and tap the capacities of, such groups. This will strengthen the commitment to implementation, and enhance the potential to increase community based delivery of selected support programmes. Community tourism partners comprise Resort Boards, Parish Development Committees, community, private sector, NGO and Community Based Organizations (CBOs).

The partners will continue to function in developmental ways in communities such as being directly associated with tourism or working in other community activities, as well as offer substantial knowledge and support during implementation of the community tourism policy. In this regard the Secretariat will explore to opportunities to finance NGOs and CBOs wherever the capacity exists to assist with implementation of the community tourism policy.

Exhibit 5.2 : Secretariat Programmes and Inter-Agency Participation

Support Category	Secretariat Programme Area	Agencies/Organisations Providing Input/Advice
Finance and Community Support	• Financing	• TEF • JSIF/REDI • EFJ • PIOJ • Local Funding Agencies • IFIs/IDPs • FCF • JPAT
	• Training and Capacity Building	• TPDCo • PDC • HEART/NTA • JBDC • JTB • JSIF/REDI • RADA • IFIs/IDPs • Development Foundations • Social Development Commission / MLG • Appropriate Community Development Partners
	• Community Development	• SDC/PDCs • JAMPRO • BWA • IFIs/IDPs
Community Tourism Development and Marketing	• Product Development and Marketing	• MOT/TPDCo/JTB • JHTA including transport representative • PDCs • RADA • JAMPRO • JBDC • JNHT/Forestry Department • IOJ/JCDC • Private Sector
	• Planning and Development (addressing regulations, standards and permits/licenses)	• LPAs & PDCs • NEPA • SDC • TPDCo/JTB • NLA • Forestry Department • MOT • MOH • JCF • JFB • JNHT • LFMC • MEM • NWA • NSWA

The collaborative partnership-based implementation approach outlined in this section provides a foundation for a significant partnership effort between national agencies, communities, the private sector and NGOs.

CHAPTER 6

IMPLEMENTATION PROGRAMME

The implementation programme is based on building a strong foundation of knowledge concerning community tourism among participants, market responsive product standards and marketing approaches, coordinated and integrated delivery at the national level, and practical support for communities seeking to enter the tourism sector.

The programme entails:

6.1 Product Development and Marketing Structure

A product and marketing structure that meets the test of the marketplace and generates confidence with the international and domestic travel trade will guide the implementation programme. The structure and comprises:

i. A market responsive classification system;
ii. Branding for community tourism at the destination and product level; and
iii. Visitor welcome and security programmes.

Each element is described below.

In all cases, CTEs must ultimately be **'export market ready**' in order to meet the

6.1.1 A Market Responsive Product Classification System

6.1.1.1 Market Readiness

The situation assessment showed that CTEs offer a diverse array of tourism products and experiences, and there is great variation in the degree to which they are "market ready". This diversity requires an approach that is responsive to the needs of communities and entrepreneurs that have already entered into the community tourism business. It also requires an approach that accommodates and supports communities that want to diversify their economic futures through community tourism and entrepreneurs seeking to enter business. .

The term '**market ready'** refers to internationally recognized criteria and basic industry standards. They focus on proper licenses and permits, communications and reservations capabilities, quality customer service, authentic customer experiences and facility requirements to meet the needs of customers

To achieve this, a classification system is recommended to "rate" the status of community tourism products based on the degree to which they are export market ready. This approach reflects a market responsive orientation that will attract the international travel intermediaries who have clients interested community tourism experiences. It is necessary that community tourism destinations and products and experience meet export market ready standards in order to market to international markets. This is to ensure that products meet client needs and expectations.

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CTEs in Jamaica must be able to maintain these standards to compete in today's competitive global tourism marketplace. There are three key readiness levels[12]:

1. Export Readiness
2. Market Readiness
3. Visitor Readiness

The levels of market readiness reflect the stage of development of the CTEs and the communities interested in community tourism development. Therefore, implementation delivery needs to consider all of the stages involved in reaching export market readiness, and programmes and action items will be aligned in such a way as to foster CTEs in each of the stages.

6.1.1.2 Tiers of Product Development

In light of these issues/challenges and opportunities, is structured to reflect the three general tiers of product development are aligned to the market readiness levels to complete the framework for the delivery for the community tourism strategy.

Within this framework, a variety of support programmes and marketing initiatives appropriate to the level of development will be applied. The three general levels of product development are described in Exhibit 6.1 below.

Exhibit 6.1: Community Tourism Enterprises Product Tiers

Product Tier	Description	Market Readiness Level
Tier 1:	These are tourism products that operate at international industry standard levels, and have the knowledge, systems and finances in place needed to work through travel trade distribution sales channels. This Tier focuses on assisting the market ready products to increase business and enhance their operations. The Tier 1 support programmes focus on facilitating and mentoring the CTEs to operate and market viable businesses. The programmes areas include: 1) product standards; 2) international tourism product development and packaging; 3) international tourism marketing, and; 4) strategic partnerships. Tier 2 and 3 training programmes also are applied as required. Only CTEs that are operating at this highest level of readiness would be fully integrated in marketing programmes aimed at the overseas and travel trade markets.	Export Ready + Market Ready + Visitor Ready

[12] Taken from Heritage Tourism Alliance of BC's Heritage Tourism Market Ready Standards, which provides an excellent model for Jamaica to emulate. See http://www.museumsassn.bc.ca/Images/Home/Heritage%20Market%20Ready%20Criteria%20FINAL%20May4.pdf

Product Tier	Description	Market Readiness Level
Tier 2:	This Tier's community tourism product operates legally and has reached the basic level of readiness to welcome visitors, but there may be shortfalls in meeting international industry standards, and hospitality / service / marketing levels. The Tier focuses on building participation and success in the tourism industry by communities and community members as community tourism operators and employees. The Tier 2 support programmes fulfil the developmental needs of CTEs in the areas of: 1) tourism and business planning; 2) tourism and cultural hospitality skills; 3) export ready product development; 4) tourism management and operations; 5) financing, and; 6) tourism marketing. In addition, Tier 3 training programmes also are applied as required. The support programmes for this stage aim to assist products to reach the export ready stage. CTEs operating at this level would be able to participate in marketing programmes for local and regional markets, but not programmes for overseas markets or the travel trade. The majority of existing CTEs are in this stage of development.	Market Ready + Visitor Ready
Tier 3: Start-Up Product Stage	In this tier the community tourism product is in the planning and start-up mode or basically undeveloped but there is an interest in pursuing tourism as an economic development activity. This Tier builds awareness, initiates planning and develops the capacity of communities, businesses and individuals to enter the tourism sector. The awareness programmes provide communities with understanding of tourism benefits, opportunities and challenges for their economic, social and cultural development. The planning programmes include preparing community tourism inventories, capacity building programmes for this stage include literacy, numeracy and life skills. No marketing initiatives would be applied at this level.	May be Visitor Ready, or a community or community member with a product concept

6.2.1 The Importance of Branding Community Tourism

Branding is an overarching issue that emerges from the travel trade's attitudes about market awareness and the incompatibility between community tourism and Jamaica's existing image as a 3S all-inclusive mainstream tourism destination. It also relates to safety and security concerns that are a real threat to community tourism development success.

Branding of community tourism products will occur at both the product level and the destination level in order to provide market awareness, support tour operators' marketing and sales efforts, and foster a view of Jamaica as a safe destination for community tourism experiences.

6.2.1.1 Destination Branding

At the destination level, the branding recommendations are oriented to enhancing the general appeal of Jamaica as a destination, increasing market awareness of Jamaica as a community tourism destination and contributing to an image of Jamaica as a safe place to enjoy rural and urban community tourism experiences. The goal is to differentiate the Jamaica destination brand by having community tourism become one of its strongest unique selling points. This will be achieved by infusing the existing branding with community tourism images, videos, story ideas and other elements that focus upon:

- *People*: The very real character of the Jamaican people, their attitude, and way of life. Real, genuine people who are warm, friendly, welcoming and creative
- *Culture*: The rich history, heritage, music, art, food, language, architecture, folklore, traditions, values of a special island.
- *Environment*: A rich and diverse island with varied landscapes and eco-regions, one that offers much diversity beyond the stunning beaches for which it is known.

6.2.1.2 Product Branding

At the product level, there will be a product branding programme that distinguishes community tourism product as approved, authentic and export market ready – thereby making a 'promise' to the marketplace and its intermediaries that community tourism products can be sold with confidence. CTEs that participate in, and meet the requirements of, the product standards programme would be able to proudly promote the brand in their marketing materials and at their establishments.

The brand essence would encompass the vision and values of community tourism in Jamaica, the spirit and style of community tourism. The brand elements would spell out or 'speak' about the essence of the brand, its personality, look and voice. The key elements of the brand would include:

- **Logo –** the cornerstone of the brand identity. It reflects the Jamaica's unique community tourism character.
- **Tagline –** the tagline, and other related phrasing, expresses the community tourism attributes and delivers a memorable message about what Jamaica community tourism is about in order to differentiate and create a sense of a distinctive place in the minds of visitors and potential customers.
- **Multi-media –** images, videos and other media elements that reflect and bring to life the spirit of community tourism experiences in Jamaica.

Effective implementation of the community tourism policy requires a consistent application of national export market ready standards, community assistance procedures and implementation management tools across all communities.

6.2.2 Visitor Welcome and Security Programmes

Initiatives will be developed to address visitor safety and security within communities. The Jamaica Constabulary Force (JCF) has developed the "Community Security Initiative" to support and train communities to establish community policing programmes[13]. A Community Tourism Visitor Security programme will be created and implemented in collaboration with the JCF, District Constable, and Special District Constable and communities that are pursuing community based tourism development.

Meet the People Programmes in those communities that are engaged in community based tourism will be established as part of the Visitor Security Programme to help address the visitor safety and security issue and function as a visitor welcome programme. It also would enhance the community tourism visitor experience overall.

6.3 Implementation Tools

Preparation of a national "Community Tourism Toolkit" is recommended prior to engaging with communities, incorporating several component~~s~~:

1. A clear statement of export market ready standards, responsive to international market expectations and travel trade intermediaries, to guide product development for community tourism;
2. A consistent and transparent methodology to assess and classify (using the Tier 1,2,3 system discussed previously) community tourism opportunities and requirements to reach export market ready status;

[13] *Jamaica Community Tourism Policy and Strategy: Situation Review and Assessment*,

3. Clearly understood roles and responsibilities for both the national Community Tourism Secretariat and partnering organisations for capacity building, product development and product launch and operations requirements, all reflected in legal agreements between the Secretariat and each community or community tourism entity;
4. Training programmes tailored to community tourism development requirements;
5. Financing mechanisms and sources that can be brought to bear during product development and start-up operations ,,
6. Branding and marketing mechanisms that are integrated with national marketing programmes;
7. Programmes to support community tourism policy implementation including awareness and evaluation programmes.

6.3.1 Community Tourism Toolkit Contents

The components of the national Community Tourism Toolkit are described below:

6.3.1.1 Community Tourism Product/Opportunities Rating and Gap Assessment:

Export Market Ready Classification System	Guidelines for Successful Community Tourism Products	Opportunity Assessment Guidelines	Community Capacity Assessment Guidelines
This involves establishing a market responsive classification system based on the Tier 1, 2 and 3 system described in Section 0 above. It requires adapting the national standards and licensing system to simplify it for application to community tourism without compromising public health and safety or quality assurance and incorporating export and market ready criteria as discussed previously. Consultation will be required with CTP and key travel trade partners as part of this activity	This is intended to provide the Secretariat and communities with profiles and success factors for community tourism products, services and events. This includes the export ready standards in descriptive format but is enhanced to include marketing, operations and business factors such as access to markets, staffing, and business/management tools, and supporting infrastructure and services. The guidelines will also include a profile of models of community engagement (see Section 2.2 of this report) from benchmark examples around the world. Examples include “one village – one product”, networks and clusters, and cooperatives/partnerships.	These guidelines are intended to be used to assess the potential for product ideas or Tier 3 start-up products. The guidelines provide a realistic assessment of the potential for the opportunity to become a fully-fledged community tourism product and be structured to include a checklist based on the above Guidelines for Successful Community Tourism Products.	A practical assessment tool is required to identify the degree to which communities are ready for the community tourism product(s) they are proposing to pursue. The assessment will cover a range of factors (tailored to the specific products under consideration) such as infrastructure readiness, business and hospitality skills, and capacity to deliver the interpretive experiences for customers. The capacity assessment will identify strengths, gaps and shortfalls that will need to be addressed in preparation for community tourism product development

	This information will provide useful insight and guidelines for communities, in collaboration with the Secretariat, to determine the appropriate direction for each community in pursuing community tourism		

6.3.1.2 Assistance/Support Tools:

TOOLS	PURPOSE	RESPONSIBLE AGENCY
Product Development and Marketing Action Plan Guidelines:	Developed for each product and/or community as part of the ratings and gap assessment. the Action Plans will form the basis for identifying: i. assistance requirements, specifying the gaps that need to be filled to ensure export market ready products ii. the necessary community capacity building to deliver community tourism experiences.	TPDCo, JTB, SDC, PDC's, Resort Boards, JBDC, JNHT, FD, IOJ, JCDC, RADA, Private Sector, NGOs/CBO's respective community
Community Tourism Training Programmes	A variety of training and capacity building programmes form part of the community tourism toolkit for deployment during implementation. Both off the shelf and adapted training programmes will be necessary. Community tourism training programme package includes: a) basic literacy and numeracy; i. life skills training; b) tourism planning:- i. product development and marketing ii. hospitality iii. tour guide; iv. vents/festivals; c) management and operations, i. business skills training; d) environmental, social and cultural good practices for tourism; e) visitor and community security training programmes.	Collaboration between the Secretariat and national training agencies and organisations will be necessary to identify, adapt and finalize training programmes suitable for community tourism. TPDCo, JTB, SDC, PDC's, HEART; Resort Boards, RADA, Private Sector, CBO & NGOs, IFI's Development Foundations
Guidelines for Benefits and Empowerment Plan for Communities	Financing support is necessary to implement the community tourism policy. Funding is needed for the Secretariat. Three general types of funding is needed for: 1. training and capacity building; 2. product development and marketing; and 3. supporting infrastructure where necessary.	SDC, PDC's, JAMPRO; Resort Boards, RADA, BWA; Private Sector, CBO & NGOs, IFI's Development Foundations

	this funding will be sourced through: a) a combination of new project funding (e.g., through IFIs), b) the national government's budget including commitments by participating GOJ Ministries, Departments and Agencies (MDA) agencies (for example, training programmes or construction of infrastructure,) commercial financing sources	
Financing Support Mechanisms	Financing support is necessary to implement the community tourism policy. Funding is needed for the Secretariat. Three general types of funding is needed for: a. training and capacity building; b. product development and marketing; and c. supporting infrastructure where necessary. In all cases, this funding should be sourced through: a) a combination of new project funding (e.g., through IFIs), b) the national government's budget including commitments by participating GOJ Ministries, Departments and Agencies (MDA) agencies (for example, training programmes or construction of infrastructure,) commercial financing sources	Participating GOJ MDA's, TEF, JSIF, REDI, EFJ, PIOJ, IFI's Development Foundations, FCF, JPAT, Local Funding Agencies.

6.3.2 Product/Enterprise and Community Engagement Tools:

6.3.2.1 Templates for Legal Agreements:

The Secretariat assistance delivery to owners of existing and proposed community tourism enterprises i.e. communities, NGOs, or private entities located within communities will be preceded by

a) a legal, contractual agreement between the Secretariat and the recipient specifying the roles and responsibilities of each party to the agreement,
b) the assistance to be delivered,
c) the work plan and schedule for delivery, and
d) the assistance budget including budgetary and/or in kind contributions by the recipient.

Legal templates will be required for communities to assist them with establishing the legal businesses operating as CTEs. This is basic business practice to enable proper operations. Legal templates to advance effective implementation include:

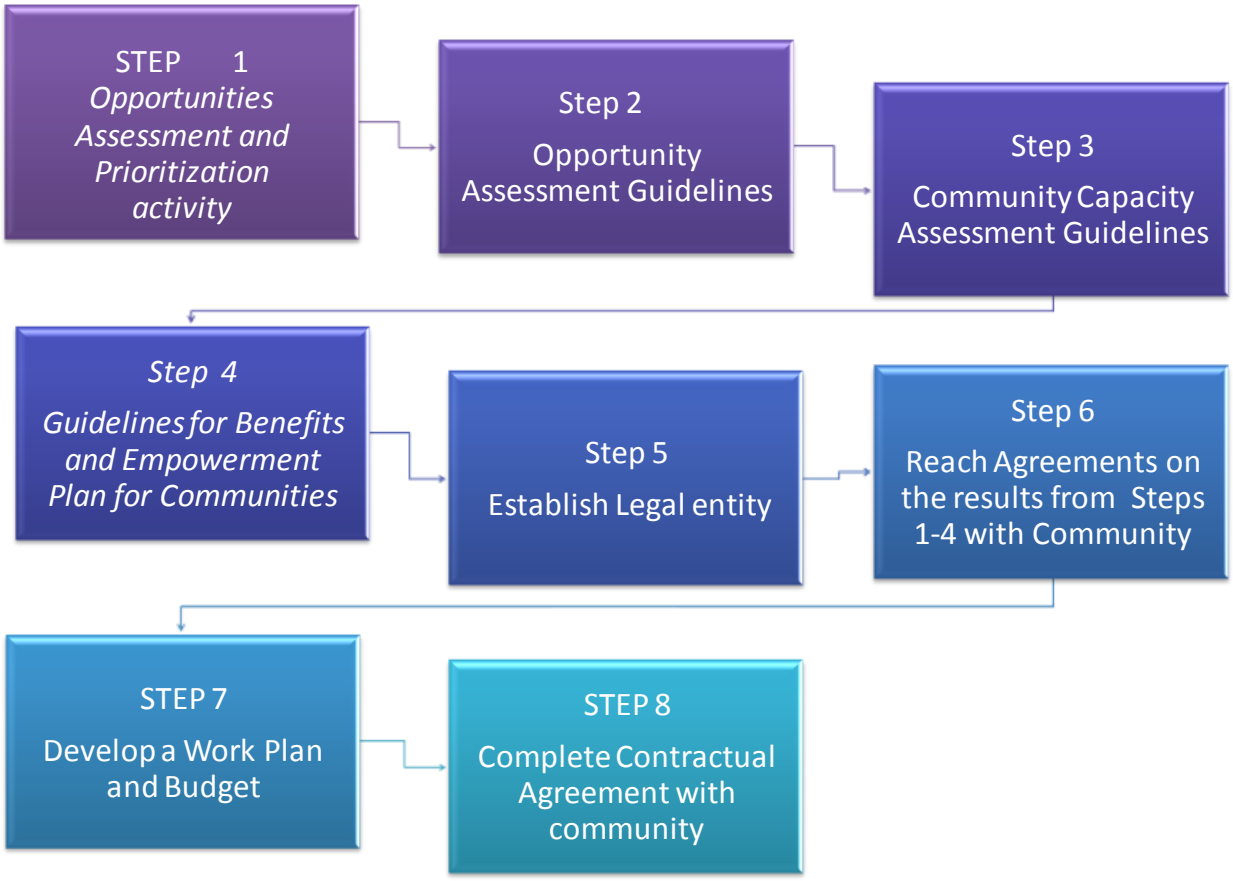
a) Contracts to engage suppliers and the travel trade;
b) Access agreements to facilitate the CTE's access to land for development or just to conduct tours (for example, in a natural area).
c) land ownership/lease procedures to facilitate this on a case by case basis

The Secretariat will develop the guidelines and legal instruments for delegated resource management to communities and/or engaging in co-management agreements in cases where it is necessary to strengthen

or supplement community tourism development with community resource management and/or co-management of heritage, natural or cultural assets with the responsible national ministry or agency,

Responsible Organisations: participating MTE, TPDCO, TEF, JSIF/ REDI, NEPA, JNHT, FD

6.3.2.1.1 **Community and Product Engagement Process Guidelines:** A consistent and understandable approach is required to guide the process of engagement with communities to provide community tourism support, this includes the following general steps:



Step 1 Identify the existing product (if any) and levels (Tier 1, 2 or 3) by using *Opportunities Assessment and Prioritization activity* to (see Section 6.4 below);

Step 2 Identify requirements for product development to undertake an opportunity assessment of any proposed product opportunities by using the *Opportunity Assessment Guidelines*;

Step 3 Identify capacity gaps and associated training and capacity building requirements by completing a community capacity assessment in collaboration with the community by using the *Community Capacity Assessment Guidelines;*

Step 4 Complete an assessment and documentation of the planned benefits and contributions to national policies from community tourism by using the *Guidelines for Benefits and Empowerment Plan for Communities*. Based on that assessment, make recommendations for enhancing the benefits;

Step 5 Identify/establish (and/or advise the community on) the legal entity (or entities) with whom the Community Tourism Secretariat will work to provide assistance;
Step 6 Reaching agreement on the results of activities (a) to (d) above with the community;
Step 7 Develop a work programme and budget for assistance to the community including capacity building support; and
Step 8 Complete a contractual agreement(s) with the community to proceed with community tourism development assistance, using the *Templates for Legal Agreements*.

The Secretariat and the Jamaica Tourist Board will engage with private sector or NGO entities for product development and marketing support will follow a similar process as described above for communities, with appropriate adaptations reflecting the private sector component. The community, the private sector and/or NGO will be regularly engaged to develop a community tourism product experience as well as to determine the benefits to the community.

6.3.3 Implementation Management Tools

6.3.3.1 Communications Programme:

The Secretariat will develop and implement a sound communications programme tailored to the communities, the tourism industry (domestic and international), its ministry, agency and NGO partners, the Advisory Committee, the media and the public.

The Secretariat will operate a central website to provide participants with a one stop information centre. Through this website, the Secretariat will provide

a) general and community specific toolkits and background resource material,
b) regular news and progress updates,
c) best practices and examples from other jurisdictions

A media and public relations programme will be incorporated as part of the overall communications programme. Additional communications will be tailored for communities which do not have internet access.

Responsible Organisations: participating TEF, JTB JSIF/ REDI

6.3.3.2 Awareness Programmes:

Awareness programmes will be deployed on at least two levels; at the national level regarding overall implementation of the policy and at the individual community level as part of the initial launch of a community's programme to develop community tourism product.

6.3.3.3 Evaluation Programme Design:

The Secretariat will design evaluation programmes addressing four components:

1. measurement of benefits achieved during the implementation programme;
2. measurement and evaluation of benefits including contributions to national policies and spinoff benefits generated from the assisted community tourism products assisted during implementation;
3. any spinoff benefits from the programme for community tourism products (and communities) that were not assisted; and
4. benefits to the tourism sector at large.

Evaluation programme design should be completed as part of the Toolkit Content preparation with methodologies developed for each component listed above.. The evaluation of benefits from the assisted community tourism products will be informed by several data collection sources including:

- the results of applying the *Guidelines for Benefits and Empowerment Plan for Communities* from the toolkit contents to each assistance project undertaken by the Secretariat;
- interviews and data collection on community tourism product operations after completion of the assistance and/or product launch as appropriate;
- interviews of community representatives in communities that have received assistance for community tourism product development; and
- industry interviews.

6.3.4 Toolkit Content Preparation

The Secretariat will work with its agency, community, NGO and private sector partners as appropriate and retain specialist experts as and where required to prepare the toolkits.

6.4 Assessing, Prioritizing and Phasing Community Tourism Opportunities

Prioritizing the community tourism opportunities will better enable Jamaica to establish early successes and benchmarks, achieve desired community tourism policy and strategy outcomes, maximize resources devoted to the sector, attract investment, enhance existing business opportunities, and position the community tourism sector for growth.

The process involves:

Step 1: assessing, rating and prioritizing the available opportunities for community tourism development in terms of their market readiness and potential at both the destination and product level, using the *Export Market Ready Classification System* (see Section 6.1.1).

Step 2: Developing a phasing plan that outlines the prioritized approach to destination development and community tourism opportunity enhancement and/or development. On the community tourism level, the plan will include both community tourism opportunities that are community-owned and private sector initiatives that are deemed to play an important role in developing and promoting community tourism.

6.4.1 Regional Destinations – Assessment and Prioritization

In order to ensure that a targeted and coordinated approach is taken for community tourism marketing, management and development, resource, social and market related criteria will be developed against which regional destinations within Jamaica can objectively be measured and ranked. The framework will assist in inventorying and assessing the attributes, factors and conditions considered necessary for a regional destination to succeed in community tourism development, including:

a) Communities in the region – the presence of characteristics that enable communities to effectively undertake and participate in community tourism business development

b) Product - features that enable the regional destination to provide a high quality tourist experience.

c) Performance – aspects that illustrate the regional destination's success to date in providing a quality tourist experience

d) Sustainability – considerations that measure the region's ability to continue to thrive as a community tourism destination.

6.4.2 Community Tourism Product – Assessment and Prioritization

The inventorying and assessment of existing and proposed community tourism concepts, products and experiences is necessary to identify how they rate in terms of *Export Market Ready Classification System*. At the product level, assessment criteria will incorporate the following considerations:

CONSIDERATIONS FOR PRODUCT ASSESSMENT AND PRIORITIZATION

PRODUCT	FUTURE OPPORTUNITY	MARKETING	NATIONAL POLICIES CONTRIBUTION	COMMUNITY AND SOCIAL FACTORS
• features that enable provision of high quality visitor experience that align with current community tourism customer trends • includes authenticity, uniqueness, educational value, differentiation, accessibility, ability to be a core community tourism attractor	• growth potential based on market readiness, competitiveness • expansion potential, ability to attract visitors, and other market considerations	• aspects that relate to strong marketing and sales performance • includes market trends, appeal to market, product development and renewal, partnership potential and seasonality	• economic, nature, heritage and culture management and protection. • includes revenue generation and potential, employment generation and potential, potential for spin-off opportunities, gender empowerment and gender equality	• the situation with regard to community acceptance, compatibility with other community and economic activities • Includes local value chain potential, local skills availability

The product level assessment would be undertaken through the lens of international tour operators. At the completion of the assessment, the products would be classified according to their current stage of development (Tier 1, 2 or 3). This classification readily identifies which support programmes are necessary to prepare, develop, enhance or market the product and form the core of the Action Plan for the product.

The Action Plan for each CTE comprises:

- Product development and support action plans
- Community capacity building plan
- Benefits and empowerment plans

6.4.3 Phasing Plan

The phasing plan for implementation of direct support to communities and CTEs will be constructed based on three general considerations:

1. The regional destination priority for the community/CTE in question;
2. The classification of the CTE into Tier, 1, 2 or 3; and
3. The situation of the CTE with regard to the Community Tourism Policy's goals and objectives including future competitiveness, national policy contributions, and community and social considerations.

In general, priority will be given to communities and CTEs in regions where readiness and access to markets is highest and in which early successes can be achieved.

A ranking system will be developed to guide phasing decisions. This will ensure early progress on the Community Tourism Policy's Goal 1 on facilitating an internationally competitive and robust community tourism sector. The phasing plan will be flexible enough to provide room for exceptions where the situation warrants it (e.g., for Tier 1 products). The precise phasing and scheduling cannot be established until the assessment and prioritization activity is completed.

6.5 Direct Support to Communities and CTEs

The delivery of programme support will be undertaken in three streams –

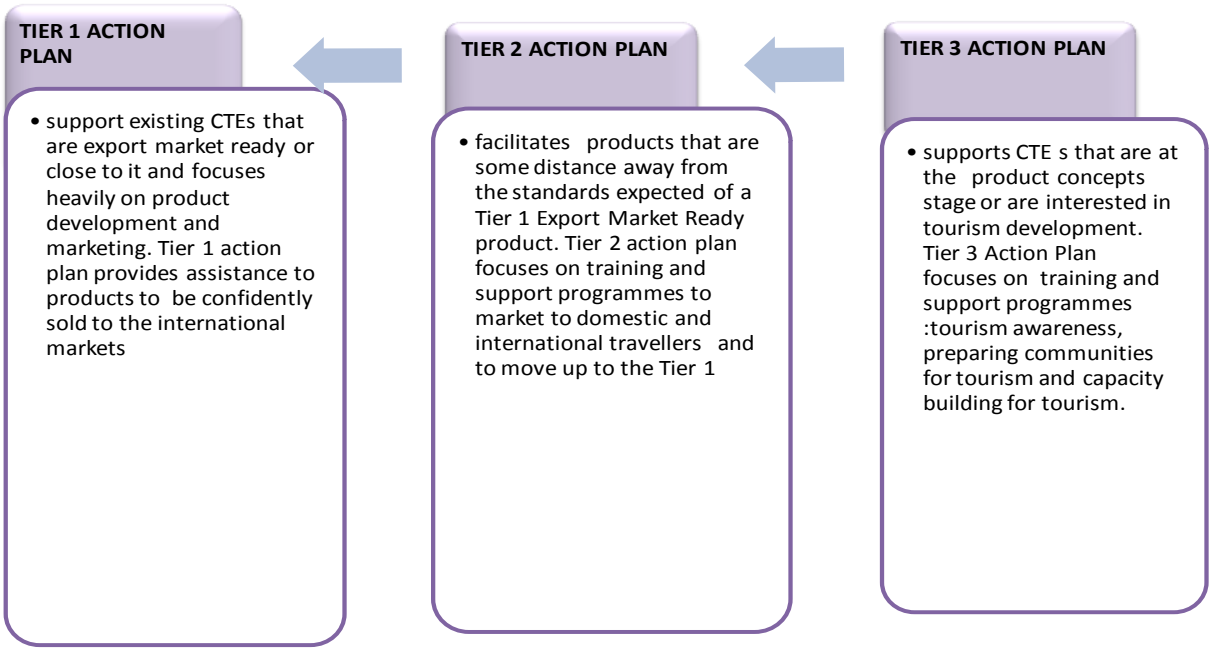
The plan aims to strengthen products in their existing product Tiers to bring them either near to or up to the standard of the higher product tier. The goal is achieve to improved visitor numbers and revenues for the CTEs and, at the same time, to establish the foundation to effectively market community tourism as part of Jamaica's overall marketing programme.

The community opportunities assessment process described in Section 6.4 will determine which of the CTEs products are close to Tier 1 export market ready products now and what is required to bring them to the export market ready level.

The plan reflects the fact that community tourism product development and marketing requires different techniques and approaches compared to 3S all-inclusive and mainstream tourism destination marketing, the type of marketing that Jamaica currently relies on. It aims to fulfil the needs of today's travellers, who are seeking an interactive, personal experience, one that allows them to make personal and intimate

connections to the culture and the people they are visiting. Among the key marketing strategies are a cohesive and inclusive online presence, and strong relationships with the travel trade and media.

DELIVERY OF ACTION PLAN SUPPORT TO CTEs AND COMMUNITIES



The Assessment and Prioritization Activity provides the classification and phasing of the products. Implementation of all three action plan streams can proceed in parallel, the difference being that the focus is generally as shown in **Exhibit 7.3** and summarized in Section 0.

Implementation will be guided by the National Community Tourism Toolkit, providing the necessary tools ranging from determining support requirements to engagement guidelines.