

Economic and Social Commission for Asia and the Pacific

## Poverty Alleviation through Sustainable Tourism Development



UNITED NATIONS

**ECONOMIC AND SOCIAL COMMISSION  
FOR ASIA AND THE PACIFIC**

**POVERTY ALLEVIATION THROUGH  
SUSTAINABLE TOURISM DEVELOPMENT**



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## CONTENTS

	<i>Page</i>
<b>EXECUTIVE SUMMARY</b> .....	1
<b>INTRODUCTION</b> .....	3
A. Background .....	3
B. Organization of the Manual .....	5
<b>I. INTRODUCTION TO TOURISM</b> .....	7
A. The nature of tourism .....	7
B. The impacts of tourism .....	8
C. Sustainable tourism: basis, definition and principles .....	11
D. Tourism trends .....	15
E. The tourism development process .....	16
F. Adopting a tourism development model .....	17
G. Conclusion .....	21
<b>II. UNDERSTANDING POVERTY AND ITS RELATIONSHIP WITH TOURISM DEVELOPMENT</b> .....	23
A. Understanding poverty .....	23
B. Different dimensions and causes of poverty .....	25
C. Understanding the difference between urban and rural poverty .....	25
D. The role of tourism in poverty reduction .....	28
E. Approach to pro poor tourism growth .....	30
F. Generic local pro poor tourism strategies .....	31
G. The role of local urban authorities in promoting pro poor tourism .....	31
H. Conclusion .....	34
<b>III. NATIONAL LEVEL PRO POOR TOURISM DEVELOPMENT</b> .....	35
A. Introduction .....	35
B. National level economic and social planning .....	35
C. Specific national policies for using tourism development as a tool in poverty reduction .....	38
D. Conclusion .....	40

## CONTENTS (continued)

	<i>Page</i>
<b>IV. DESTINATION PLANNING</b> .....	41
A. An action oriented pro poor tourism planning approach at the destination level .....	41
B. The planning process .....	42
C. Conclusion .....	61
<b>V. ORGANIZATION AND MANAGEMENT</b> .....	63
A. Establish leadership and management capacities .....	63
B. Developing participation .....	66
C. Resolving tourism development conflicts .....	72
D. Conclusion .....	74
<b>VI. DEVELOPING AND PROMOTING TOURISM PRODUCTS     TO ADDRESS POVERTY REDUCTION</b> .....	75
A. Developing pro poor products .....	75
B. Infrastructure development .....	80
C. Pro poor tourism market research .....	80
D. Conclusion .....	92
<b>VII. DESTINATION OPERATION</b> .....	93
A. Environmental management .....	93
B. Heritage resource management .....	100
C. Heritage site and district management techniques .....	101
D. Developing a heritage site management plan .....	103
E. Safety and security .....	104
F. Training .....	106
G. Monitoring .....	110
H. Conclusion .....	116
<b>VIII. CONCLUSION</b> .....	117
<b>REFERENCES</b> .....	118
<b>APPENDIX</b> .....	121

**CONTENTS** *(continued)*

*Page*

**LIST OF FIGURES**

Figure I.	Different tourism models .....	4
Figure II.	Organization of the Manual .....	6
Figure III.	Tourism development process .....	17
Figure IV.	Destination management model .....	18
Figure V.	Product/market matching .....	18
Figure VI.	Organizational and management structures .....	19
Figure VII.	Destination planning .....	20
Figure VIII.	Destination and site operations .....	20
Figure IX.	Local level involvement in tourism planning and management .....	32
Figure X.	Strategic tourism development process .....	43
Figure XI.	Getting the destinations ready for tourism .....	44
Figure XII.	Situation analysis .....	48
Figure XIII.	Community resource inventory .....	49
Figure XIV.	Goals and strategy development .....	54
Figure XV.	Objectives and action plans and implementation.....	56
Figure XVI.	Monitoring process .....	61
Figure XVII.	The visitor experience .....	76
Figure XVIII.	Tourism products .....	77
Figure XIX.	Nine marketing Ps .....	83
Figure XX.	Market segmentation dimensions .....	89
Figure XXI.	Environmental impact assessment process (EIA) .....	96
Figure XXII.	Monitoring and evaluation process .....	111

## CONTENTS *(continued)*

*Page*

### LIST OF TABLES

Table 1.	Economic impacts of tourism .....	9
Table 2.	Social impacts of tourism .....	10
Table 3.	Cultural impacts of tourism .....	10
Table 4.	Physical environment impacts of tourism .....	11
Table 5.	Dimensions and causes of urban and rural poverty .....	26
Table 6.	Destination readiness information gathering methods .....	45
Table 7.	Destination stakeholders .....	46
Table 8.	Checklist for inventory and evaluation of tourism resources and infrastructure .....	50
Table 9.	Steps of feasibility study .....	58
Table 10.	Market segmentation characteristics .....	89
Table 11.	Outline of a typical marketing plan .....	90
Table 12.	Different types of monitoring research .....	91
Table 13.	Possible monitoring indicators for pro poor tourism development .....	112
Table 14.	Monitoring data analysis methods .....	115

### LIST OF BOXES

Box 1.	Case study of planning approach for pro poor tourism, Indonesia .....	42
Box 2.	Case study of the establishment of the tourism organization at the destination level, Philippines .....	65
Box 3.	Case study of community participation in tourism planning, Thailand .....	69
Box 4.	Case study of roles of stakeholders in pro poor tourism development, Senegal .....	72

## **EXECUTIVE SUMMARY**

There is growing recognition worldwide of the essential role tourism can play in reducing poverty and promoting sustainable development, especially in developing economies. Several governments and international aid agencies have experienced first-hand the positive impacts tourism development brings to a country by creating economic opportunities which improve people's quality of life. With careful planning, the poor can directly benefit from well-conceived tourism strategies and plans. This focus is known as "pro poor tourism".

While the existing tourism system can occasionally bring some benefits to the poor, pro poor tourism uses a combination of positive partnerships between the private and public sectors and a consideration of social, economic and environmental concerns to effect change and provide long-term improvements in reducing and potentially eliminating poverty. Pro poor tourism involves targeting and involving the poor in each step of the process to protect natural resources, preserve cultural traditions and create on-going employment for the community as a whole.

This manual provides government officials with practical information on the planning and management principles and processes of sustainable tourism development.

Tourism can, for example, provide employment for local people but it can also contribute to an increase in their cost of living, e.g. housing, food. It can give visitors a greater understanding and appreciation of people from diverse backgrounds but it may result locally in a disruption of traditional customs and traditions. It can improve roads and infrastructure but it may require communities to raise taxes for additional services. It can provide better recreational and cultural facilities but also create overcrowding, traffic congestion, litter, vandalism and crime.

The intent of this manual is to provide practical processes and techniques for achieving pro poor tourism. It describes how tourism can reduce poverty and it gives public officials the tools to develop policies locally. It provides all stakeholders with realistic information on tourism development – how to gather and analyze information, make decisions, develop products, implement a marketing strategy and monitor the development process.

The ultimate goal of this manual is to empower the poor to improve their standard of living while protecting their culture, ideals and way of life. It is a step-by-step planning guide providing stakeholders with the tools they need to not only anticipate and minimize the adverse effects of tourism but ensure its

initial and on-going success. It looks at how the public and private sectors can profit from working together to enhance tourism opportunities and economic growth.

The effective development, execution and management of a successful pro poor tourism strategy reaches far beyond local communities. It can:

- Enhance a country's international profile.
- Open the door to new investment.
- Raise living standards.
- Provide additional funds for education and training.
- Stimulate economic growth.
- Bring about environmental reforms.
- Develop a group of innovative entrepreneurs.
- Create new business opportunities.

# INTRODUCTION

## A. Background

In the wake of globalization and economic restructuring, many countries and communities are struggling to redefine and rebuild their economies. To reduce poverty and encourage economic and social development, many governments and international aid agencies have recognized the positive impact tourism development can bring to a country by creating economic opportunities and contributing to the general quality of life of residents.

There is now evidence demonstrating the successes as well as failures of tourism as an entry point to social and economic development. With careful planning, positive partnerships between private and public sectors, concern for social, economic, and environmental impacts and a clear view of responsible tourism, countries can use tourism strategies as an important development tool. There is also a growing awareness that many countries and their communities have not achieved those social and economic objectives due to environmental degradation, social disruption, unanticipated costs to local governments and rising costs to residents. Distressingly the poor often do not receive the benefit of tourism development for a number of reasons which will be explored in this manual.

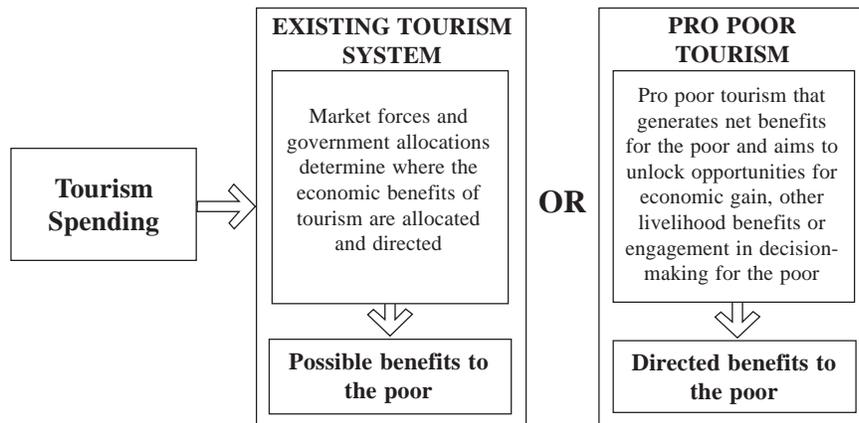
Many of the positive approaches to tourism have now been subsumed under the notion of sustainable tourism, based in part on international agreements resulting from the Bruntland Commission, as well as others. Many international organizations and events including the World Summit on Sustainable Development (WSSD) in Johannesburg in 2002, the World Tourism Organization (WTO) and the United Nations Conference on Trade and Development (UNCTAD) in their charters, declarations and publications clearly point to a worldwide recognition of the essential role that tourism can play in reducing poverty. The challenge is to make this happen especially in developing economies.

Evaluating the role of tourism in reducing rural poverty is increasingly being understood. However, the role of tourism development in reducing poverty in larger urban areas is more complex and requires a different set of tools and scales of analysis and management. In order to provide a structured set of processes and techniques the manual focuses on destination management for rural areas and smaller urban communities.

The manual uses the term “pro poor tourism” to indicate its thrust is in developing tourism strategies and plans oriented to eliminating or reducing poverty. In fact, it suggests an orientation to tourism quite different from what

presently exists in many jurisdictions – where the emphasis is on encouraging and supporting tourism for economic development.

This difference can be understood by looking at Figure I which identifies two models, one – where market and overall public sector decisions determine what happens to tourism revenues, with a possible trickling down of money to the poor. The other a pro poor approach identifies the thrust to direct all efforts to poverty reduction. This manual is concerned with a pro poor approach.



**Figure I. Different Tourism Models**

This manual attempts to move the notion of sustainable pro poor tourism away from one of words and ideals to one of action. It is based on the premise that pro poor tourism can be best implemented based on the planning and management principles and processes of sustainable tourism development. This is essential if the benefits of tourism are to be realized and the poor are not left in a worse state than before tourism development occurred.

At a planning and policy process level pro poor tourism attempts to create a legislative and regulatory environment that supports the reduction of poverty using tourism as a development tool. Essentially the intent of this orientation is to change the culture of tourism development from one concerned with growth to one with the specific objective of improving the condition of the less fortunate in society. It is possible for almost any tourism attraction or product to meet pro poor tourism objectives. As such, there are no specific pro poor tourism products. However, there are certain forms of tourism more likely to support poverty reduction. This will be discussed later in the manual.

It is recognized that in principle any form of tourism development in a country can help reduce poverty. Expenditures by tourists on a range of goods and services create jobs and businesses which support the needs of the tourism industry. However, very often the benefits of tourism development actually do not reach the poor due to a number of obstacles and ways of thinking. It could be argued that the problem on one level focuses on the way the benefits of tourism are actually distributed within a national economy. This is really a case for national economic and social planning and is not the focus of this manual. The manual is concerned with developing tourism that directly targets and involves the poor in that process.

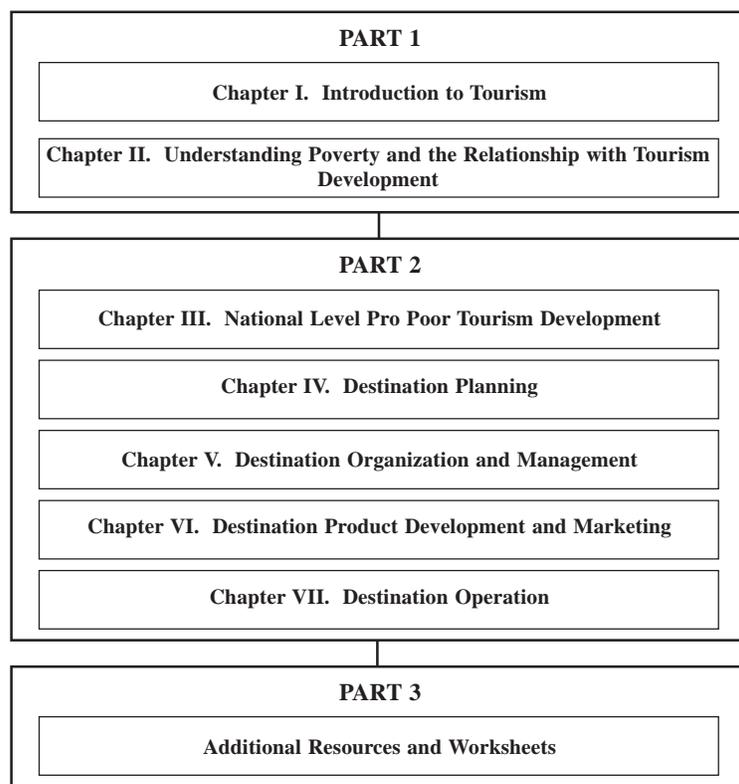
The manual adopts a strategic approach that looks at communities and their districts as complete destinations, and attempts to put forward techniques and approaches to enable public officials and the affected communities to develop policies directed at reducing poverty.

The focus of the manual is to provide public officials and other stakeholders with assistance to achieve poverty reduction through tourism. It is designed to provide practical processes, tools and techniques for achieving pro poor tourism.

## **B. Organization of the Manual**

The manual is designed to assist the process of information gathering, analysis, decision-making and tourism development. Depending on the experience and education of the reader there may be some sections which have already been covered in training and practical work experience situations.

The manual is divided into three parts. Part 1 introduces basic ideas on the nature of tourism and the tourism system. It also provides a brief discussion of poverty and the relationship of poverty reduction to tourism development. Part 2 examines how a community can prepare for tourism, develop products, a marketing strategy and finally monitor the development process. Part 3 provides sources of additional information and forms to be used in the development process. The organization of the manual is illustrated in Figure II.



**Figure II. Organization of the Manual**

Chapter I briefly introduces tourism and the nature of the tourism system. It is designed to provide the reader with an understanding of some basic tourism planning and management concepts. Additional reading is recommended for those who require more in-depth information on the subject.

Chapter II allows the reader to understand poverty in its fullest dimensions and, based on that understanding, to appreciate the role tourism can play in helping to deal with poverty related issues.

Chapters III to VII describe and present a practical process of pro poor tourism planning and management at the destination. These chapters introduce tools and strategies for ensuring that tourism development improves the quality of life of the local people and benefits the national social and cultural situation.

The manual ends with a list of references and worksheets designed to support the work of tourism and development officials.

## **I. INTRODUCTION TO TOURISM**

This section introduces the essential dimensions of tourism. The intent is to provide basic facts and introduce a range of concepts which will lead to an overview of the principles and ideas behind sustainable tourism.

### **A. The Nature of Tourism**

Tourism is a socio-economic phenomenon comprised of the activities and experiences of tourists and visitors away from their home environment, serviced by the travel and tourism industry and host destinations. The sum total of this activity, experience and services can be seen as the tourism product. Understanding the interrelationships between several parts of the system enables all tourism stakeholders to improve planning and management effectiveness and enhance the likelihood of success.

Essentially, the tourism system can be described in terms of supply and demand. Tourism planning should strive for a balance between demand (market) and supply (development). This requires an understanding not only of market characteristics and trends but also the planning process to meet these market needs. Furthermore, the context of the supply and demand sides needs to be carefully monitored and managed, e.g. ecological, political, social, cultural and other factors in the external and internal environments of the visitor demand, and destination supply components must be carefully considered.

Often tourists from core generating markets are identified as the demand side; the supply side includes all facilities, programmes, attractions and land uses designed and managed for the visitors. These supply side factors may be under the control of private enterprise, non-profit organizations and/or governments. New and innovative forms of partnerships are also evolving to ensure the sustainable development and management of tourism-related resources.

The supply and demand side can be seen to be linked by flows of resources such as capital, labour, goods and tourist expenditures into the destination, and flows of marketing, promotion, tourist artifacts and experiences from the destination back into the tourist generating regions. In addition, some tourist expenditures may leak back into the visitor-generating areas through repatriation of profits to foreign tourism investors and payment for imported goods and services provided to tourists at the destination. Transportation provides an important linkage both to and from the destination.

For planning purposes, the major components that comprise the supply side are:

- Various modes of transportation and other tourism-related infrastructure.
- Tourist information.
- Marketing and promotion provided.
- The community or communities within the visitor destination area.
- The political and institutional frameworks for enabling tourism.

The dynamic nature of tourism systems makes it critical to scan the external and internal environments of the destination on a regular basis and to be prepared to make changes necessary to ensure a healthy and viable tourism industry. The tourism system is dynamic and complex due to many factors and sectors linked to the provision of the tourist experience and the generation of tourism revenues and markets. A large number of stakeholders are involved in this system. There is growing recognition that the interdependence of these stakeholders is essential for sustainable pro poor tourism. Tourism development can no longer work in isolation of the environment and local communities or avoid the social and cultural consequences of tourism.

## **B. The Impacts of Tourism**

Establishing or developing a tourism industry has both benefits and costs. If these impacts are understood from the outset of planning, strengths and opportunities can be maximized while weaknesses and threats can be minimized. A list of potential costs and benefits are presented below. Each destination will be different in terms of tourism characteristics. The costs and benefits of tourism will vary in each destination and can change over time, depending on tourism and other activities in a destination's local and regional context. Tables 1-4 present some of the positive and negative impacts of tourism.

**Table 1. Economic Impacts of Tourism**

<b>Economic Benefits</b>	<b>Economic Costs</b>
<ul style="list-style-type: none"><li>■ Tourism generates local employment, directly in the tourism sector and in support and resource management sectors.</li><li>■ Tourism stimulates profitable domestic industries, hotels and other lodging facilities, restaurants and food services, transportation systems, handicrafts and guide services.</li><li>■ Tourism generates foreign exchange for the country and injects capital and new money into the local economy.</li><li>■ Tourism helps to diversify the local economy.</li><li>■ Improved road systems and infrastructure that contributes to the entire destination can be justified and supported by the benefits from tourism development.</li><li>■ Often the jobs created through tourism can be low-paying and unskilled but they constitute an important step for the poor to improve their economic condition.</li><li>■ Increased tax revenues from tourism.</li></ul>	<ul style="list-style-type: none"><li>■ Higher demand created by tourism activity may increase the price of land, housing and a range of commodities necessary for daily life.</li><li>■ Demands on health service provision and police services can increase during the tourist seasons at the expense of the local tax base.</li></ul>

**Table 2. Social Impacts of Tourism**

Social Benefits	Social Costs
<ul style="list-style-type: none"> <li>■ The quality of life of a community can be enhanced by economic diversification through tourism.</li> <li>■ Recreational and cultural facilities created for tourism can be used by local communities as well as domestic/international visitors.</li> <li>■ Public spaces may be developed and enhanced through tourism activity.</li> <li>■ Tourism enhances local community esteem and provides an opportunity for greater understanding and communication among peoples of diverse backgrounds.</li> </ul>	<ul style="list-style-type: none"> <li>■ Rapid tourism growth can result in the inability of local amenities and institutions to meet service demands.</li> <li>■ Without proper planning and management, litter, vandalism and crime often accompany tourism development.</li> <li>■ Tourism can bring overcrowding and traffic congestion.</li> <li>■ Visitors bring with them material wealth and apparent freedom. Young members of the host community are particularly susceptible to the economic expectations these tourists bring and can result in complete disruption of traditional community ways of life.</li> <li>■ The community structure may change, e.g. community bonds, demographics and institutions.</li> <li>■ The authenticity of the social and cultural environment can be changed to meet tourism demands.</li> </ul>

**Table 3. Cultural Impacts of Tourism**

Cultural Benefits	Cultural Costs
<ul style="list-style-type: none"> <li>■ Tourism can enhance local cultural awareness.</li> <li>■ Tourism can generate revenue to help pay for the preservation of archaeological sites, historic buildings and districts.</li> <li>■ Despite criticism about the alteration of cultures to unacceptable levels, the sharing of cultural knowledge and experience can be beneficial for hosts and guests of tourism destinations and can result in the revival of local traditions and crafts.</li> </ul>	<ul style="list-style-type: none"> <li>■ Youth in the community begin to emulate the speech and attire of tourists.</li> <li>■ Historic sites can be damaged through tourism development and pressures.</li> <li>■ There can be long-term damage to cultural traditions and the erosion of cultural values, resulting in cultural change beyond a level acceptable to the host destination.</li> </ul>

**Table 4. Physical Environment Impacts of Tourism**

Physical Environmental Benefits	Physical Environmental Costs
<ul style="list-style-type: none"> <li>■ Parks and nature preserves may be created and ecological preservation supported as a necessity for nature-based tourism.</li> <li>■ Improved waste management can be achieved.</li> <li>■ Increased awareness and concern for the environment can result from nature-based tourism activities and development.</li> </ul>	<ul style="list-style-type: none"> <li>■ Negative changes in the physical integrity of the area.</li> <li>■ Rapid development, over-development and overcrowding can forever change the physical environment and ecosystems of an area.</li> <li>■ Degradation of parks, preserves and other attractions such as beaches may occur through over-use and poor management.</li> </ul>

### **C. Sustainable Tourism: Basis, Definition and Principles**

In order to ensure destinations benefit from tourism and do not suffer the negative impacts identified, this section introduces the concept of sustainable tourism and presents principles that may be used to guide the overall planning and development process.

#### **1. The Basis of Sustainable Tourism**

Over the past two decades, the inter-relatedness of all earth and human systems has become abundantly clear. It is understood that no human action ever occurs in total isolation from other natural systems. There is a growing awareness of the reality that humans are dependent on the limited and finite resources of the earth. This was very clearly identified at the World Summit on Sustainable Development.

Among the principles and imperatives that promote and enhance the vision of sustainable futures are the following:

- Prudent use of the earth's resources within the limits of the planet's carrying capacity.
- Devolution of top-down decision-making responsibilities to a broader range of the destination's stakeholders.
- The abatement of poverty and gender inequalities and respect for fundamental human rights.
- Enhancement of the quality of life through improved health care, shelter, nutrition and access to education and income-generating skills.

- Preservation of biodiversity and life support systems for all natural habitats.
- Preservation of indigenous knowledge and ways of living, and respect for the spiritual and cultural traditions of different peoples.

These principles have been discussed in a number of statements and declarations of the World Tourism Organization (WTO) including:

- Manila Declaration on World Tourism, 1980.
- Acapulco Documents on the Rights to Holidays, 1982.
- Tourism Bill of Rights and Tourism Code, Sofia, 1985.
- The Hague Declaration on Tourism, 1989.
- Lanzarote Charter for Sustainable Tourism, 1995 (jointly with UNEP, UNESCO, EU).
- Statement on the Prevention of Organized Sex Tourism, Cairo, 1995.
- Global Codes of Ethics for Tourism, 1999.
- Québec Declaration on Ecotourism, 2002.

To fulfill these imperatives, governments and other societal agents are struggling to find an appropriate balance between different and sometimes apparently conflicting needs and value systems. Achieving sustainable tourism development requires that the private and public sector and the community cooperate as partners in working toward a sustainable society.

Individual tourism resource management decisions need to be made with the increased understanding of all these dimensions if the goal of sustainable futures is to be attained. Achieving sustainable futures requires the development of appropriate tourism on a continuum where growth decisions, development viewpoints and sustainability issues are balanced with the environment and economy.

## **2. Defining Sustainable Tourism**

The World Tourism Organization defines sustainable tourism in the following manner:

“Sustainable tourism development meets the needs of present tourists and host regions while protecting and enhancing opportunities for the future. It is envisaged as leading to management of all resources in such a way that economic, social and aesthetic needs can be fulfilled while maintaining cultural integrity, essential ecological processes, biological diversity and life support systems.”

While tourism is welcomed almost universally for the benefits and opportunities it creates, there is a growing recognition of the need to see tourism in its environmental context, to acknowledge that tourism and the environment are interdependent, and to work to reinforce the positive relationship between tourism, the environment and poverty reduction.

### **3. Guidelines and Principles for Sustainable Tourism**

Many destinations are now pursuing strategies which aim to ensure a sensitive approach when dealing with tourism. Many of these strategies are based on a formal expression of principles for sustainable tourism. A list of guidelines, techniques and principles is presented below that are important for national governments, destinations and organizations who wish to be guided by the ethics of sustainable and responsible tourism. These guidelines and principles include:

*(a) Participation*

Residents of a community must maintain control of tourism development by being involved in setting a community tourism vision, identifying the resources to be maintained and enhanced, and developing goals and strategies for tourism development and management. Residents must participate in the implementation of strategies and the operation of the tourism infrastructure, services and facilities.

*(b) Stakeholder Involvement*

Tourism initiatives should be developed with the help of broad-based community input. Participants could include local NGO groups and institutions, volunteer service groups, the poor, women, municipal governments and their economic development departments, tourism associations, visitor bureaus, town business associations, regional representatives of provincial tourism development and any other party which might be involved in or impacted by tourism.

*(c) Local Ownership*

Tourism development must provide quality employment for community residents. The provision of fulfilling jobs has to be seen as an integral part of any tourism development at the local level. Part of the process of ensuring quality employment is to ensure, as much as possible, the tourism infrastructure (hotels, restaurants, shops, etc.) is developed and managed by local people. Experience has demonstrated that the provision of education and training for local residents and access to financing for local businesses and entrepreneurs are central to this type of policy.

(d) *Establishing Local Business Linkages*

Linkages must be established among local businesses in the tourism industry in order to ensure tourism expenditures stay within the destination rather than leak out to purchase imported goods and services for tourists. Local involvement in tourism facilitates the development of linkages among the service and goods providers within the tourism destination.

(e) *Sustainability of the Resource Base*

Sustainable tourism development has to provide for intergenerational equity. Equitable distribution of costs and benefits of tourism development must take place among present and future generations. To be fair to future generations of tourists and the travel industry, society should strive to leave a resource base no less than the one inherited. Sustainable tourism development must, therefore, avoid resource allocation actions that are irreversible.

(f) *Community Goals*

Harmony is required between the needs of a visitor, the place and the community. This is facilitated by broad community support with a proper balance between economic, social, cultural and human objectives, and recognition of the importance of cooperation between government, host communities, the tourism industry and non-profit organizations involved in community development and environmental protection.

(g) *Cooperation*

Cooperation between local attractions, businesses and tourism operators is essential given that one business or operation can be directly affected by the performance or quality of another. Models of partnerships must be explored in the areas of planning, management, marketing and funding for tourism ventures.

(h) *Carrying Capacity*

There is a definite need for the impact assessment of tourism development proposals to distinguish between plans which encourage mass versus quality tourism. The capacity of sites must be considered, including physical, natural, social and cultural limits. Development should be compatible with local and environmental limits, and operations should be evaluated regularly and adjusted as required

(i) *Monitoring and Evaluating*

Guidelines have to be established for tourism operations, including requirements for impact assessment. There should be codes of practice

established for tourism at the national, regional and local levels. There is also a need to develop indicators and threshold limits for measuring the impacts and success of local tourism ventures. Protection and monitoring strategies are essential if communities are to protect the very resources that form the basis of their tourism product to protect the environment (the tourism resource base) on which it depends.

(j) *Accountability*

The management and use of public goods such as water, air and common lands should ensure accountability on behalf of users to ensure these resources are not abused.

(k) *Training*

Sustainable tourism development requires the establishment of education and training programmes to improve public understanding and enhance business, vocational and professional skills especially for the poor and women. Training should include courses in tourism, hotel management, creation and operation of small businesses and other relevant topics.

(l) *Positioning*

Sustainable tourism development involves promoting appropriate uses and activities to reduce poverty and draw from and reinforce landscape character, sense of place, community identity and site opportunities. These activities and uses should aim to provide a quality tourism experience that satisfies visitors while adhering to other principles of sustainable tourism.

## **D. Tourism Trends**

An important part of understanding the nature of tourism is to appreciate a number of trends that will influence the tourism planning and development process. These trends include:

- Cultural and natural environments continue to attract growing numbers of visitors as mass tourism continues to increase.
- Recreational travel trends show an increase in travelers.
- Technological advances in many areas including transportation, information systems and communication are revolutionizing business practices.
- There will be a considerable change in tourist demographics. Affluent singles will be responsible for the increase in short-term exotic vacations. As their numbers decrease, so will the dollars spent on these vacations. Affluent families with two incomes will be a lucrative

market. They will want an experience combining culture, recreation, shopping, excellent restaurants and urban amenities.

- There will be a substantial increase in the number of elderly tourists.

Faced with these changing tourism trends, an increasingly competitive global market and growing environmental concerns and regulations, organizations providing tourism-related services have to develop innovative strategies and actions to ensure tourism is developed and managed in a sustainable and responsible manner.

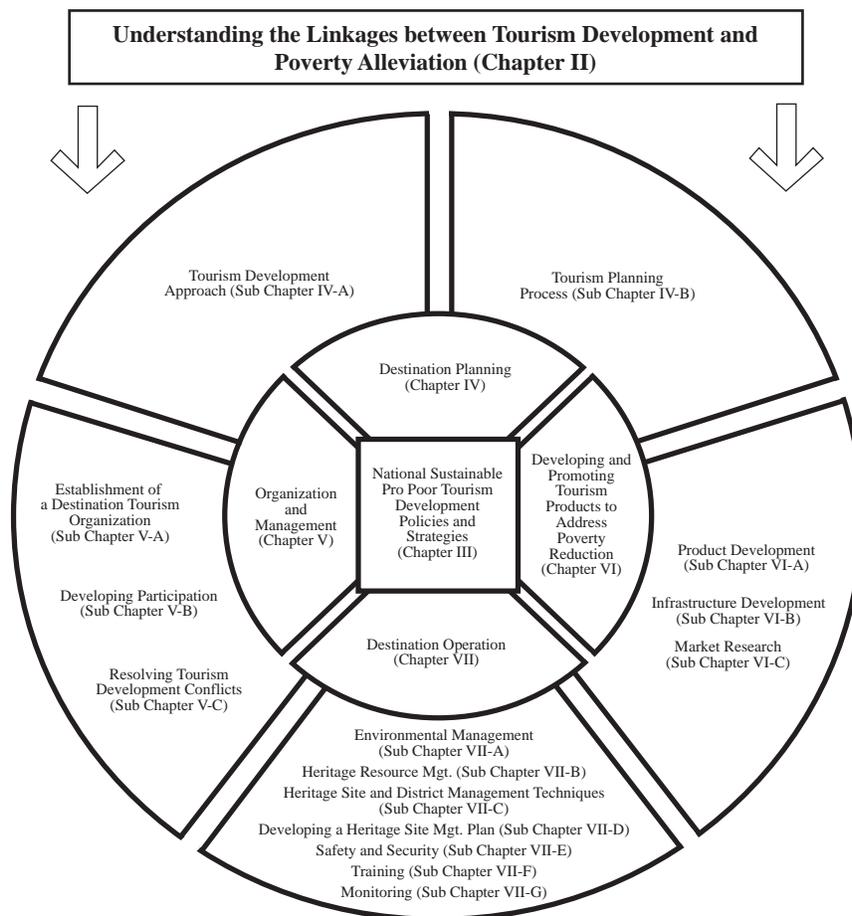
Tourists are more likely to have traveled before and as a result they are more sophisticated consumers. They know where they want to go, how they want to get there and what they want to do once they reach their destination. Blessed with good health, good pension plans and newfound freedom, the over 55s of many countries are traveling in increasing numbers.

It is important those responsible understand international, regional and domestic trends in their planning and management.

## **E. The Tourism Development Process**

The manual is organized around a model of tourism development illustrated in Figure III. The numbers in brackets indicate the chapter and/or section where the dimension is discussed. In order to develop pro poor tourism, it is essential to first understand the linkages between tourism and poverty alleviation and how tourism can be used to address poverty issues (Chapter II). Once there is a clear understanding of the nature of pro poor tourism, national sustainable pro poor tourism development policies and strategies (Chapter III) can be developed within the framework of four major areas of concerns including:

- Destination Planning (Chapter IV).
- Destination Organization and Management (Chapter V).
- Destination Product Development and Marketing (Chapter VI).
- Destination Operation (Chapter VII).



**Figure III. Tourism Development Process**

### **F. Adopting a Tourism Development Model**

This manual is based on a destination management model that views a destination in an integrated fashion. A destination management approach seeks to understand the needs of the tourist and develop a quality assurance programme that guarantees visitor satisfaction as well as protects and enhances communities and the environment. A destination can be seen to be an entire province, a group of provinces or a city or part thereof.

A destination focus is ideal for putting into place practical measures to maximize benefits for the poor within a specific area. Proactive initiatives can bring government, communities, NGOs and businesses together to stimulate economic linkages, and local participation partnerships.

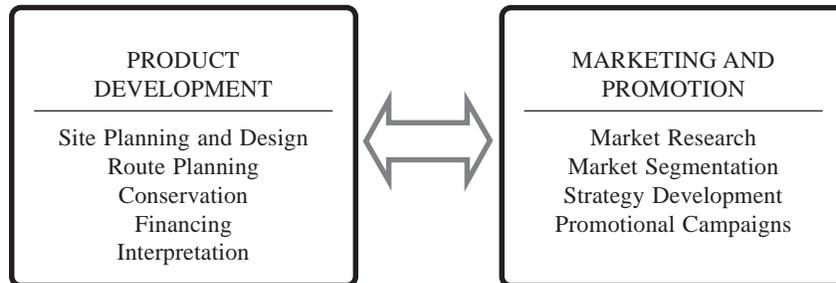
There are four major areas of concern, illustrated in Figure IV that destinations should begin to address in order to ensure a comprehensive view is taken of the complete spectrum of issues facing a destination.



**Figure IV. Destination Management Model**

### 1. Product Development and Marketing

The first element of an integrated approach is to deal with product development and marketing issues. This first element is essential in beginning to understand what directions would be most appropriate in developing a destination product based on market realities. The challenge is to match the product(s) with a market(s). Too often tourism development is based on hope or inadequate information. When using scarce financial and community resources it is essential that destination managers understand market realities and develops tourism products to help meet that market reality. The nature of this first step is illustrated in Figure V.



**Figure V. Product/Market Matching**

## 2. Organization and Management

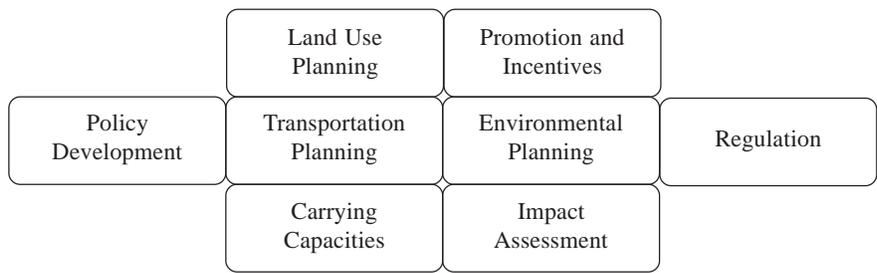
Once there is an understanding about the product(s) and the market(s), the planning process must consider how the destination should be managed to ensure there are equal opportunities for all stakeholders to be involved. Of particular importance is the opportunity for the poor to be heard and participate in decision-making. Figure VI identifies some of the major components to be considered in the development of how the tourism planning and development process will actually take place.



**Figure VI. Organizational and Management Structures**

## 3. Destination Planning

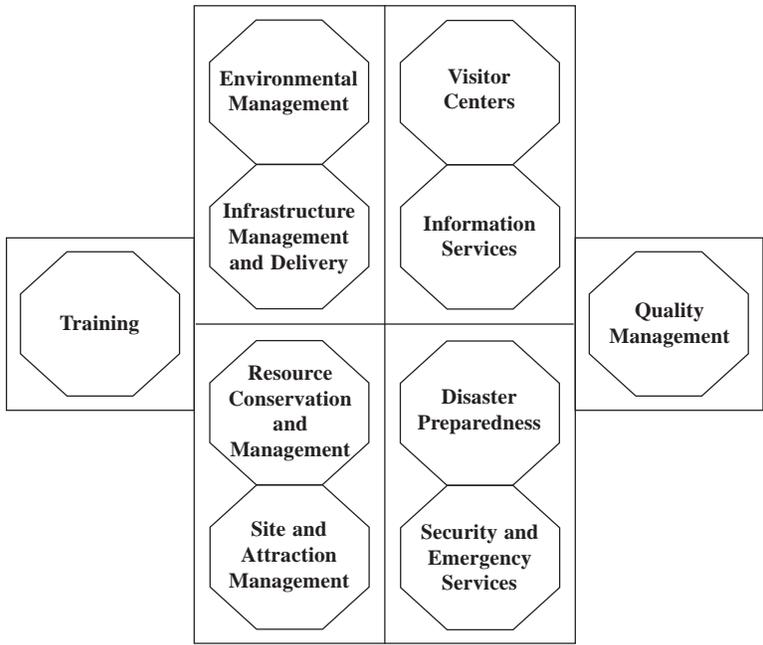
One of the challenges in any destination management process is to ensure all public and private jurisdictions with an interest or influence on the destination work together to achieve a sustainable and attractive destination. Too often tourism planning looks at a narrow range of factors when it is evident that all aspects of municipal and regional planning influence the overall success and sustainability of the destination. It is clear there is urgency for all jurisdictions to work together in the planning of the destination. Figure VII identifies some of the activities and components that must be an integral part of the destination planning process.



**Figure VII. Destination Planning**

**4. Destination and Site Operations**

Tourists are increasingly concerned about issues such as security and sanitation. These are major contributors to visitor satisfaction. The ability of a destination to deal with a range of site and destination operations is essential to ensure sustainability as well as visitor satisfaction. Many of these activities already take place in a destination and the challenge is to coordinate activities toward the common objective of protecting the local environment and culture as well as promoting safe environments for the tourist. Some of the services to be considered can be found in Figure VIII.



**Figure VIII. Destination and Site Operations**

## **G. Conclusion**

This chapter provides a realistic and practical approach to tourism – what it is, its potential benefits and costs to a community and guidelines and principles for sustainable tourism. It examines tourism trends and gives the reader a step-by-step guide to the tourism development process from product development and marketing to organization and management. It concludes with a look at destination planning and site operations.

This chapter shows how tourism can become a vital part of a community's economy and social life. It examines the essential first steps to a successful tourism destination – research and planning. It turns the word “tourism” into a living concept which can revitalize a community, bring it economic stability and give new hope to its poor and disadvantaged. Tourism can be successful if it looks to the future, while learning from past experiences.

## **II. UNDERSTANDING POVERTY AND ITS RELATIONSHIP WITH TOURISM DEVELOPMENT**

Reducing poverty has been an on-going challenge for governments, non-governmental organizations and large sections of the world's population. In the international development goals outlined at the Millennium Summit in 1996, and discussed in Hawkins (2001), the targets and focus areas put forward by several development and aid agencies include:

- Reduce the number of people living in extreme poverty.
- Invest in social development, especially education, primary health and population control.
- Facilitate public participation in political and economic life, especially for women.
- Reduce social inequalities.
- Pursue sustainable development to ensure environmental resource loss is reversed.
- Facilitate stable economies and good conditions for an active private sector.
- Promote well-functioning governments and bureaucracies, including democratic control, respect for human rights and rule of law.
- Protect and conserve cultural and natural resources.

To help achieve these goals and reduce poverty a number of poverty reduction tools need to be developed and applied. There is increasing evidence that tourism is one tool which can effectively help reduce poverty. This chapter will help to understand poverty, its dimensions and different approaches to poverty reduction. This chapter will also explore the role of tourism in poverty reduction, discuss selected national level policies that may facilitate the role of tourism in alleviating poverty and develop an approach for understanding the role of public officials at the community level. (Refer to Chapter III for a discussion of the legislative and regulatory policies needed at the national level for sustainable pro poor tourism development.)

### **A. Understanding Poverty**

There are differing definitions of poverty from those that deal strictly with economic conditions to those that are broader in nature and consider a comprehensive view of the living conditions of the less well-off portions of

a society. This chapter provides various definitions of poverty used by the World Bank, the Asian Development Bank and the United Nations who have a common mission to reduce poverty and improve living standards through sustainable growth and investment in people.

Since the 1950s attempts have been made to understand poverty at different levels. The most commonly used measure of poverty has been income levels. However, there is now a recognition that the definition of poverty goes far beyond this simple measure.

ADB in *Fighting Poverty in Asia and the Pacific: Poverty Reduction Strategy* (1999) defines poverty as the deprivation of essential assets and opportunities to which every human is entitled. The document argues everyone should have access to basic education and primary health services. Poor households have the right to sustain themselves by their labour, be reasonably rewarded and have some protection from external shocks. Beyond income and basic services, individuals and societies are also poor, and tend to remain so, if they are not empowered to participate in making the decisions that shape their lives.

The World Bank describes poverty in a similar holistic manner through its various dimensions: levels of income and consumption, social factors, vulnerability to risks and access to sound socio-political conditions. However, even today poverty is most commonly understood by income levels and is measured against the poverty line set by the World Bank of one dollar per day. There is a general consensus among development organizations and workers that to effectively carry out the mission against poverty it should be understood in all its forms and dimensions.

ESCAP looks at the various dimensions of poverty and states “Poverty essentially has three closely interrelated aspects: poverty of money, poverty of access and poverty of power. These make the working, living and social environments of the poor extremely insecure and severely limit the options available to them to improve their lives. Without choices and security, breaking the cycle of poverty becomes virtually impossible and leads to the marginalization and alienation of the poor from society.”

If tourism planners and policy-makers accept these broader definitions, then it is clear the task facing tourism is more challenging than simply identifying how many people have been raised from the basic income definition of poverty.

## **B. Different Dimensions and Causes of Poverty**

If tourism is to be an effective tool for poverty reduction it is important to understand the dimensions and causes of poverty, and to identify what dimensions realistically can be addressed by tourism development. Poverty can be observed in various forms and changes from place to place, and over time. Poverty can be categorized from an income, education, health, disempowerment and personal insecurity perspective.

According to the *World Development Report 2000/2001* (2001) the broad causes of poverty are:

- Lack of income and assets to obtain basic necessities (e.g. food, shelter, clothing and acceptable levels of health and education). Assets can be described as good health, the skills necessary for achieving employment, access to basic infrastructure, money in savings or access to credit. In addition, social assets such as a network of contacts and reciprocal obligations which can be called on in a time of need can be essential in moving from poverty to a state of well-being.
- A sense of being powerless and unheard in various social institutions. These concerns include unfair sociological conditions where the poor are faced with inhumane treatment, lack of protection against violence, intimidation and lack of civility and predictability in their interactions with public officials.
- A vulnerability to adverse shocks linked to an inability to cope with them. The poor are susceptible to various risks of health, natural or human-made hazards and often are incapable of economically, socially, physically and emotionally recovering from these shocks.

While these are the immediate causes of poverty, there are also global causes of poverty, which encompass issues such as national and regional economic growth, the impact of globalization, inequality of income distribution and instability in governance. At the local level poverty manifests itself in the form of poor health and access to good medical facilities, illiteracy, irregular income, informal employment, lack of land tenure for housing, lack of basic infrastructure, etc. At the national level it is reflected in GDP of the country.

## **C. Understanding the Difference between Urban and Rural Poverty**

An important dimension to understanding poverty is assessing the difference between urban and rural poverty given that the characteristics of poverty in both areas are significantly different; therefore the approaches and strategies to reduce poverty in these areas should be different. This difference

is especially important when determining appropriate measures and poverty reduction strategies. While the dimensions of poverty in both urban and rural areas are not different, their causes and manifestations are (as described in Table 5). There are many ways of defining urban and rural areas and these vary from country to country. This manual defines rural areas as places where the basic economic activity is agricultural in nature while in urban areas economic activity is largely non agricultural.

In cities, the World Bank estimate of a dollar a day per person is often too low when considering the urban poor have other non food-related costs such as transportation, education, housing, water, sanitation, health care and medicines, etc. Due to the complexities of urban systems, the higher cost of living in

**Table 5. Dimensions and Causes of Urban and Rural Poverty**

Dimensions of Poverty	Causes in Urban Areas	Causes in Rural Areas
<b>Income</b>	<ul style="list-style-type: none"> <li>■ Dependence on cash to purchase essential goods and services.</li> <li>■ Employment insecurity.</li> <li>■ Unskilled wage work.</li> <li>■ Lack of qualifications to get good jobs.</li> <li>■ Inability to hold jobs due to poor health.</li> <li>■ Lack of access to job opportunities due to the distances between work place and housing.</li> </ul>	<ul style="list-style-type: none"> <li>■ Dependence on agriculture, natural resources that depend on climatic conditions.</li> <li>■ Poor access to markets to sell produce.</li> <li>■ Poor productivity.</li> <li>■ Lack of access to job opportunities.</li> </ul>
<b>Health</b>	<ul style="list-style-type: none"> <li>■ Overcrowding and unhygienic living conditions.</li> <li>■ Living in residential areas that are prone to pollution and natural and human made hazards.</li> <li>■ Exposure to diseases due to the poor quality of air, water and lack of sanitation.</li> <li>■ Occupational risks.</li> <li>■ Poor nutrition.</li> </ul>	<ul style="list-style-type: none"> <li>■ Lack of access to health care facilities due to long distances.</li> <li>■ Low quality of public sector facilities and services.</li> <li>■ Poor nutrition.</li> </ul>

**Table 5. (continued)**

<b>Dimensions of Poverty</b>	<b>Causes in Urban Areas</b>	<b>Causes in Rural Areas</b>
<b>Education</b>	<ul style="list-style-type: none"> <li>■ Constrained access to education due to insufficient school size in rapidly growing cities.</li> <li>■ Inability to afford school expenses.</li> <li>■ Personal safety/security risks deter school attendance.</li> </ul>	<ul style="list-style-type: none"> <li>■ Lack of access to schools or higher education due to long distances.</li> <li>■ Low quality delivery of education.</li> <li>■ Inability to afford school expenses.</li> </ul>
<b>Security</b>	<ul style="list-style-type: none"> <li>■ Tenure insecurity for housing.</li> <li>■ Drug and alcohol abuse and domestic violence.</li> <li>■ Family breakdown and reduced support for children.</li> <li>■ Social and income inequalities in cities can lead to crime.</li> </ul>	<ul style="list-style-type: none"> <li>■ Drug and alcohol abuse and domestic violence.</li> <li>■ Property rights.</li> <li>■ Exploitation of laborers by landlords.</li> </ul>
<b>Empowerment</b>	<ul style="list-style-type: none"> <li>■ Lack of housing.</li> <li>■ Lack of legitimate work permits.</li> <li>■ Social exclusion.</li> <li>■ Lack of access to job information.</li> <li>■ Lack of rights and responsibilities as citizens.</li> </ul>	<ul style="list-style-type: none"> <li>■ Lack of access to information on rights and responsibilities.</li> <li>■ Lack of access to transport, electricity and other communication links.</li> <li>■ Lack of formal business and community organizations.</li> </ul>

(Source: World Bank, 2000)

urban areas and a diversity of factors such as tenure insecurity, urban governance and policies and various other factors, urban poverty measures and strategies for poverty reduction have to be different from those in rural areas.

In rural areas, most livelihoods depend on access to land and/or water for raising crops and livestock or access to forests and fisheries. In urban areas the poor depend more on income to satisfy their basic needs; in rural areas the poor have access to various assets to satisfy their basic needs such as self-production of food and exchange of goods for other necessary goods.

## **D. The Role of Tourism in Poverty Reduction**

As a tool for poverty reduction, the challenge that remains is how and where tourism can intervene to provide better opportunities, empowerment and security to the poor at the local level, and boost economic growth at the national and regional level. Tourism can be an effective tool to bring about these synergies. Pro poor tourism can be introduced simultaneously in rural and urban areas opening various opportunities and access not only for tourists but for local residents. Since tourism operates through different geographical areas (e.g. mountainous, remote, coastal, forests, and busy urban areas) it can be an important tool to affect poverty at the national, local urban and rural levels. Tourism can increase opportunities for the rural poor in their own communities. It has the potential to help reduce rural out-migration to urban areas, increase employment opportunities for the urban poor and give them additional income to provide to their families in rural areas. Also, tourism-related skills learned by the urban poor can be applied in rural areas, helping to reverse the migration process.

Tourism is therefore an appropriate mechanism for poverty reduction. It not only contributes to economic growth but can also have social, environmental and cultural benefits and costs. Tourism provides employment opportunities by diversifying and increasing income which reduces the vulnerability of the poor. Through increased national income (foreign exchange earnings and taxation), additional funds can be diverted to poverty reduction programmes. There are several advantages due to inherent characteristics of tourism which make the sector conducive for pro poor growth. These advantages are (as stated in *Tourism and Poverty Alleviation*, WTO, 2002):

- Tourism is consumed at the point of production increasing opportunities for individual and micro-enterprises to sell additional products or services.
- The restriction of access to international markets as faced by the traditional sectors of developing countries is not applicable to tourism.
- Tourism depends not only on financial, productive and human capital but also largely on natural and cultural capital which are often assets possessed by the poor.
- Tourism is labour-intensive providing the poor, who have large labour reserves, with opportunities.
- Tourism thrives on diversity, drawing from a large resource base which increases scope for wider participation.
- Tourism provides important opportunities for women to find employment.

- Tourism directly responds to poverty reduction objectives since it:
  - ◆ Unlocks opportunities for pro poor economic growth by providing formal and informal employment.
  - ◆ Creates profit and collective income from locally-owned enterprises.
  - ◆ Facilitates social development by increasing access to infrastructure, providing local people with the opportunity to access tourism infrastructure.
  - ◆ Helps increase participation of the local communities in decision-making as tourism products are often assets owned by the poor.
  - ◆ Reduces vulnerability by helping to diversify income opportunities.
  - ◆ Promotes environmental protection as natural and human environment are the life lines of tourism development.

Along with these advantages there are disadvantages of tourism development. Understanding these disadvantages is important in developing local level strategies for pro poor tourism development. The negative impacts of tourism, as seen in Chapter I, often perpetuate and sustain poverty and support the factors causing poverty. Some disadvantages are:

- Tourism can create high levels of foreign ownership which can lead to high levels of economic leakage and minimize local economic benefits. However, it must be recognized that this is no different than many other industrial sectors.
- Tourism can impose high levels of non-economic costs on the poor, e.g. loss of access to resources, displacement from agricultural and housing land.
- Tourism is vulnerable to economic and political changes at the originating market as well as social and political changes at the destination. The causes and characteristics of poverty (discussed above) create certain barriers to pro poor tourism development. Some of these barriers are identified by Jamieson et. al. (2002) and include:
  - ◆ Lack of education and training.
  - ◆ Lack of access to credit to finance tourism development.
  - ◆ Lack of organizations to coordinate activities.
  - ◆ Relatively poor access to tourism infrastructure and assets at times.
  - ◆ Lack of tourism market knowledge.
  - ◆ Regulations and red tape.
  - ◆ Inadequate access to available, as well as potential tourism markets.
  - ◆ Lack of government programmes targeted to the tourism-related informal sector.

Using tourism as a tool for poverty reduction in urban areas is more challenging than in rural settings, due to the complexity of the decision-making environment, nature of the urban economic system and the nature of urban poverty. When one considers that within the Asian region more than 50 per cent of people now live in urban areas and the proportion of poor in these areas is steadily growing, there is an urgent need to understand the use of tourism as a tool for development. There is a great deal of research and demonstration that must be carried out to better understand how to include participation of the urban poor in the tourism industry. There is also a pressing need to understand how to ensure equitable income and benefits distribution generated by tourism in complex urban settings. While participation of the urban poor in tourism activities may be perceived as difficult on one hand, there are examples on the other hand of the industry taking the initiative to set up systems to distribute food and items to the poor thereby contributing to their quality of life.

### **E. Approach to Pro Poor Tourism Growth**

Pro poor tourism intervention requires the development of approaches which reduce the negative impacts or costs of tourism development and enhance the positive impacts of tourism on the local community and the national economy as a whole. Pro poor tourism can have the following impacts:

- Increase demand for goods and services provided by the poor.
- Increase the asset base of the poor.
- Support diversification.

However, there are some conditions that need to be fulfilled for successful pro poor tourism which include the following actions:

- Strategies must be supported by national level plans.
- Strategies must be adapted to local conditions, target markets and interests of the poor.
- Involvement of stakeholders is essential with recognition of the poor as legitimate stakeholders.
- Holistic development and poverty reduction efforts should be adopted.
- Pro poor tourism product development must be linked with mainstream tourism products.

## **F. Generic Local Pro Poor Tourism Strategies**

Ashley (2002) in Pro Poor Tourism Working Paper No. 10 categorizes various pro poor tourism strategies into three main types of benefits discussed below:

Strategies focused on economic benefits which include:

- Expansion of employment and wages through the creation of jobs for the poor and the training of local people.
- Expansion of business opportunities for the poor through the provision of entrepreneurial opportunities for the poor.
- Development of collective community income using equity dividends, lease fees, donations and cooperatives.

Strategies focused on non-cash livelihood benefits which include:

- Capacity building, training and empowerment.
- Mitigation of the environmental impacts of tourism on the poor.
- Equitable management of resources between tourists and local people.
- Improved access to services and infrastructure.

Strategies focused on policy, process and participation which include:

- Supportive policy frameworks at the national and local level that enable participation by the poor.
- Increased participation by the poor in decision-making.
- Encouragement of partnerships between public and private sectors.
- Enhancement of communication and the flow of information among all stakeholders.

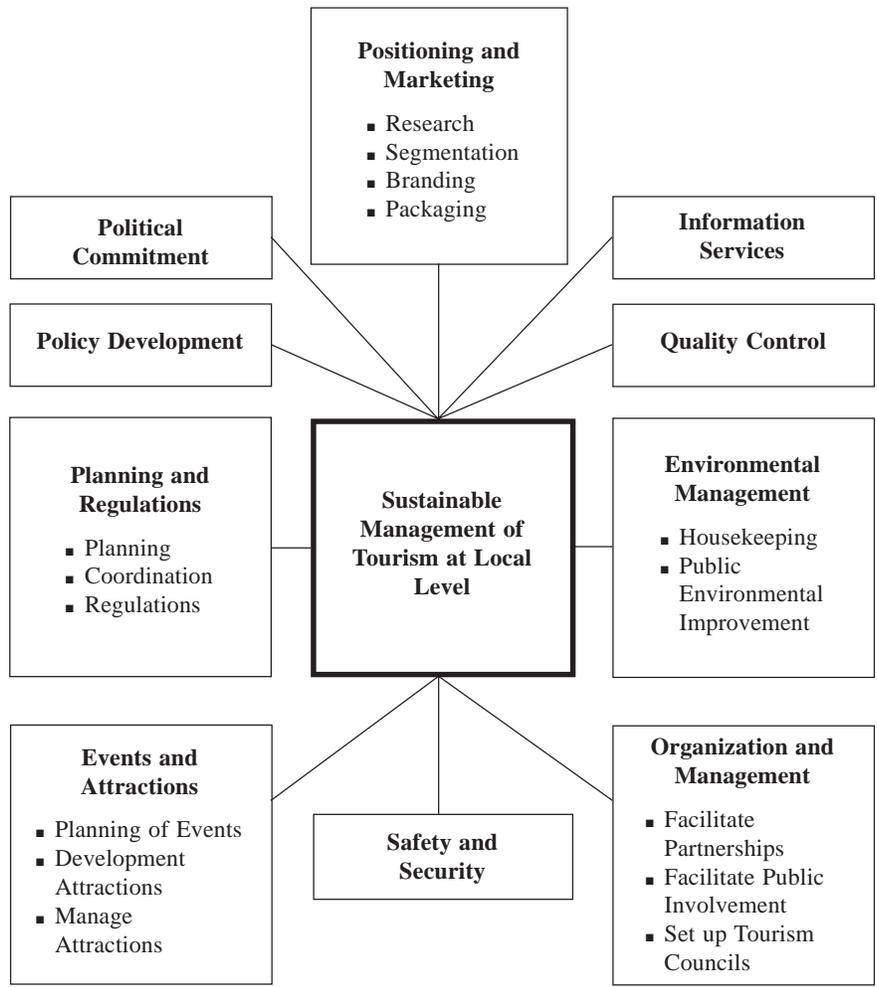
## **G. The Role of Local Urban Authorities in Promoting Pro Poor Tourism**

In meeting the challenge of pro poor tourism it is important that local governments view tourism as an essential element of the overall management and planning process. It is important that they adopt tourism planning practices and processes that support sustainable and pro poor tourism. Local area officials must build their capacities to participate effectively in the tourism destination management process. There are a number of areas where capacity must be developed (mentioned later in this manual).

It is important for local officials to work effectively with both the public and private sectors in the planning, management and creation of visitor

experiences and attractions. Officials must monitor and assess the impact of tourism in order to guide policy and the plan-making process. Some of the overall planning and management roles they can play are illustrated in Figure IX.

Based on these potential roles some of the specific actions that can be undertaken by local level officials are:



**Figure IX. Local Level Involvement in Tourism Planning and Management**

## **1. Specific Local Level Versus Neighborhood Level Interventions**

Local governments must develop policies and programmes that work at both the local level as well as the neighborhood and local district levels. The overall policy framework and administrative structure must create an environment that enables the principles of sustainable pro poor tourism to occur. It is important that poverty reduction using tourism work at both the citywide and neighborhood/local levels.

## **2. Specific Poverty Reduction Actions**

While there can be no argument that well planned and managed tourism can provide social and cultural benefits for the poor, it must also be recognized that accomplishing that task will be complex and difficult. To meet the challenges related to poverty reduction in tourism the following actions should be considered:

- Development of demonstration projects designed to enable tourism professionals and the poverty reduction interests to assess appropriate strategies to adopting a pro poor tourism approach.
- Training packages designed to assist a range of stakeholders to be more effective in encouraging and supporting pro poor tourism development.
- Development of specific training programmes and technical assistance approaches that can be employed in poor communities with a tourism potential.
- Development of planning aids such as workbooks and videos to assist in the management process.
- Development of indicators that will allow governments, aid agencies and industry to measure success in poverty reduction.
- Regional workshops to share experiences and provide an opportunity for convincing key decision-makers on the need for poor tourism development.

## **3. Infrastructure Development**

Meeting tourism demands requires investment in infrastructure that may also meet community needs. Tourism planning must look ahead to infrastructure needs, ensure that priorities and timelines are established and funding obtained. There is little point in developing attractions if there is a deficiency in basic services that will lead to problems for residents or visitors. As well, the public sector must anticipate infrastructure needs resulting from private developments, otherwise capacities will be exceeded and both the private and public

sectors will consequently suffer. Details on infrastructure issues can be seen in Chapter IV.

#### **4. Developing Pro Poor Products and Attractions**

Since the primary involvement of the poor in the tourism industry can be with the operation and management of tourism facilities and products, it is important to carefully consider the pro poor development of products. Details on the development and management of these pro poor tourism products are discussed in Chapter VI.

### **H. Conclusion**

Tourism can be an effective tool to reduce poverty if it is strategically managed. An understanding of poverty and poverty reduction strategies is essential to envision how tourism development can compliment the overall poverty reduction imperatives of accessibility, vulnerability and empowerment. Tourism can be applied as a poverty reduction tool at both the national level to boost economic growth and at the local level in both urban and rural settings. Tourism development can be complementary to several poverty reduction programmes of employment creation, education, SMEs, etc. However, the negative impacts of tourism should not be overlooked. The following chapters describe the process of planning and management of tourism to enhance the positive impacts of tourism and reduce the negative impacts to help reduce poverty.

### **III. NATIONAL LEVEL PRO POOR TOURISM DEVELOPMENT**

#### **A. Introduction**

While the focus of this manual is on the local and district destination level, it is recognized that the legislative and regulatory environment at the national level is essential for sustainable pro poor tourism development. In this chapter the elements that should be in place in order to facilitate the use of tourism development as a tool for poverty reduction are presented.

This chapter is not designed to present a full discussion of national level policy and planning answers related to poverty reduction and tourism but seeks to address what are seen as essential elements in the development of pro poor tourism.

#### **B. National Level Economic and Social Planning**

Many countries develop national economic and social plans and policies designed to direct development and set priorities for the use of public funds as well as assistance from donor agencies. Tourism has only recently been recognized as an important source of social and economic development; there are many instances where this recognition still needs to be further established. However, it is essential national policy-makers recognize tourism as a legitimate and effective tool for poverty reduction. National tourism organizations, as well as international agencies, can help create a climate where the legitimacy of tourism as a development tool is adopted by policy-makers. Without this recognition it is very difficult for pro poor tourism to take place at the destination level. It is not enough to simply mention the tourism and poverty relationship in national policy statements – structural changes must be adopted to ensure the effectiveness of tourism development at the destination level.

The essential elements of national level pro poor tourism development policy must include the following factors:

##### **1. Responsive and Effective Legislation**

Responsive and effective legislation must be in place to encourage and support pro poor tourism development. This requires that decision-makers and government officials are aware of the essential link between tourism development and poverty reduction.

## **2. National Poverty Reduction Strategies**

National poverty reduction strategies must be developed with the recognition that tourism plays an essential role in improving the conditions of poorer segments of society. It is no longer acceptable that tourism be relegated to a secondary position of policy development. There must be a clear awareness of the essential role tourism can play in many situations in reducing poverty thereby enabling decision-makers to appreciate where tourism must be regarded as an essential policy instrument. The financial sectors within the government must be aware of the link between investment in tourism-related infrastructure and poverty reduction.

## **3. Improved Administrative Structures**

Administrative structures must be developed that do not provide obstacles to the adoption of the integrated approaches necessary to achieve pro poor tourism. This will require that various ministries and departments are willing to cooperate and support destination plans that bring together various ministerial and departmental concerns. This is based on the fact that tourism development depends on a series of cooperative efforts in the development of various infrastructure initiatives and capacity building exercises.

## **4. Comprehensive Statistical Database**

There is a need for a reliable and comprehensive statistical database to guide decision-makers at various levels of pro poor tourism development.

## **5. Reliable Tourism Market Data**

There is a significant need for reliable tourism market data at both the national and destination level. The government must provide financial and technical support to develop marketing strategies with a specific intent to reduce poverty.

## **6. Training**

National governments should provide opportunities for training policy-makers and destination managers in a wide range of skills and knowledge about pro poor tourism development. This will require the development of information and delivery systems.

## **7. Incentive Plans**

The government must develop incentive plans and procedures to facilitate and support pro poor tourism.

## **8. Pro Poor Tourism Infrastructure Planning and Development**

The government must, through infrastructure planning and development, support pro poor development plans.

## **9. Cooperation with the Tourism Industry**

The national government must work in concert with national tourism industry actors to support pro poor tourism development strategies.

## **10. Development of Attractions and Tourism Products**

The government must, through national planning and implementation, ensure the development of attractions and tourism products.

## **11. Organization of Ministries of Tourism**

Ministries of Tourism must be organized to support and recognize the essential role of tourism in reducing poverty.

## **12. Tourism Information Technology**

The information technology capacity of countries must be developed to provide the necessary information as well as ensure the promotion of pro poor development strategies. There is also a need for public officials and other stakeholders working in pro poor tourism to access reliable information in an effective manner.

## **13. Investment in Environmental Conservation**

When budget decisions are being made there must be recognition that improving and conserving natural and cultural environments is essential to the development of pro poor development strategies.

## **14. Lessen Tourism Leakages**

The national government must work closely with all tourism stakeholders to lessen leakages that occur from tourism development.

## **15. Integrated Destination Management**

The government must encourage national, as well as provincial ministries and departments, to view destinations from an integrated destination management perspective.

## **16. Understand Impacts**

The government must work with all relevant departments and ministries to better understand the impacts of tourism on the environment and communities, and develop planning and management procedures to ensure the on-going sustainability and success of tourism.

## **17. Ensure Tourist Security**

The national government must effectively work with the police as well as other security agencies to ensure secure and safe experiences for the tourist.

## **18. Work with Regional Development Banks and Agencies**

The government must work closely with regional development banks and agencies to develop pro poor development strategies.

## **19. Information Systems**

The government must ensure the necessary information systems and tourism infrastructure are in place to facilitate tourism development and support pro poor strategies.

These recommendations are designed to develop a policy structure that ensures various government plans and strategies are oriented to reducing poverty and that there are no significant obstacles in using tourism development as a poverty reduction strategy.

### **C. Specific National Policies for Using Tourism Development as a Tool in Poverty Reduction**

There are a number of possible strategies and policies to assist in meeting the objectives listed above. They include:

#### **1. The Development of Tourism Investment Policies**

The development of a tourism investment policy which ensures sound and direct investment in areas to meet national social and economic goals. More specifically this would:

- Encourage investment in tourism businesses that support national social and economic development policies. The emphasis should always be on the development of high-quality businesses that may have access to tax concessions, incentives and certain rewards if they meet these particular policy directions.

- Encourage investment by local communities in various forms of tourism management through the use of low interest loans from governmental financial institutions.
- Encourage private business organizations to support the implementation of pro poor tourism development. The private sector can play a number of roles, at times contributing a certain percentage of their profits to community improvement projects and developing infrastructure in ways that profit not only private sector tourism development but provides for the needs of the larger community. Examples could include development of a sewage treatment plant serving the needs of the surrounding community and provide clean water.
- Provide finances and benefits for non-governmental organizations so they can participate in tourism development and various activities aimed at the skills development of local people.
- Promote investment to produce essential goods, supplies and equipment supporting local tourism activities and services to help reduce imports.
- Support investment in the production of reasonably priced international standard goods, appliances and equipment for use by tourism entrepreneurs.

## **2. Encourage Public/Private Sector Cooperation**

The government should develop implementation mechanisms to ensure public and private partnership cooperation. The government may seek to identify specific zones within the country where tourism-related public and private investment is encouraged in order to reduce poverty. Specifically these zones should have the following characteristics:

- High poverty levels and existing or potential tourism potential.
- Governments seeking to encourage tourism development and cross economic linkages.
- Conditions where tourism can contribute to the local economic growth.
- Situations where environmentally friendly forms of tourism can contribute to cultural and natural resource preservation, conservation and sustainable use.
- The existence of a well-developed human resource development strategy.

### **3. Create Tourism-related Small- and Medium-sized Enterprises**

The government must invest in the creation of small- and medium-sized enterprises.

### **4. Work with International Donor Agencies**

The government should work closely with donor agencies to ensure they are willing to support a country's vision and policies for tourism development related to poverty reduction.

### **5. Pro Poor Tourism Projects**

The government must support pro poor demonstration projects to provide evidence of the poverty/tourism relationship. This recommendation is the most effective way of gaining more knowledge through "learning by doing". The projects must be designed in such a way learning can effectively be extracted from the demonstration projects.

### **6. Define Pro Poor Tourism Markets**

The government, in cooperation with various tourism industry groups, must work to identify tourism markets suitable for the range of attractions and products with the potential to reduce poverty.

## **D. Conclusion**

While it is possible for sustainable pro poor tourism development to occur at the destination level without the conditions and mechanisms described above, it should be evident that pro poor tourism efforts will be better supported by a national policy making process and decision-making structure that recognizes the importance of tourism as a tool for poverty reduction.

## **IV. DESTINATION PLANNING**

To develop tourism that avoids or minimizes adverse impacts on the environment, culture and community, and creates positive impacts in terms of economics, requires careful and appropriate destination planning with extensive involvement of local people and the poor. Local participation is one, but not the only, important element in the planning process. There are others to be considered in the process as well, including partnerships with government, the private sector, NGOs, academic institutions and international organizations, equitable distribution of tourism benefits among stakeholders, and close coordination with local and regional legislative and political structures. This chapter explores major steps in the planning process with specific requirements at each stage. It intends to provide public officials, communities and other stakeholders in the overall process of developing tourism with a focus on poverty alleviation at the destination level.

### **A. An Action Oriented Pro Poor Tourism Planning Approach at the Destination Level**

An action oriented planning approach is essential for pro poor sustainable tourism development with the following characteristics:

- Community participation and support in all development activities and in particular, providing the opportunity for poor people to voice their concerns.
- A focus on benefits to the poor.
- Partnerships between community tourism organizations, local and central government, private sector and others (NGOs, academic institutes).
- Close coordination with local and regional legislative and political structures.
- A new role for public officials as educators and providers of technical expertise but not as the sole decision-makers and actors responsible for implementation.
- The application of the principles of sustainable tourism development to ensure the long-term sustainability of the local economy, socio-cultural and environmental values of the host community and the equitable distribution of the benefits of tourism development among the stakeholders.

Box 1 illustrates the planning approach of involving the poor in resort development activities.

**Box 1. Case Study of Planning Approach for  
Pro Poor Tourism, Indonesia**

*Community Participation in the Nusa Dua Resort, Bali, Indonesia*

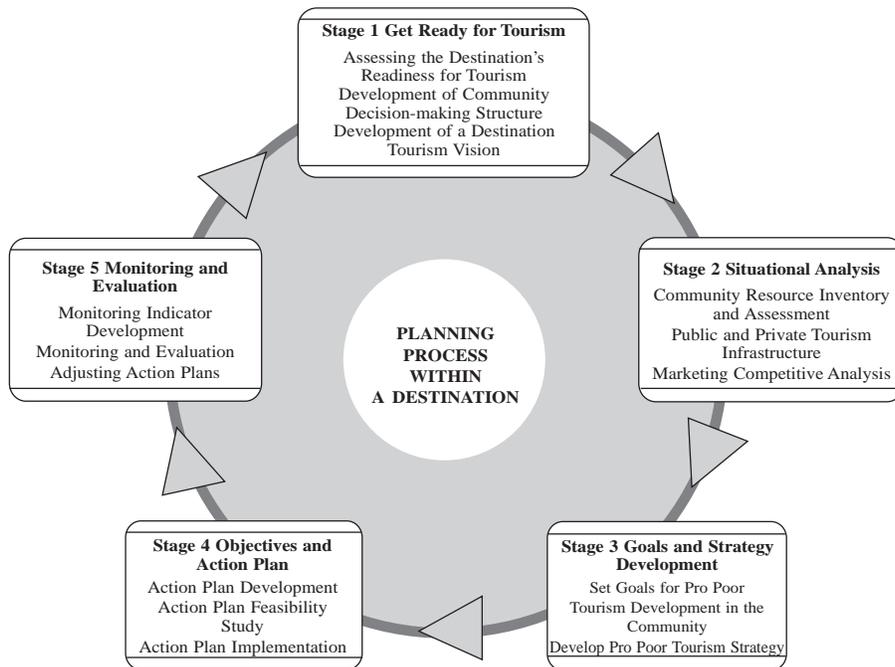
In the Nusa Dua Resort in Bali development process meetings were held with village leaders to explain tourism in general and the specific resort development being planned in order that the villagers would understand this new activity and how they could benefit from it.

During the initial stages of the development villagers were given the opportunity to work on the construction of the resort, chances for permanent employment in the resort, and priority for training (and later employment in the resort) was given to young persons living in the villages. Because of their limited schooling, this required organizing special remedial courses so they could qualify to enroll in the regular courses. Financial assistance was provided for the students to enable them to attend the regular training programmes. This approach was successful and many villagers are now working in the resort hotels and other facilities.

For more information, please refer to “Petra, Jordan. *Enhancing the Economic Benefits of Tourism for Local Communities and Poverty Alleviation*, World Tourism Organization (WTO). 2002”

## **B. The Planning Process**

The major steps in the strategic tourism development planning process for poverty reduction are outlined in Figure X. It is important to note the overall process of pro poor tourism is not very different from a sustainable tourism development process. The differences relate to the set of objectives and actions driven by the needs and concerns of the poor. This is a recommended process, not a blueprint for success and each destination may need to adjust the process to suit its own requirements, circumstances and values. The stages are discussed in the following sections.



**Figure X. Strategic Tourism Development Process**

### 1. Stage 1 – Getting Ready for Tourism

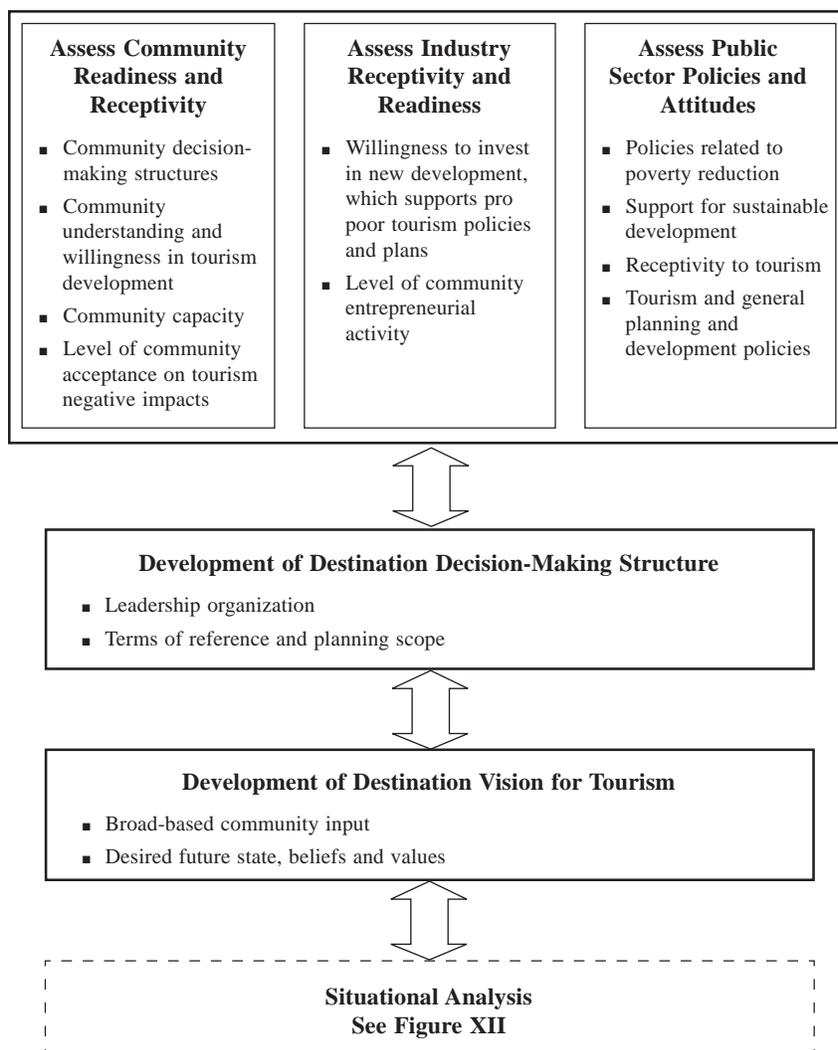
Figure XI outlines some of the key actions required at the beginning of the development process.

(a) *Assessing the Destination's Readiness for Tourism*

Community acceptance and readiness are critical if pro poor sustainable tourism is to occur. First all stakeholders must take a hard look at the current community situation and determine whether tourism is necessary and feasible. It is also important to assess whether the community is supportive of tourism and the changes it may create. There should be awareness that:

- Community resources may not be in place to support tourism activity.
- The destination may not desire tourism activity.

Assessing community readiness starts with research into the destination's attitudes toward tourism, as well as community and the needs of the poor, expectations and current involvement with tourism. A number of methods are



**Figure XI. Getting the Destinations Ready for Tourism**

available to obtain information on attitudes and concerns as illustrated in Table 6. A combination of methods is usually encouraged in order to ensure that a representative diversity of community opinions and needs are obtained.

**Table 6. Destination Readiness Information Gathering Methods**

<ul style="list-style-type: none"><li>■ Surveys.</li><li>■ Interviews.</li><li>■ Public meetings.</li><li>■ Key informant surveys.</li><li>■ Focus groups.</li><li>■ Examination of government documents related to social and economic development of local and regional areas.</li><li>■ Identify current involvement of the destination and region in tourism relative to other economic activities. The primary concern is to determine the size and nature of tourism and other economic activities locally and in the region.</li><li>■ Identify and examine past and existing plans, initiatives and vision statements related to tourism.</li><li>■ Identify key stakeholders in the community's environmental, social, cultural, political and economic domains.</li><li>■ Determine what kind of jobs for the poor can be provided by tourism.</li><li>■ Assess what kind of facilities and services the destination requires and which could be provided through tourism development.</li><li>■ Define the role tourism can play in community development and environmental protection.</li></ul>
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Key stakeholders include both formal and informal leaders. Often formal leaders can be identified by their roles, e.g. teacher, mayor. Informal leaders are more difficult to identify; they can be opinion leaders and influential individuals to whom community members turn for informal advice or assistance. In addition, there may be other hidden powerful people who control financial information or other resources, who also need to be identified and included as key stakeholders. It is important to identify both the internal and external power structures that can influence resident attitudes and development directions (e.g. public regional decision-makers, large tour operators and transport/access providers). Possible stakeholders are listed in Table 7.

**Table 7. Destination Stakeholders**

Local communities, especially the poor
Key local business organizations
Local government politicians and officials
Key government ministries on other levels
Key tourist organizations in the community or area
Economic development bodies
Religious leaders/other community leaders
Recreational organizations and boards
Service clubs/Youth groups
Women's groups/Cooperatives
Environmental groups
Heritage agencies
Historic and cultural societies
Relevant non-governmental organizations
Hotel/guest house operators
Events organizers

*(b) Development of Decision-Making Structure*

The development of a destination tourism organization and its terms of reference are a key subsequent step. A decision-making structure for the destination can be varied depending on each destination. It can range from an informal group of local stakeholders in small areas such as a local community tourism working group, to a formal organization with paid staff in larger urban areas such as Tourism Boards of Hong Kong and Singapore. The organization structure could include various groups of concerned people, national, regional and local officials, community leaders, committees, women's groups, the elderly, youth, religious and cultural minorities and other ethnic groups, to ensure the concerns of everyone are taken into account. It needs to be designed to be socially inclusive, giving voice and decision-making responsibility to the members. It is important to note that to be able to manage a tourism development process which benefits the poor, the organization should include poor people as members to represent their needs and interests. This does not limit membership to the poor. It means that the functioning and leadership of this organization should clearly represent the interests and concerns of poor people regarding tourism development in the destination. The establishment of a destination tourism organization will be elaborated on in Chapter V.

(c) *Development of a Destination Tourism Vision*

A destination vision portrays a desired future, the hopes and aspirations for its future and often displays the community's values as well. A vision for pro poor tourism is critical when considering the complexity, dynamism and interconnectedness of the tourism system as it facilitates the understanding of common values, goals and interests among the participants.

One approach to formulating the statement is to begin with a scan of the community and its resources, and the compilation of a picture of community beliefs, principles, values, interests and concerns. This is then used to create a vision of the desired future state for pro poor tourism. A concise summary of the community's present state of tourism may be included. A common vision should evolve from the process of sharing interests and values of the community, and should result in a statement which is both uplifting and informative. Key themes, issues, interests and concerns related to tourism may be identified through this process.

Since the vision must be representative of its constituents, direct broad-based community input is strongly advised. To ensure that diverse community interests are included in a tourism vision, it is important that all concerned stakeholders be involved in the formation of the vision statement.

Effective facilitation of the process is important to ensure discussions bring out the relevant elements of the community vision in a reasonable time frame. Without the aid of knowledgeable and experienced facilitators, the concerns and views of the poor may not get included in the process. It is always the case that the poor usually do not feel comfortable expressing their thoughts in public. Therefore this process needs an effective facilitator, which could be government officials, the private sector, NGOs or international organizations.

## **2. Stage 2 – Situation Analysis**

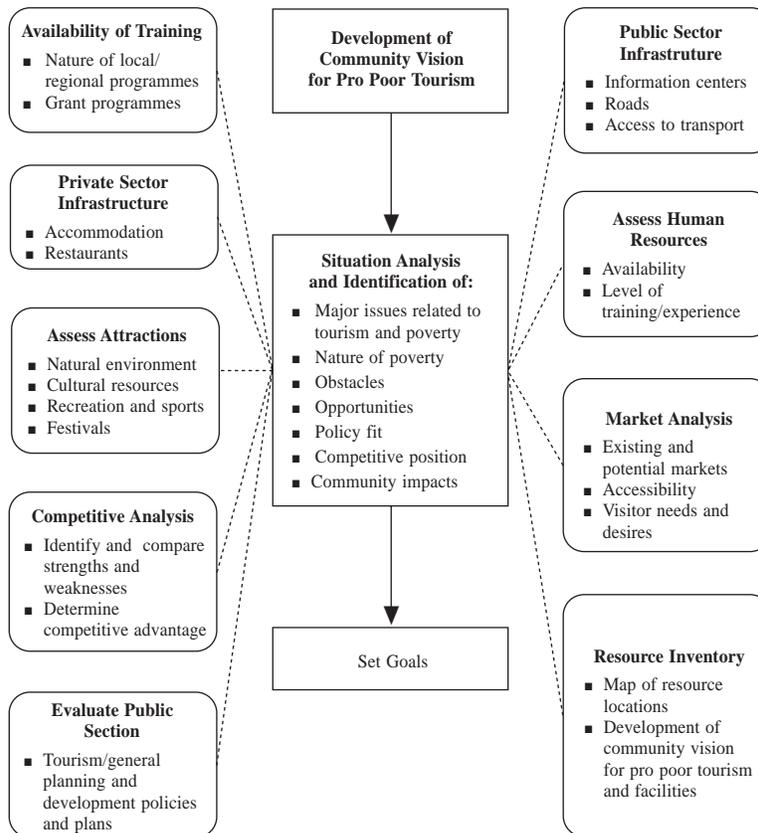
A first step at this stage is to identify the nature of poverty and its causes, and the ranking of issues, problems and opportunities to be addressed in the tourism development process. This analysis is based on an evaluation of the information gathered in this stage and the information obtained from the destination/community assessment and tourism visioning process in Stage 1. It is important to examine prior and existing local and regional plans which may contain information relevant to poverty and tourism development at the destination level. This will ensure the issues are understood and lead to the development of local goals. Preliminary information and community concerns and issues identified in Stage 1 should feed into this stage.

Another dimension is to implement a community situation analysis process. Based on an inventory of resources, it can be determined what is appropriate for tourism and what the priorities might be.

The worksheets 1-9 in Appendix are designed to develop a database of community resource assessment which can be amended to particular situations. These worksheets can be photocopied and the information can be stored in a computer file. The community situation analysis components include:

- Community resource inventory and assessment.
- Public and private tourism infrastructure.
- Marketing and competitive analysis.

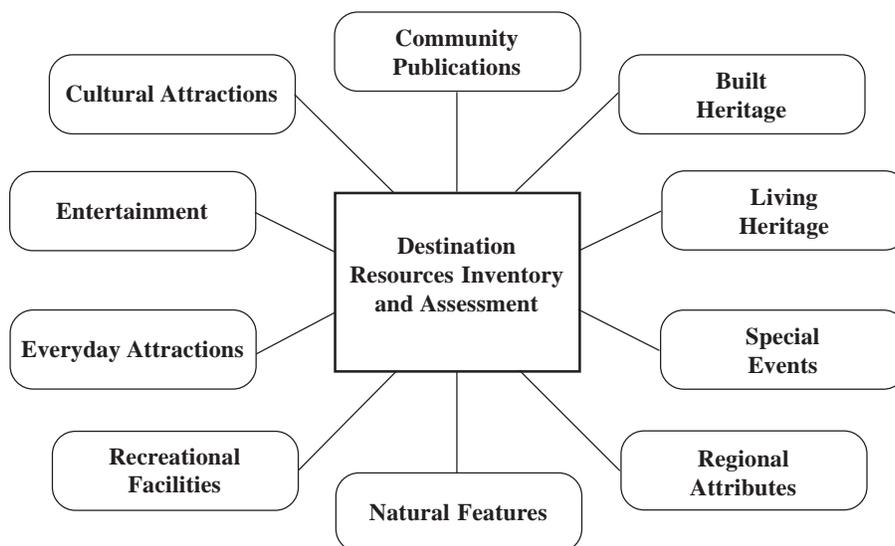
To carry out these analyses a community may need external assistance from officials, the private sector, NGOs or international organizations. Various dimensions of the situation analysis are illustrated in Figure XII.



**Figure XII. Situation Analysis**

(a) *Community Resource Inventory and Assessment*

The resources inventory and assessment process involves determining what a destination has to offer tourists. It will provide the foundation for the eventual destination assessment. The community resources are illustrated in Figure XIII.



**Figure XIII. Community Resource Inventory**

Carrying out this task in a comprehensive manner can benefit everyone at the destination. There are a number of objectives for this process:

- Determine what exists.
- Determine the location of tourism resources and attractions.
- Assess the tourism qualities of resources and attractions.
- Determine what stage of readiness the attractions and resources are in for tourism.
- Develop some initial priorities.
- Outline an action plan.

The worksheets in Appendix are designed to assess a range of factors. They are intended as suggestions and will have to be adapted to individual situations. Some data may be readily available for assembly in a standard format while other information may have to be collected. The worksheets are designed to inventory the following resources:

- Built Cultural Heritage Resources
- Arts and Learning Attractions
- Living Cultural Heritage Attractions
- Events and Festivals
- Regional Historic Attractions
- Regional Driving Tour for Historic Attractions
- Interpretive or Historic Site
- Natural Features
- Recreation Features
- Entertainment
- Community Publications

It is recommended that all resources and attractions be identified on a map(s) in order to allow the decision-makers and communities to understand spatial distributions and densities. The increasing use of Geographic Information Systems (GIS) provides opportunities for spatial analysis. Even in developing economies there are now GIS systems that could be adapted for tourism purposes.

When the Community Resource Assessment has been completed this information can be provided to a marketing expert to carry out marketing and competitive analysis for the destination.

*(b) Public and Private Tourism Infrastructure Inventory*

The infrastructure inventory and evaluation involves determining how tourists will be accommodated by the local infrastructure. Infrastructure in this context means all the services and facilities a destination requires to accommodate visitors and ensure they have a safe, comfortable and pleasant experience. A checklist is provided in Table 8.

**Table 8. Checklist for Inventory and Evaluation of Tourism Resources and Infrastructure**

<b>Access, Transport and Parking</b>
Adequacy of routes and ports for all modes of transport to and within the area
Potential for congestion or accidents
Potential disruption of bicycle use patterns
Parking for cars, motorbikes and buses
Potential pollution problems (e.g. noise, exhaust fumes)
Provision of rest areas/toilets
Pedestrian/vehicular separation (especially in town centers)
Touring routes

**Table 8. (continued)**

<b>Accommodation</b>
<p>Adequacy in terms of numbers of beds/rooms/units  Seasonal supply variations  Type, quality and price related to anticipated market segment demand</p>
<b>Activity Venues (Use Cultural Resources Assessment Forms)</b>
<p>Parks and preserves and their ecological carrying capacity  Recreational facilities (especially their utility for events)  Access to water and public lands  Trails and linear recreation resources  Entertainment facilities (usually private sector)  Meeting and convention venues  Festival and event places (indoors and out)  The range of activities that can be undertaken, by season, related to air, water, land and built resources  The compatibility of various existing and potential activities  The potential impacts of activities</p>
<b>Attractions (See Cultural Resources Assessment Forms)</b>
<p>Natural and cultural resources which can attract visitors  Resorts  Events  Capacity, by season and type of use  Ownership</p>
<b>Convenience and Comfort</b>
<p>Availability of public toilets  Rest and picnic areas  Telephones and other communications  Food and beverage outlets (types, quality, accessibility)  Viewpoints  Banking and money exchange facilities</p>
<b>Cultural Resources (See Cultural Resources Assessment Forms)</b>
<p>Ethnic and multicultural character  Built heritage (architecture)  Historic sites  Cultural landscapes  Museums, art galleries, concert halls, science centers and other public facilities  Hospitality/friendliness of residents</p>
<b>Energy</b>
<p>Adequacy and reliability of supply  Sources (and related resource use and pollution issues)</p>

**Table 8.** (continued)

<b>Financial Resources</b>
Private funding (lending institutions, investors, venture capital pools) Public sources (loans, grants, incentives)
<b>Health and Safety</b>
Adequacy of medical facilities and emergency response (especially related to local recreation opportunities, like boating) Police and fire adequacy (especially regarding peak demands and special visitor-related needs, such as drinking water) Lighting (especially in tourist-traffic areas)
<b>Human Resources</b>
Labour supply (types, volume, quality) Attitudes toward tourism and related jobs Training facilities and programmes
<b>Information/Visitor Services</b>
Adequacy of directional signs for motorists Information booths or visitor centers Brochures, maps and other material for visitors (See Cultural Resources Assessment Forms) Availability of guides and interpreters
<b>Political Resources</b>
Policies and programmes supporting tourism Regulations impeding tourism Political attitudes and party platforms
<b>Shopping</b>
The range of goods and services available Authentic local arts and crafts Hours and days of operation Theme areas or merchandise themes
<b>Travel Services</b>
Local tour or bus companies Outfitters and equipment rentals Guides and interpreters
<b>Water and Sewerage</b>
Adequacy (especially at peak demand periods) Environmental impacts of potential overuse Availability of emergency water supply

The inventory should be implemented to help answer the following basic evaluation questions:

- What is the capacity of a destination or site as measured by visitor numbers?
- Is the attraction or site suitable for projected visitor types and their needs?
- What is the attraction's quality as it relates to marketing goals?
- What improvements or management strategies are required?

Worksheets 10 to 20 in Appendix help to inventory and assess the infrastructure. These worksheets cover the following:

- Access, Transport and Parking
- Accommodation
- Convenience and Comfort
- Energy
- Financial Resources
- Health and Safety
- Human Resources
- Information
- Political Resources
- Shopping
- Travel Services

Infrastructure capacity is a critical issue since many destinations and communities have found that growth in visitor numbers imposes major stress on services. This results in problems for residents and the need for expensive developments. On the other hand, tourism can be the catalyst for obtaining desired improvements. The main challenge is to plan the process so as not to be caught by surprise. In addition, careful attention to capacity can ensure existing facilities and services are used efficiently and even profitably.

Peak demand problems often arise because tourism is usually seasonal. In mass tourism destinations, it is common for tourist numbers to greatly exceed resident numbers, resulting in overuse of basic infrastructure. In these cases, everyone suffers and discontent within the community is heightened. Sustainable tourism attempts to avoid peaking problems by ensuring demand throughout the year.

(c) *Marketing and Competitive Analysis*

Based on the community resource and infrastructure inventory and analysis, communities and other stakeholders can understand the present situation and the

readiness of the destination for tourism development. The answers will provide important information for carrying out marketing and competitive analysis for the destination. This topic will be discussed in detail in Chapter VI.

### 3. Stage 3 – Goals and Strategies

Once the situational analysis results have been analyzed, a goal(s) can be established with an emphasis on the poor. The vision statement and the major goals of the community provide direction for evaluating and developing strategies and actions. Figure XIV illustrates goal development steps.

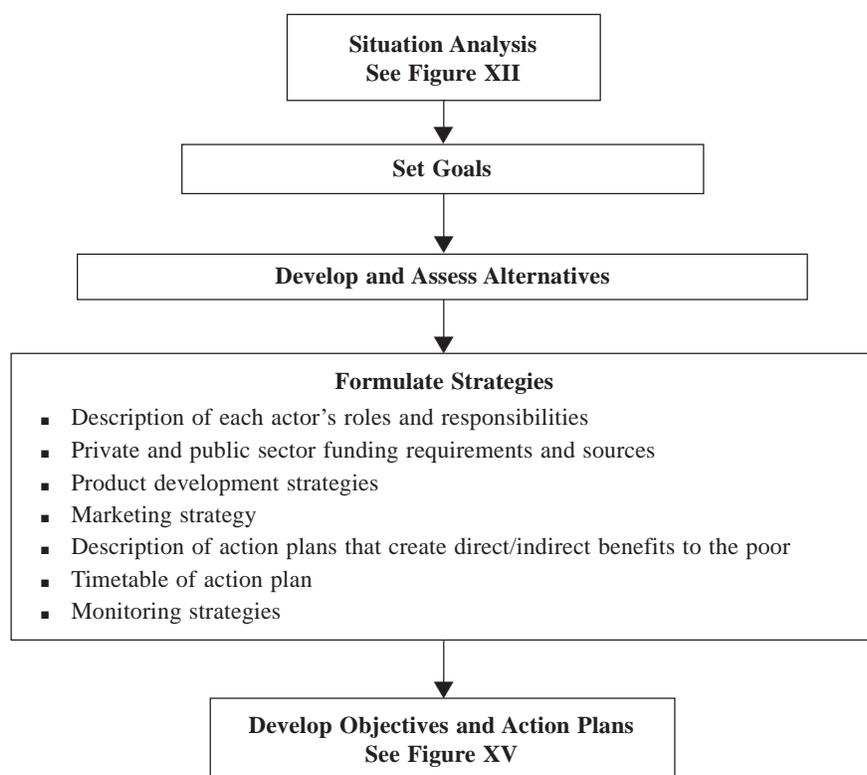


Figure XIV. Goals and Strategy Development

In order to develop goals, strategies and action plans, it is important to focus the discussion on identifying the interests and concerns of the stakeholders, especially the poor. The major steps in this activity are:

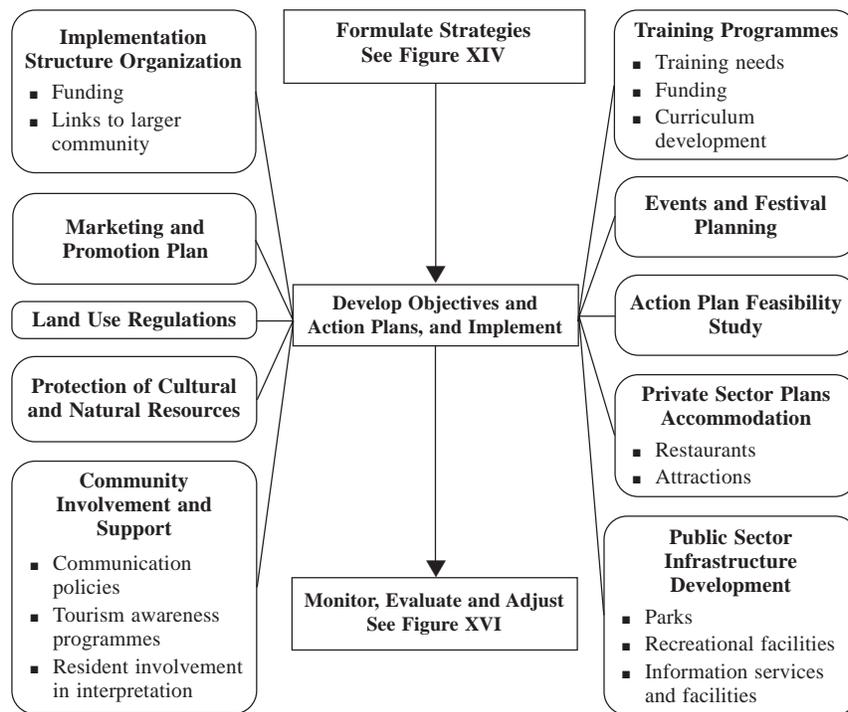
- Select a number of prioritized issues, problems and opportunities identified through the situational analysis and establish short and long-term strategic goals for these issues (e.g. 5-10-20 years or longer). The issues and problems related to poverty such as low income, poor health and education, gender concerns and powerlessness, and opportunities for tourism development should be clearly defined.
- Development and assessment of alternatives for attaining goals and objectives. Good information is critical to evaluate various alternatives.
- Cost-benefit analysis of various alternatives is also a critical requirement at this stage. There is a need to ensure that alternatives do not conflict with other community development goals or strategies.
- Develop an overall strategy based on this analysis. The development and selection of final strategies should be carefully carried out in order to ensure that they are feasible.
- Formulate strategies to attain goals, based on the scenario currently adopted. Strategies for monitoring key community and environmental resources are a critical requirement at this stage.

#### **4. Stage 4 – Objectives and Action Plans Development and Implementation**

Objectives and action plans must be developed to accomplish the goals and objectives necessary to carry out the strategies outlined in the previous stage. Objectives put a goal into action by specifying concrete, measurable targets to be achieved in a stipulated time frame (e.g. one, three or five years). Figure XV illustrates the process of preparing objectives and action plans.

##### *(a) Action Plan Development*

Action programmes are specific operational plans for implementing pro poor strategies and achieving the specified objectives tied to each strategic goal. These programmes should contain detailed budget, financial and action plans for achieving the set objectives. Like the strategies, the action programmes have to be feasible and realizable; feasibility studies are generally required for assessing the merits of a development project. The help of experts, together with the community, may be required at this stage to develop specific operational plans.



**Figure XV. Objectives and Action Plans and Implementation**

Financing projects can be a serious challenge for destinations especially for pro poor sustainable plans and strategies. Steps have to be taken to ensure projects receive the necessary financial support, either from government, the private sector, NGOs or international organizations. Careful evaluation of alternative actions to implement the specific objectives is required, paying close attention to the investment and financing aspects of the plan. Public-private sector cooperation in developing and implementing action programmes is highly recommended. New and innovative partnerships should be considered, including joint-ventures, trusts, cooperatives, development corporations and community councils. The major steps in this stage are:

- Identify and evaluate alternatives for implementing objectives. It is essential to obtain information and list criteria for evaluating alternatives, e.g. financial feasibility, sources of funding. It is important to develop these criteria to help evaluate the viability of these alternatives.

- Develop action programmes (including budgets and financial plans, as well as business plans, where necessary) for each objective.
- Carry out a feasibility study of tourism action plans that can be accomplished in economic, environmental, political and social terms.
- Assess possible impacts from each action. The impact assessment process begins after the community decides action programmes supporting tourism development. The following questions should be considered when assessing impacts in environmental, social, cultural and economic aspects.
  - ◆ Where will the proposed construction of, for example, toilets and a parking lot, be situated?
  - ◆ When will facilities be built and how long will it take to construct?
  - ◆ What alternatives exist?
  - ◆ What environmental/cultural features will be affected by this kind of construction?
  - ◆ How can the poor get benefits from these actions (e.g. employment during the construction period)?
  - ◆ What will happen to the small community structure and traditional life style in the future?
- Refine and further develop carrying capacity indicators and thresholds. The monitoring of critical community, poverty reduction, tourism and environmental indicators should commence as soon as possible to ensure some baseline data is available to compare future results and test the effect of pro poor tourism plans and programmes and adjust them as needed.
- Implement strategies and action programmes with monitoring to start concurrently.

(b) *The Feasibility Study*

The most common meaning of feasibility is: “Can it be done?” This involves a number of questions, including affordability, practicality and the likelihood of success. But feasibility studies must also consider the desirability of the project in terms of plans, goals and possible impacts. In other words, it must be feasible economically, environmentally, politically and socially. Each feasibility study involves a number of steps described below in Table 9.

**Table 9. Steps of Feasibility Study**

<p><b>1. Statement of Project Objectives</b>          What is its purpose and specific contribution to pro poor sustainable tourism development?</p>
<p><b>2. Market Research</b>          This involves an assessment of trends, competitors, complementary facilities or services, and a segmentation of the market to determine the most likely or desired target groups. The entire market mix must be considered.</p>
<p><b>3. Product-Market Matching</b>          In sustainable tourism, the desired target markets must be identified and attracted to the project. Developments are not encouraged if they are mass-market oriented or will appeal to undesirable segments. Some developments might prove unfeasible because there is insufficient demand from narrow segments. Unfortunately, many businesses and resorts start off with targeted markets but evolve to mass-markets because it is easier, more profitable or in response to growing demand.</p>
<p><b>4. Location Analysis</b>          Will the project be accessible and visible? How will users get to it and will the travel modes present any problems (e.g. congestion, need for an airport or new roads)? How long will it take customers to reach it and will the trip be safe, comfortable and affordable? Where are the competitors?</p>
<p><b>5. Site Analysis</b>          Can the proposed site physically and ecologically support the proposed development? What are possible impacts and can they be prevented or ameliorated? What will it cost to develop this site, as opposed to alternatives?</p>
<p><b>6. Demand Forecasting</b>          Given market research information, actual visitor numbers and the level of average spending can be forecasted. This is a critical step in determining financial feasibility. Too many facilities are constructed with over-optimistic demand forecasts resulting in financial failure, especially in public-sector developments. It is better to be conservative and pay attention to the performance of similar, existing projects.</p>
<p><b>7. Impact Forecasting</b>          The community has a right to know what impacts are likely to result from every development and cumulatively from all changes over a period of time. The feasibility study should identify both direct and indirect impacts and provide the technical material to enable reviewers of the study to draw conclusions on relative costs and benefits.</p>
<p><b>8. Financial Feasibility</b>          The study should include a detailed financial forecast of revenues and costs. The ultimate bottom line (profitability or at least breaking even) will depend on many factors, some of which are usually outside the scope of consulting studies (e.g. assumptions of sound management; personal and corporate taxes; debt repayment and interest rates; factors which affect demand assumptions, etc.). Eventually private-sector developers will apply their own criteria for determining the desirability of proceeding; meeting a desired rate of return on investment is important. Public sector projects should at least break even on operating costs, but many are justified as public services or investments in growth.</p>
<p><b>9. Social and Cultural Acceptability</b>          Is the proposed project or opening of a site to tourism acceptable in terms of local values and potential social and cultural impacts?</p>
<p><b>10. Political Favorability</b>          Is the project feasible given the political climate in the region and country?</p>

(c) *Infrastructure Development*

How will the development of infrastructure for tourism be realized? For some services, only public or private investment is feasible, whereas a public-private partnership can be used to achieve other objectives. Periodically, government loans or grants for tourism infrastructure development are available. Usually this assistance is tied to the preparation of a strategic plan and/or feasibility study. Being prepared is important. Tourism planning must look ahead to infrastructure needs and priorities – timelines must be set – then funding pursued. There is little point in developing attractions if a deficiency in basic services will lead to problems for residents or visitors. The public sector must anticipate infrastructure needs from private developments, otherwise capacities will be exceeded and both private and public sectors will suffer. Therefore, attention to unglamorous underground services is a top priority, as are roads, health, security, comfort and convenience issues. These are typically all public services, but where private sector tourism development imposes major costs, it is certainly legitimate to ask the private sector to pay a fair share. The mechanisms for this can include local improvement or property taxes, direct cost sharing or requiring developers to provide all required infrastructure as part of the project costs.

(d) *Action Plan Implementation*

The ability of the strategic pro poor tourism development exercise to generate a dynamic, action oriented plan for the destination is dependent on stakeholders to involve a wide range of community actors, monitor and evaluate plans on a regular basis, within an effective organizational structure. To effectively implement the action plan requires coordination, cooperation and public support including:

- Pro poor tourism strategies and plans linked to and viewed as components of a broader set of community development plans and initiatives. It should also be afforded positive status among other local plans.
- Close coordination is required among the various agencies involved at different public sector levels. Public service provisions (e.g. transportation, water and sewer capabilities) need to be considered in pro poor tourism planning. Public-private partnerships should be explored for development and funding of tourism initiatives. New forms of partnerships and governance may be needed to ensure the integrity and success of the implementation process.
- Cooperation among local businesses and tourism-related operators is essential given that one business can be directly affected by the success or failure of another. Partnerships should be considered in planning,

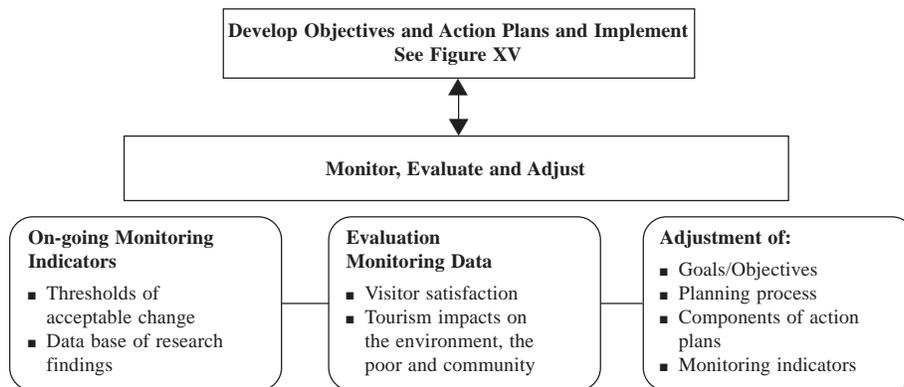
management, marketing and funding of tourism ventures. Cooperation among neighboring communities is important; by working together, communities can capture a range of benefits for the entire region.

- Public support of the tourism development process is critical to achieving the goal of poverty alleviation such as the provision of tourism facilities, skills and knowledge in local product development, marketing and small business development, and the assistance of community funds to get the pro poor tourism project started. Progress on plans should be communicated to the community and feedback sought at various stages. Community involvement and support is essential to ensure the plan is implemented and reflects the needs and aspirations of all stakeholders.

### **5. Stage 5 – Monitoring, Evaluating and Adjusting Action Plans**

The success of the pro poor tourism effort is greatly dependent on the ability of the process to monitor the implementation of action plans, achievement of objectives and the setting and monitoring of critical indicators and thresholds related to the resources being used. Indicators and thresholds can be established, for example, for the social (e.g. develop indicators to monitor health and education level, basic services), for the economy (e.g. the number of jobs created from tourism especially for the poor, unemployment and income levels), for the tourists (e.g. numbers, length of stay, activities performed, levels of satisfaction), and the overall tourism industry (e.g. codes of ethics, interpretation activities). By setting specific thresholds/indicators to be monitored, actions/mitigation measures can be taken if these thresholds are approached or exceeded, and tourism policies/plans can be adjusted if benefits to the poor from tourism activities are not achieved. Figure XVI outlines the monitoring process.

Constant monitoring is critical to ensure long-term sustainability of the community's resource base and the achievement of community goals. Longitudinal, long-term research and information gathering on social, cultural and environmental indicators is necessary. More details are provided in Chapter VII for developing and implementing a monitoring and evaluation strategy.



**Figure XVI. Monitoring Process**

### **C. Conclusion**

Destination planning presented in this chapter covers aspects of the process that should take place to develop pro poor tourism in a sustainable manner. However, in many situations, it may not be possible to carry out all these analyses or to form the destination tourism organization with all affected groups of people in the planning process. This will be dependent on the community and other stakeholders involved in the process to select what actions/tools/approaches are relevant to their situation and culture, and what studies they need, e.g. marketing, and the details to be carried out.

## **V. ORGANIZATION AND MANAGEMENT**

Once there is an understanding about the nature of a destination planning process to be followed by public officials, managers and the community must take into account how the destination should be managed in order to ensure that there are equal opportunities for all the stakeholders to be involved. Of particular importance is the opportunity for the poor to be heard and to participate in decision-making. Within a destination area communities can be seen as a source of services and facilities for the tourist and may also contain built, cultural or other attractions. If these resources are to be shared by the visitors, they must be managed so that both residents and visitors feel that they benefit from the relationship without destroying the resource base. The commitment and support of the local citizens is essential to achieve this objective and must be initiated early on in the community's tourism process. The poor must be able to observe that the process is improving their condition.

There are a number of dimensions that are necessary to ensure that the destination is ready for pro poor tourism in terms of organization and management structure. This chapter will discuss the following:

- Establishing leadership and management capacities.
- Developing participation.
- Resolving tourism development conflicts.

### **A. Establish Leadership and Management Capacities**

Establishing a destination tourism organization with the involvement of concerned stakeholders to develop, implement, monitor, and adjust pro poor tourism plan is critical to ensure the long-term sustainability of tourism development at the destination. Establishing on-going leadership will facilitate future planning-related actions such as constant scanning of the environment, identifying opportunities and managing problems as they emerge, hence increasing the possibility for sustainable tourism development.

#### **1. How to Form a Destination Tourism Organization**

A destination tourism organization can be a formal entity with paid staff or an informal group of local stakeholders. Its members can be national, regional, local officials, community leaders, committee, women's groups, the elderly, youth, religious and cultural minorities, other ethnic groups, private sectors, NGOs and academic institutions. The important consideration is that in forming a tourism organization all concerns should be taken into account. Forming

a decision-making structure increases the destination's control of development and ensures the contributions of tourism benefits to the poor and destination as a whole. In order to establish the destination tourism organization the following actions should be considered:

- Determine who are the initiators of the pro poor tourism development process. If government officials have not been part of the process (local, regional or national), has their support been obtained.
- Identify who the poor are and how they will be encouraged to participate in the pro poor tourism development process.
- Identify the key stakeholders to be involved in the destination tourism organization.
- Ensure that the participants of the process are legitimate representatives of the community and represent the wide base of community interests.
- Make certain that the destination tourism organization must be perceived to be a capable organization by its members.
- Determine if qualified facilitators are available to convene the stakeholders.

The poor can play a role as individual workers, entrepreneurs or members of the decision-maker organization that operate enterprises or partnerships, manage benefits and participate in planning. However it is not always easy to involve the poor in either decision-making or tourism development. There are issues/constraints in encouraging participation of the poor that the destination tourism organization must be aware of including the following factors:

- Illiteracy and lack of skills among the poor, especially the poorest, means that it is hard for them to participate in the decision-making process and preparation of tourism development actions/plan.
- Traditions of gender inequity make changes in gender relations and involvement of women in local enterprise development difficult to bring about.
- The poor lack understanding of tourists and their interests. Pro poor tourism needs to focus on appropriate training to increase awareness and understanding of who the tourists are and what products they want.

Effective involvement of the poor can be enhanced through the following measures:

- Increase the knowledge of tourism by the poor that allows them to explore the pros and cons of involvement, and generate realistic expectations.
- Developing skills for small business and tourism employment.

- Exploring options for developing cultural products, supplying inputs and reaching markets.
- Strengthening community organizations, particularly in transparent management of collective assets and benefits, and engagement with private sectors and government.

Box 2 provides an example of the establishment of a tourism organization at a city level.

**Box 2. Case Study of the Establishment of the Tourism Organization at the Destination Level, Philippines**

*Effective Sectoral Participation in the Establishment of Viable Tourism Programmes Geared Towards Poverty Alleviation in the City of Baguio, Philippines*

This case illustrates one form of the tourism organization at the destination level, which involves several actors. The Baguio Tourism Council has been formed to look after the tourism management system of the City of Baguio, Philippines. It is the government and non-government partnership which includes the Baguio City Government, Department of Tourism – Baguio Association of Restaurants, Baguio Association of Hotels and Inns, Travel and Tours Association of Baguio and the Suburbs, Cordillera Group of Artists, the various City Market Associations, Baguio Arts Guild, and a number of private tourism-related establishments and non-government organizations.

The Tourism Council has developed a number of goals with a special emphasis on the underprivileged or those living near the poverty line. Various training and seminars on tourism-related industries, tour guiding and tourist reception were provided for the out of school youth, the unemployed without formal education, taxi and jeepney drivers and waiters and the unemployed without formal skills training. In coordination with the Department of Tourism, the training sessions were designed to develop and sustain a tourism workforce capable of providing internationally competitive standards of service to visitors traveling within and to the Philippines. For more information, please contact the Baguio Tourism Council.

**2. Major Areas of Responsibility for a Destination Tourism Organization**

Once the decision-making structure has been formed terms of reference for the participants should be further developed including ground rules for decision-making and participation, an approximate timeline and a work plan for the major stages of the process. Depending on the size of the destination some areas of responsibility of a destination tourism organization can include:

- Full involvement in the visioning exercise including possibly forming a visioning sub-committee or working group.
- Involvement in pro poor tourism strategy planning.
- Establishing sub-committees for managing various aspects of the overall tourism strategy, mobilizing volunteers and non-government organizational resources to assist in tourism management.
- Analysis of the existing situation and identification of issues related to tourism development.
- Establishing collaboration with other relevant government agencies, private sector and others.
- Formulating and adopting a strategy and action programme based on views and interests of people, especially the poor.
- Adopting an employment policy that gives priority for employment to the poor in tourism development activities.
- Providing technical advice to the community and the poor to develop small tourism-related businesses such as local shops and restaurants for use by tourists.
- Investigate possibilities for the poor to provide goods and services used in the destination such as local dancing, guides, food, local produce and transportation services.
- Assisting with the on-going community education and awareness of tourism activities.
- Guiding and evaluating physical development, programmes and activities.
- On-going monitoring of tourism development and impacts.
- Guiding the process of impact mitigation and adjustment to tourism strategy.

## **B. Developing Participation**

On-going community involvement and support of tourism is critical to the success of a pro poor planning and development process. The poor can be involved in tourism to varying degrees, ranging from information gathering to direct decision-making, ownership, planning, project development, and service delivery. In the context of pro poor sustainable tourism development, a clear distinction has to be made between consultation and participation. While community consultation is highly recommended, this is not synonymous with participation. In order to accomplish this notion of local empowerment, opportunities have to be created to enable the poor to participate as fully as possible in directing the development of their community.

As mentioned earlier working with the poor requires patience, time and effort and progress can sometimes be slow. It also requires skills to work with very different groups of people – the poor, private and public sectors. To involve the poor in the tourism planning and management process the poor need to have access to skills, resources, markets and training to manage enterprises effectively. A number of initiatives that can be employed to encourage local participation are discussed below.

### **1. Develop Communication Channels**

Participation can be encouraged by using various communication channels such as radio talk shows (can be highly effective), community television station, community newsletters, public meetings and open government meetings to update, exchange information and communicate with the community. Face-to-face communication is effective in allowing active interaction between the speakers and listeners, but can be time and cost intensive. Mass communication is an efficient means of reaching a larger number of people within given cost and time frames. A mixture of face-to-face and mass communication is therefore recommended. In addition, presenting the direct experiences by the residents in the local tourism industry can be part of a public awareness programme.

#### *(a) Face-to-face communications*

- Meetings (e.g., public meetings, town meetings, breakfast/lunch meetings, and keynote speaker meetings to update and/or stimulate exchange of information and ideas).
- Personal communication (contacting key individuals and groups directly, word of mouth communication between community members).

#### *(b) Mass Communication*

- Public service spots on radio and television stations.
- Paid advertising (e.g. brochures, newsletters, information sheets) can provide a fairly large amount of information for the cost expended.

#### *(c) Brochures/Information Board*

A brochure outlining the pros and cons of tourism to the community, the tourism vision statement, and basic facts may be helpful to distribute to residents and businesses. Topics that could be included:

- What is tourism? What are the pros and cons of tourism for the community?
- Who are the tourists? Where do they come from (statistics – domestic and international visitors)? What are the needs of the tourists? What provides a good visitor experience?

- How much is spent by visitors? Where do they spend it? What is the value of tourism to a local economy?
- Who benefits from the tourism industry?
- How can the community actively contribute to the tourism industry?
- Who are the local and regional tourism organizations?

Box 3 explores an example of a community participation approach in tourism planning and management.

## **2. Stakeholders Roles and Involvement in Pro Poor Tourism**

One of the most important lessons that has been established in all areas of development is the considerable influence of partnerships on the success of any initiative. Public/private partnerships between government, public organizations, community organizations, industry and commerce are seen as the cornerstone of success in many destination initiatives. Partnerships can bring together many different sets of ideas, points of view, and contributions of various kinds whether they are financial, social or political in nature in helping to achieve a successful heritage area strategy.

It is important to look at the roles of each stakeholder and what kind of benefits local communities, who are the primary stakeholders, would receive by creating partnerships with other important players.

### *(a) The Private Sector*

The private sector has a complex set of relationships involving international companies, national enterprises and a myriad of local tourism businesses. The involvement of the private sector is important in terms of bringing investment to the community and ensuring high-quality tourism management. It is obvious that each tourism enterprise brings with it a set of guiding principles and business practices that in some cases may be highly supportive of tourism as a tool for poverty reduction while others may not see this as part of their business agenda.

The private sector can involve the poor in tourism by hiring them as porters, cooks, guides, etc. and by maximizing the use of local suppliers and products. The accommodation sector which employs the largest number of people in tourism can play an important role in involving the poor. Besides providing direct employment to the poor wherever possible, the accommodation sector can sub-contract cooperatives of the poor or SMEs established by the poor to provide services such as flower decorations for the hotels and making souvenirs, candles, soaps, etc. In addition hotels can also help by donating used items and fresh food to poor communities.

### **Box 3. Case Study of Community Participation in Tourism Planning, Thailand**

*Case Study: Community Participation in Tourism Planning at Klong Khwang Community, Nakhon Ratchasima, Thailand*

This case study illustrates techniques practically applied by the Canadian Universities Consortium Urban Environmental Management (CUC UEM) Project in a small village called Klong Khwang where tourism development is being actively planned, developed and managed with a strong emphasis on community involvement. This case has been recognized by the APEC as one of the good examples of village-based tourism in Asia and the Pacific. Two techniques were utilized in getting local involvement in developing a community tourism plan.

#### **1. Public Consultation**

Key actors including the Klong Khwang headman, the community committee, women's group and local officials were encouraged to define tourism products and the direction of tourism development for their village, taking environmental and cultural preservation into consideration. This was carried out in part by simply walking through the village with the people and letting them identify what they thought could be tourism products and the kind of experiences the visitors would have. Throughout the process when the community came up with tourism activities, the project staff provided information on the positive and negative impacts of each activity. This process enhanced the community's understanding of tourism impacts, which led to a determination of the level of community understanding of acceptable levels of the change. Based on the community's awareness, understanding and acceptance on the impacts, tourism programmes/actions were developed.

#### **2. Mock Tourism Day**

In the beginning whenever the community was asked how many tourists they would like in their community, the answer was always "as many as possible". The Project team conducted a full-scale "mock tourism day" with 40 people visiting the village. It was designed to provide an opportunity for residents to experience tourists and tourism related issues and to test the community's infrastructure and evaluate the site's attractiveness. The community was informed in advance about the tour group. Having a mock tour demanded effective community participation in getting the community ready for the tourists. The community proved to be extremely well organized and evaluations confirmed that the tourists had an enjoyable and educational day. More importantly, the community experienced the demands and opportunities associated with hosting a large group of tourists.

For more information, please refer to Jamieson, Walter and Sunalai, Pawinee. "Community Planning for Tourism Development: Klong Khwang Case Study, Nakhon Ratchasima Province", Community Tourism Destination Management: Principles and Practices, Walter Jamieson (ed.), Canadian Universities Consortium Urban Environmental Management Project. 2001.

(b) *Various Levels of Government*

While poverty can be seen to be manifested as a local and individual problem it is clear that national government policies have a significant role in how tourism can be used as a tool for development. Provincial and local governments also have a role to play in poverty reduction but often in the implementation of national policies, regulations and coordination. The role of national governments is to focus on the following.

- Policy direction of the poverty reduction and tourism relationship.
- Assistance to the poor when making decisions about tourism.
- The use of planning controls and investment incentives to encourage the private sector to design and implement pro poor tourism development projects.
- Establishing an appropriate legal framework that allows the employment of the poor.
- Incorporate pro poor elements into tourism, rural development and growth strategies.
- Providing appropriate tourism infrastructure and other support facilities that may be lacking in a destination.

(c) *International Aid Agencies and Organizations*

Most aid agencies have not identified tourism as a major focus of their development activity. A survey of 29 international donor agencies conducted by Hawkins, 2001 indicates that tourism has not yet achieved a significant level of recognition as a tool for sustainable development within the donor organizations. WTO, ADB and ESCAP are notable exceptions to this situation. There are hopeful signs that this will change. It must be remembered that the focus of the development aid should not be solely to build hotels and airports but rather to support the process of development of the country by supporting capacity building, infrastructure development and in small and medium sized tourism business creation. In general aid agencies can play an important role in helping to involve the poor in tourism by:

- Including tourism on the assistance agenda.
- Providing technical assistance programmes in a range of areas with a pro poor tourism focus. Examples of technical and aid assistance are:
  - ◆ ADB's technical assistance to the Ministry of Tourism, Cambodia to develop a National Tourism Development Plan (2001) with a special emphasis on poverty reduction.
  - ◆ ESCAP activities to strengthen capacity of developing countries in enhancing tourism's contribution to poverty alleviation include

a large number of regional and national seminars, research, publications, activities to promote sharing of experience and annual meetings of the Working Group on the Greater Mekong Subregion Tourism Sector.

- ◆ The World Tourism Organization's (WTO) initiatives include holding a side event on "Tourism and Poverty Alleviation" at the World Summit on Sustainable Development, Johannesburg, South Africa and the preparation of a report on "Tourism and Poverty Alleviation" in 2002.

(d) *Non-governmental Organizations*

There are a number of non-governmental organizations that can have a significant influence on tourism development as it relates to poverty reduction. They range from rural development organizations, groups concerned with the conservation of cultural and natural heritage and organizations dealing with business development issues. The following are some of the roles that the NGOs can play in developing tourism for poverty reduction.

- Act as a facilitator between key stakeholders in the planning and development process of pro poor tourism.
- Provide training and technical assistance to the poor.
- Explore and facilitate business options for linking private operators and poor suppliers.
- Organize the poor into cooperatives and other groups to take advantage of the opportunities they can receive.
- Ensure that the results of pro poor policies and plans are reaching the poor.

Box 4 illustrates a case study in Senegal on the roles of stakeholders' involvement in village tourism programme.

#### **Box 4. Case Study of Roles of Stakeholders in Pro Poor Tourism Development, Senegal**

##### *Village Tourism Programme in Senegal*

This case study illustrates the roles of different stakeholders involved in village tourism development including a community cooperative, village chief, villagers, and national and regional government tourism offices. This programme called for simple accommodation in the traditional style, managed and operated by the local villagers. Under the authority of the village chief, the work of serving visitors is assigned to young people of the village. Cooperatives were organized to be responsible for the operation of the camps and allocation of the profits.

The cooperative's share is used for community facilities, and also used to initiate new business activities such as vegetable farming, fishing and crafts. In order to avoid over-development of the camps and dominance of the villages by tourism, size controls have been established. This programme is strongly supported by the national and regional governments. The Lower Casamance regional coordinator for tourism supervised development and operations and helped run an in-service training programme for the village management teams.

For more information, please refer to "Petra, Jordan. *Enhancing the Economic Benefits of Tourism for Local Communities and Poverty Alleviation*, World Tourism Organization (WTO). 2002".

### **C. Resolving Tourism Development Conflicts**

There can be a number of sources of opposition to tourism development and therefore conflict resolution processes should be set up for tourism-related projects. Conflicts can include:

- Threats or perceptions of negative impacts arising from proposed developments.
- Objections to the form of development or to the developer/operator.
- Objections to the planning and approval process (e.g. lack of public involvement).

There are a number of factors that can shape a conflict situation:

- Smaller conflicts are easier to resolve.
- Win-lose situations heighten the potential for conflict.
- Prolonging conflicts can lead to more rigid positions being taken by various interest groups.
- Competitiveness and poor communication between parties in a conflict will impede its resolution.

## **1. Conflict Management**

The complexity of the tourism system is characterized by multiple stakeholders, fragmented control over tourism-related resources and a high degree of interdependence among the various components in the system as discussed in Chapter I of this manual. Added to this is the high level of uncertainty and complexity commonly associated with assessing the cumulative effects of human use and impact on natural environmental resources. The interdependence of tourism and the environment means that both economic values and environmental values need to be considered in development decisions, alongside the values of the host communities, residents, visitors, and political interests. All in all, tourism issues are complex, and tourism impacts can have serious and far-reaching consequences on the destination.

Tourism destinations have to ensure that their decision-making and planning processes are designed to help them reduce or manage these uncertainties and complexities. A key aspect is to be able to manage the diversity of stakeholder values, opinions, and attitudes on tourism development, from a conflict management and conflict resolution perspective.

Managing the objections and opinions of stakeholders is critical for tourism organizations involved in development. Controversy can be harmful to tourism proposals; lengthy delays may ensue, adverse media attention can harm the image or reputation of the developers, and community resistance to proposals (due to perceived threats of negative impacts) can make it very difficult for developers to establish a mutually beneficial working relationship in the destination. While a detailed treatment of the vital issue of conflict management is not possible in this manual, the following points may provide some useful direction:

- Anticipate and prevent conflicts where possible.
- Investigate community values and attitudes, and involve the community (through consultation and more direct participation) prior to making commitments on issues that can have a significant impact on the community and environment.
- Identify and involve key stakeholders in the conflict management and conflict resolution processes.
- When it comes to dealing with the local community, it is better to be as inclusive as possible. Recognize, however, that this will require managing a diversity of opinions, interests, attitudes, and values from stakeholders with varying knowledge and communication skills. The participation mechanisms developed have to be able to deal with these challenges. Different mechanisms may be required for different situations.

- Ensure that the stakeholders involved in conflict management/ resolution have the information to be able to provide an informed decision or opinion, in a timely manner. Also ensure that the information is comprehensible to the recipient; understanding the substance of the issue should not be compromised due to technical jargon.

#### **D. Conclusion**

Achieving the right kind of organizational structure, management and process is essential in allowing a destination to achieve a sustainable future and for the poor to benefit from tourism development. There are many approaches to creating a management structure but the principles identified in this chapter should be seen as important dimensions of any organizational structure. The most important consideration is that all stakeholders from the community, the public and private sectors must be seen as essential actors in the overall management of the tourism destination.

## **VI. DEVELOPING AND PROMOTING TOURISM PRODUCTS TO ADDRESS POVERTY REDUCTION**

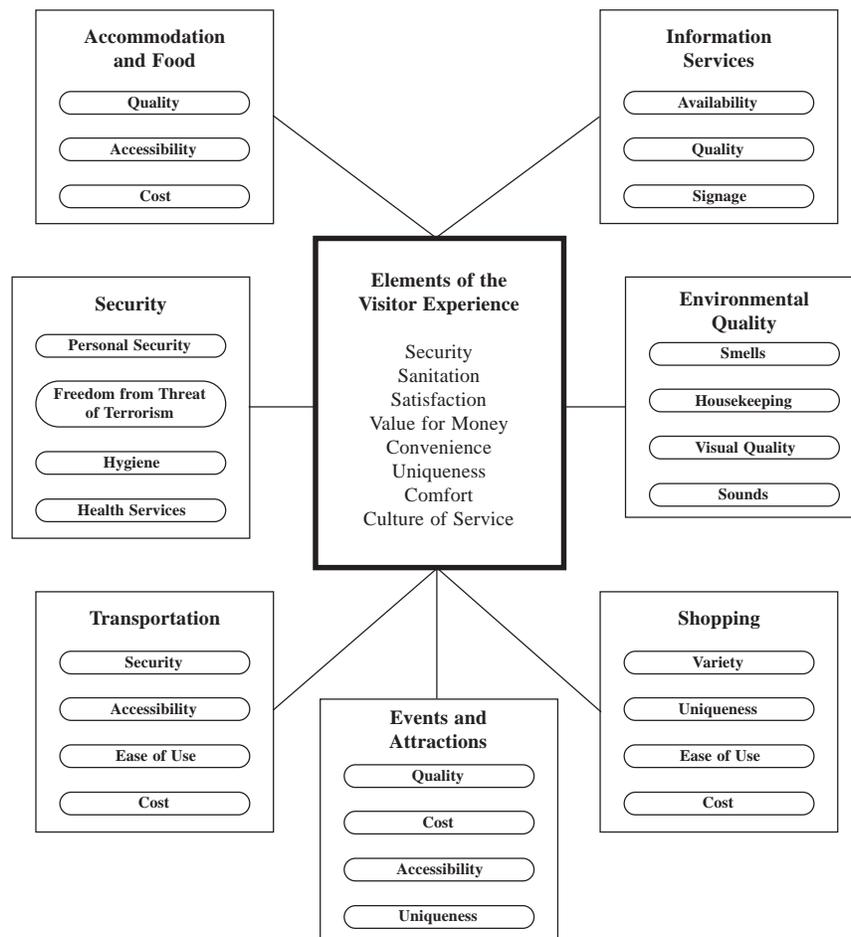
This chapter looks at two important aspects of pro poor tourism: developing a tourism product which will directly benefit the poor and devising a marketing strategy to attract visitors to that product. Developing a viable product requires careful research and planning to avoid duplication, excessive financial expenditures, potential environmental problems and the loss of a community's traditional value system and way of life. It is important to look at a community as a whole and determine how best to use its skills and resources. For example, the poor may not be involved in building an attraction but they can provide services to keep the attraction operating, e.g. catering, cleaning and gardening. In some cases the poor may already be producing products which if professionally packaged and managed can be sold to existing attractions, travel companies or directly to tourists. Pro poor tourism uses a creative approach – finding or refining a product or service which tourists will buy or use – and which provides the poor in the community with an enhanced quality of life. This chapter takes an in-depth look at the development and marketing process, how to ensure tourists will use, buy or visit a product once it has been developed.

### **A. Developing Pro Poor Products**

Before beginning to discuss the development of products it is useful to consider that the objectives for developing products is to meet a range of visitor expectations. Figure XVII provides a concept for appreciating the range of visitor expectations and experiences which must be met by a destination. Often the product development process, if it is to be successful, must respond to the needs identified by these visitor experiences. The intent here is to discuss an overall approach for product development in the context of this concept of visitor experience.

There are many dimensions to the product development process. “Product” is a rather general term covering all attractions and services (which will be discussed later) but the two concepts overlap. The following categories of product must be considered:

- Built and natural attractions
- Tours and packages
- Services for travelers (e.g. shopping, entertainment, information, bookings)
- Meeting and activity venues

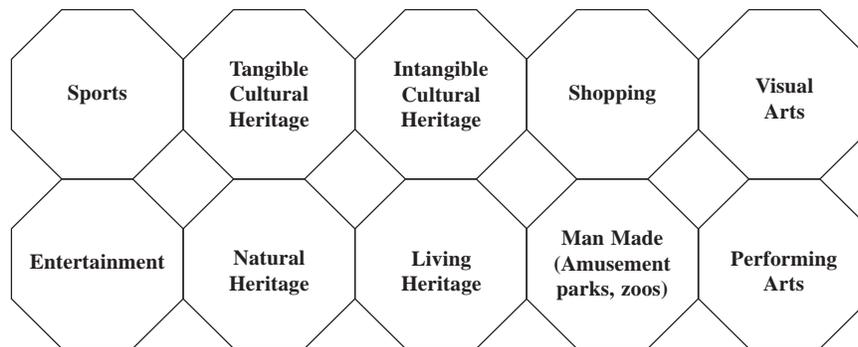


**Figure XVII. The Visitor Experience**

The range of tourism products are indicated in Figure XVIII.

Products supporting pro poor tourism can be developed from two perspectives:

- Involve the poor in the development and management of the products. There will definitely be limitations to where and how much the poor can be involved in product development and the operation process given the various barriers that exist. Initially the involvement of the poor may be in providing services.
- Develop products based on the assets of the poor. The poor often possess assets which can be developed into tourism products.



**Figure XVIII. Tourism Products**

Examples of these assets would be culture, ways of life and livelihood activities, folk dances and folklores, etc. These can be packaged as cultural products, putting the poor in the forefront of the product development process.

Either one or a combination of these different approaches can be implemented depending on the nature of the vision of the tourist destination under consideration. This chapter covers these approaches and describes the processes to implement pro poor product development.

Where there is no possible physical product, destinations can concentrate on services such as tour packages, guiding and interpretation. Existing community facilities can also be used for visitor activities and events. Natural resources are generally not thought of as product, but an eco-tour in a natural park is a product. The heritage architecture of a community is not a product, but its interpretation through a guided tour can be sold as a product. Other services, such as information, can be converted into products when visitors are willing to pay for this type of product.

The overall direction and priorities of product development stem from the community tourism plan, including new product ideas and concepts that might have been generated through public involvement, professional advice or actual development proposals. Each concept should be subjected to a limited pre-feasibility evaluation to determine if it is appropriate in the context of the plan and if it has a reasonable chance of successful implementation. Afterwards, the attractive concepts must receive a full feasibility study before approval.

A detailed action plan is required, specifying the prioritized developments by type (e.g. infrastructure, attractions, services), a schedule for assigning responsibility for various actions and the resources committed to it (e.g. a budget

or target cost). Action plans can be updated annually based on progress reports, resources available and changing priorities or conditions.

### **1. Pro Poor Tourism Products**

It is difficult to generalize which tourism products are pro poor and which are not. There are some products that can be more pro poor than others. As indicated in the ODI (2001) report, pro poor tourism products can vary from accommodation and cultural activities for tourists to the provision of supplies to the industry.

Specific pro poor cultural products/activities and services in the urban context can include:

- Festivals and cultural events  
These can be organized by city level government organizations allowing the poor to cater to the visitors through vending and labour. Examples of such events are the Loy Kratong celebrations in Thailand and the New Year's fair in Phnom Penh.
- Developing cultural products  
As discussed earlier there are certain assets of the poor which can be converted into tourism products. One example is the floating market in Bangkok. Floating markets when they are packaged as a tourism product can offer tourists an opportunity to experience local ways of life.
- Developing educational tourism in poor communities  
Low income communities are often visited and studied by researchers and students. This increasing form of visitation to these communities can be converted into a potentially important form of tourism where the community can not only be involved in providing visitors with information but also certain services.
- The production and sale of handicrafts to tourists or the provision of these crafts to hotels and travel companies.
- Vending is an important form of involving the poor in tourism.  
If properly managed, space around tourist attractions can be allocated for vendors to sell goods to tourists.
- Providing local transportation services to tourists  
The poor can be involved in the transportation business especially if non-motorized forms of transportation are encouraged.
- Providing catering services to meeting/conference centers or day tour groups

## 2. Developing Attractions

The provision of recreational and cultural facilities and parks can be considered an investment in tourism, as long as the management and marketing of this community infrastructure consider the different needs of visitors and residents.

Some governments take an active role in attracting investment and facilitating tourism development through a number of initiatives including:

- Provision of land (free, subsidized or serviced at public expense).
- Cash grants or loans (to overcome financing obstacles).
- Relaxed zoning, building or other regulations.
- Fast-tracking the approvals process.
- Forming public-private partnerships.

While it often seems justifiable and even necessary to make concessions to attract development, the long-term consequences of these concessions should be carefully evaluated. Some destinations have found that developers disappear after tax incentives end. In some situations grants or low cost loans may allow economically questionable operations to be established which may not be able to survive in the medium to long term. In addition, these concessions may put private developers without public assistance at a disadvantage. Most importantly, the benefits of development for local authorities are often realized through local taxes and these should not be given away unless other benefits can be achieved through granting tax breaks.

There are also a number of ways for local authorities to take advantage of tourism development:

- Gaining new business and property taxes.
- Selling or leasing land and facilities.
- Imposing a commercial accommodation or bed tax.
- Charging user fees to visitors.

Obviously, a careful feasibility and impact evaluation is required before communities engage in any initiative to attract or profit from tourism development. This assessment should be carried out in the context of a sustainable tourism strategy in order that long-term costs and benefits are given priority over short-term advantages.

## **B. Infrastructure Development**

Once the decision has been made to develop infrastructure for tourism, it must be determined how it will be realized. For some services public or private investment is feasible. Government sources of loans or grants for tourism infrastructure development are available.

There is little point in developing attractions if a deficiency in basic services will lead to problems for residents or visitors. The public sector must also anticipate infrastructure needs resulting from private developments, otherwise capacities will be exceeded and both the private and public sectors will suffer. Therefore, attention to unglamorous underground services is a top priority, as are roads, health, security, comfort and convenience. These are typically all public services but where tourism development imposes major costs, it is certainly legitimate to ask the private sector to pay a fair share. The mechanisms for this can include local improvement or property taxes, direct cost sharing or requiring developers to provide all required infrastructure as part of the project costs.

## **C. Pro Poor Tourism Market Research**

This section examines sustainable tourism marketing which is defined as the process of matching a country's or individual destination's products and services with available or potential markets.

While traditional marketing places heavy emphasis on the potential customer's needs and desires, pro poor tourism marketing begins with understanding the destination's values and goals.

From a destination's point of view (especially the residents' point of view) it is far better to concentrate on one, or a few, prime segment(s) and avoid the pitfalls of mass marketing. Furthermore, much less development and servicing is required if year-round occupancy/use can be assured, as opposed to constantly building new infrastructure to cater to growing peak-season demand.

A pro poor approach to tourism marketing requires good market research, detailed segmentation to find the best target markets, attention to customer needs and preferences and delivery of high-quality products and services. It is important that the matching process favors the poorer groups of the society.

### **1. Market Research, Demand Forecasting and Segmentation**

Market research has a number of important aims:

- Understanding what existing and potential visitors want (in terms of benefits and experiences, products and services).

- Identifying the appropriate target market segments.
- Matching products to potential market segments.
- Assess customer reaction to the product and services.
- Knowing what the competition is doing.
- Understanding the relative importance of all elements in a destination marketing mix.

There are a number of techniques for carrying out market research.

(a) *Visitor Surveys*

A visitor survey is probably the best and easiest way to begin understanding existing and potential customers. It is difficult to obtain a truly random survey (where all visitors have an equal chance of being approached), but it is necessary to obtain a representative sample of visitors by type, season or time of visit (e.g. weekend versus weekday) and activity (e.g. recreation versus business travelers). The purpose is to determine the motivation and nature of visitors, their activities, spending habits and reactions to their experience. Surveys at sites and exit surveys are excellent ways to get essential information.

(b) *Market Area Studies*

Another useful type of market research is the market area study in which potential visitors are surveyed in their homes. This yields perceptions of the destination, permits demand estimates and helps shape the communication strategy. Because this type of study can be expensive, it requires outside funding and assistance.

In marketing, the key is to focus on what potential customers want, need and will demand. If a destination wishes to develop a certain type of tourism, the question becomes who will purchase a product, and will demand be sufficient to justify the investment. Niche marketing requires that careful attention be given to measuring potential demand from the target segments and the means to effectively reach them.

(c) *Assessing Market Potential*

Market potential can be evaluated in several ways. Basic research on tourism trends is the starting point. Government agencies, industry associations and educational institutions may be able to provide this data. It is more difficult to obtain demand-related information specific to certain areas, communities or businesses. In these cases, original market research is probably necessary.

It is not sufficient to know that demand for a product or experience exists. It must be shown through research and a feasibility study that a proposed development can capture an adequate share of the market. Many good ideas fail because of a mistaken assumption that demand follows supply. Always remember that a great deal of competition exists for the consumer's attention, time and money.

(d) *Market Segmentation*

Segmentation and selecting target markets is a crucial part of the process because demand will come from specific areas of the global marketplace. Because sustainable tourism marketing is the opposite of mass marketing, care must be taken to identify and attract appropriate market segments.

A first step in understanding potential target segments can be obtained from previously published sources (e.g. work of the Pacific Asia Travel Association (PATA)). A practical strategy may be to focus on regional population concentrations. Specialist tour operators can be surveyed to determine how practical it might be to attract long-distance tourists to specific products.

Target market segments must meet certain characteristics:

- They can be identified and measured (e.g. by location or social and demographic characteristics, by club membership or activity patterns).
- There are enough of them to justify the effort.
- The segment is stable and will endure in the long-term.
- It is feasible to communicate with and sell to them.
- They can be attracted to a destination's location, events or facilities.
- Attracting them will help meet sustainable pro poor tourism goals.

(e) *Target Marketing*

Target marketing will include the following key elements:

- Identification of primary and secondary market areas.
- Separation of domestic from foreign travel segments.
- Separation of business from pleasure travel.
- Attention to the VFR (visiting friends and relatives) market.
- Definition of existing special-interest segments (e.g. sport, festival or ecotourists).
- Examination of what segments are attracted to other communities and destinations, especially if they are competitors.
- Identification of the socio-demographic group(s) most appropriate for the product offering (e.g. upper-middle income families or retired couples).

- Determination of whether age and gender will affect demand.
- Evaluation of lifestyle benefits that can be offered to certain groups (reached through specific magazines or other media).
- Determination of which segments can be attracted in the off-peak seasons.
- Determination of who can be attracted to stay longer (e.g. for weekend event packages) and who can be attracted for repeat visits.

(f) *Portfolio Analysis*

Private businesses often evaluate their products or services on the basis of market share, growth rates, future potential and revenues/costs. Various products can then be classified according to their strategic importance to the company. A similar portfolio evaluation can be conducted for community or destination products, using sustainability criteria for analytical purposes.

(g) *The Marketing Mix*

The marketing mix can be determined by using the four Ps (product, place, price and promotion). Others have used the nine Ps presented in Figure XIX. They are the tools for implementing a marketing strategy.



**Figure XIX. Nine Marketing Ps**

(h) *Product*

In the traditional tourism marketing approach it is common to develop products that will attract tourists, regardless of their appropriateness to local communities or their adverse effects on the environment and existing infrastructure. Sustainable pro poor marketing shifts the emphasis to products and services that will attract and satisfy desired segments. Control must be

exercised to prevent developments which do not fit the community, cause undesirable impacts and fail to achieve precise marketing goals.

According to Peter Murphy (1985) each community or destination can develop its own special product mix, taking into account its resources, values, needs and preferences. The result should be an authentic community tourism product attractive to those travelers seeking hospitable and unique experiences. Similarly, each destination can create opportunities that attract informed, respectful visitors who want to preserve the area's inherent beauty and ecology.

One strategy is to develop no new products at all, but enhance existing attractions and opportunities. Another is to develop very specific products to implement a target marketing strategy. In both cases it will usually be necessary to develop visitor services, especially those which inform and educate, and improve the visitor management system.

(i) *The Setting*

Every place is unique, and a major platform of sustainable tourism marketing must be to preserve authentic elements and shun those which impose uniformity. The destination's heritage and character must be evaluated; then criteria should be developed to guide both development and promotion. For example, is it appropriate to impose an alien theme on a community's architecture and celebrations?

From an evaluation of heritage and the area's special character, a feature or flavor can emerge that becomes the Unique Selling Proposition (USP) or theme, product or image which not only authentically conveys the area's attractiveness and uniqueness but also ensures competitive advantages. This USP should be thoroughly studied and its potential impacts researched before launching any promotion. How do residents want to be portrayed? Is it culturally sensitive? Will it attract the wrong kind of visitor?

Some groups and communities cannot cope with an influx of visitors; while others are open, less vulnerable to cultural or physical impacts. Given these differences social or cultural capacity can only be addressed through community input and informed discussion of the potential effects of tourism development and marketing.

Ecological capacity must also be considered within a marketing context. Tourists should not be attracted to areas and features that cannot sustain visitor pressure. For example, high-traffic areas require greater and more expensive types of visitor management. These concerns require environmental impact assessments of proposed developments and marketing campaigns.

A number of practical factors must also be considered. A number of questions can be asked. How accessible is the area and will parking be a problem? Traffic, especially in small towns, can quickly become a major source of resident complaints. Are there pedestrian-dedicated areas for visitors? Are attractions and services linked by public transit? A concentration of attractions and services is not only more appealing to visitors but also more efficient for the host community.

(j) *Place: Distribution*

This element of the marketing mix refers to how products are distributed or sold to the intended customers. The usual methods include:

- Selling directly to highly-targeted segments and group tours.
- Selling packages and other products through travel agents.
- Selling to tour operators who will package a variety of local products and services.
- Familiarization tours that expose key tour operators, travel agents or affinity groups to destinations, products and hospitality. Special events are excellent ways to host and inform intermediaries.

Support material is generally required, e.g. brochures, posters, videos, contact and price lists, details on hours of operation and available packages. From the perspective of sustainability several criteria can be suggested:

- Use only agents and wholesalers who are committed to your values and goals.
- Insist on green practices (e.g. recycle, reuse, reduce waste).
- Work with companies that educate their customers and provide suitable interpretation within a sustainable tourism strategy.

(k) *Price*

Several basic price strategies can be employed:

- Set prices for specific target segments' needs and willingness to pay.
- For high-quality and rationed products charge a premium.
- Value added packaging.

In many tourist-oriented communities the cost of public services can rise, leading to higher commercial and residential taxes. To a degree it is fair to assess higher commercial taxes, but if they are too high, businesses will become uncompetitive and the resultant prices will discourage visitors.

Principles of sustainability also require that full life-cycle costing be applied to tourism developments. This means the costs of development, operations and ultimate replacement are factored into the financial analysis.

(l) *Promotion (Communications)*

The traditional communications mix consists of advertising, public relations and sales promotion. From a sustainability point of view, a number of factors must be considered:

- Communications must be targeted and fully informative in order to avoid false expectations being generated.
- Quality products should be marketed differently from mass tourism products stressing exclusivity or uniqueness.

(m) *Partnerships*

Many destinations, especially in less developed countries, cannot afford to carry out the marketing process independently. Often partnerships are required to launch effective advertising and image-making campaigns, develop packages and conduct research.

(n) *Packaging*

Given that the destination or community has a sustainable tourism strategy it makes sense to sell the experience as a package. This has a number of additional advantages:

- It is easier to educate the packaged tourist.
- It is easier to manage a group tour to prevent negative impacts.
- Some package tourists can be high-yield, high-quality visitors.

Certain types of packaging or group tours should be avoided. Those which spend little time in a destination usually generate little economic benefit for a community. Those which stay only one night and visit only the major attractions are not always high-yield visitors. Destinations should develop packages that:

- Promote authentic heritage and cultural themes.
- Develop remote sites if suitably managed.
- Occur at off-peak seasons.
- Make use of community facilities.
- Mix residents (hosts) and tourists (guests).
- Allow investment in conservation and interpretation projects.

Packages can have a core activity, such as an event or rafting trip, or can be designed for general sightseeing purposes. Guidelines for packaging include:

- Provide the package a clear and unique theme proposition.
- Pricing the package to cover all fixed and variable costs (commissions have to be paid to retailers and wholesalers who need to add their own profit margin to the tour cost).
- Develop all-inclusive packages that provide good value-added appeal and can facilitate efficient visitor management.

(o) *Programming*

Programming involves the addition of special events, interpretation and activities to increase attractiveness. Communities and destinations engage in programming or “animation” to convey the image of a fun, active place and to attract specific market segments.

Getz (1991, 1997) has written about event tourism and how it can attract high-yield and high-quality tourists. Events often attract people seeking authentic cultural experiences. Festivals and sporting events can use existing facilities and sites and may result in substantial economic benefits without large capital or operating costs. Programming should include elements of interpretation and education.

(p) *People*

Service quality in the tourism business depends largely on the staff, while in communities the resident population can be seen as part of the product. Hospitality will not be found where residents are unhappy with the tourism development in their community. Many destinations employ internal marketing campaigns to convince residents that tourism is beneficial and visitors should be respected and assisted. These campaigns fall on deaf ears where residents feel alienated from the decision-making process. Residents will be good hosts when they are convinced that tourism is good for them.

Hospitality training for businesses and the public is required in areas lacking experience with tourists and should focus on the poor. Many people who meet and serve visitors do not think of themselves as being in the tourism industry and therefore have to be educated about the importance of their role in the overall tourism process.

## 2. The Communications Mix

A variety of media can be used in communicating a message, including:

(a) *Advertising*

Advertising involves paid messages in print (newspapers, billboards, magazines) or broadcast media (radio, television). Because of the cost, advertising should be highly targeted and carefully evaluated as to its effectiveness.

(b) *Public Relations*

Public relations involve unpaid communications and community/industry relations aimed at fostering a profile, positive image and interest in a product or area. Some examples include:

- Prepare a media kit and industry information.
- Holding publicity events combined with “fam” tours.

(c) *Event Marketing*

Developing and sponsoring events to achieve marketing objectives. Experience has shown that community festivals offer excellent platforms for attracting attention and conveying specific messages.

(d) *Sales Promotion*

Activities designed to attract attention and result in sales include the following:

- Partner with a shop(s) to offer customers price reductions for events.
- Develop partnerships to increase the volume or reach of promotions.

(e) *Guidelines for Effective Communications*

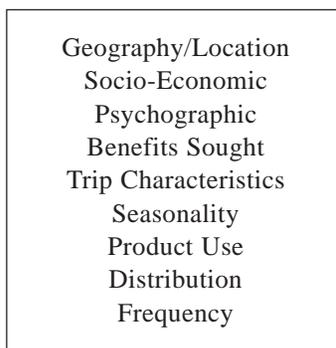
Communications must perform one or more of the following functions:

- Capture the attention of target segments.
- Stimulate interest.
- Stimulate a desire to travel or purchase a product.
- Entice the customer to take action.
- Focus on the benefits offered to potential visitors, including the tangibles (activities, events, sites) and intangibles (excitement, wonder, learning, romance); show people doing things.
- Incorporate the destination or product’s unique selling proposition.

- Provide clear, comprehensive information including maps, contact numbers, dates and times and prices.
- Use consistent themes and designs.
- Include phone numbers and internet addresses.

(f) *Market Segmentation for Sustainable Tourism*

Developing a market segmentation plan for a destination requires the consideration of a number of dimensions as illustrated in Figure XX.



**Figure XX. Market Segmentation Dimensions**

These different dimensions have a number of aspects that can be considered as seen in Table 10.

**Table 10. Market Segmentation Characteristics**

Dimension	Characteristic
Demographic	<ul style="list-style-type: none"> <li>■ Income</li> <li>■ Education</li> <li>■ Employment status</li> <li>■ Rationing can lead to higher prices</li> <li>■ Age/gender</li> <li>■ Marital status</li> <li>■ Family status</li> <li>■ Race/ethnicity</li> </ul>
Psychographic	<ul style="list-style-type: none"> <li>■ Personality</li> <li>■ Beliefs</li> <li>■ Attitudes</li> <li>■ Values</li> <li>■ Isolate those with green values and lifestyles</li> </ul>

**Table 10.** (continued)

<b>Dimension</b>	<b>Characteristic</b>
Trip Characteristics	<ul style="list-style-type: none"> <li>■ Holiday or business</li> <li>■ Day or overnight</li> <li>■ Visiting friends and relatives</li> <li>■ Travel mode (car, bus, etc.)</li> </ul>
Seasonality	<ul style="list-style-type: none"> <li>■ Determine whether the tourists will only travel in peak season?</li> <li>■ Is the tourist amenable to off-peak travel?</li> </ul>
Distribution	<ul style="list-style-type: none"> <li>■ Determine if the visitor is an independent traveler or will buy packages.</li> <li>■ Do they use travel agents or ticketing services?</li> <li>■ Do they travel alone or with affinity groups?</li> </ul>
Frequency	<ul style="list-style-type: none"> <li>■ One-time</li> <li>■ Frequent visitors</li> </ul>

### 3. The Marketing Plan

A summary of the research and analysis should be included in the actual marketing plan. Goals and objectives should be clearly stated, strategies articulated and a marketing action plan and budget stated. The marketing plan is usually revised annually based on on-going research and evaluation of its effectiveness. It should incorporate a multi-year strategy for each element of the marketing mix, as few strategies can be implemented fully in one year.

Table 11 outlines a typical marketing plan for a destination.

**Table 11. Outline of a Typical Marketing Plan**

A. Vision and goals for the destination.
B. General marketing goals to increase market share, achieve growth targets and focus on yield and quality.
C. Situation analysis and market research which should include: <ul style="list-style-type: none"> <li>■ Forces and trends (especially values).</li> <li>■ Future scanning (what might happen without sustainable strategies).</li> <li>■ Assessment of the competition.</li> <li>■ Evaluation of marketing effectiveness and efficiency.</li> </ul>
D. Resource and supply appraisal: <ul style="list-style-type: none"> <li>■ Resources for tourism (and their sensitivity).</li> <li>■ Inventory of supply.</li> <li>■ Portfolio of products and services.</li> </ul>

**Table 11. (continued)**

E. Market potential:	<ul style="list-style-type: none"> <li>■ Research results on existing and potential markets.</li> <li>■ Demand forecast for target market segments.</li> </ul>
F. Strategies, goals, and objectives:	<ul style="list-style-type: none"> <li>■ For increasing market share.</li> <li>■ For sustaining resources and infrastructure.</li> <li>■ For improving customer service and satisfaction.</li> </ul>
G. Action plan and budget:	<ul style="list-style-type: none"> <li>■ Designation of responsibility for implementation.</li> <li>■ Setting target dates.</li> <li>■ Allocation of resources (the budget).</li> </ul>
H. Evaluation:	<ul style="list-style-type: none"> <li>■ Stating key performance criteria to measure success.</li> <li>■ Establishing the evaluation process (e.g. tracking studies).</li> </ul>

#### 4. Monitoring, Evaluation and Revisions

Every marketing planning process requires on-going monitoring of results and constant attention to improvements. Monitoring usually requires specific research efforts and the establishment of indicators. Different types of research are indicated in Table 12 with comments on the necessary sustainability requirements.

**Table 12. Different Types of Monitoring Research**

Type of Research	Sustainability Requirements
Tracking studies	To determine the effectiveness and efficiency of marketing, the awareness levels, attitudes, travel patterns and satisfaction levels of visitors and target segments must be tracked over time.
Impact assessment	Measuring concrete and qualitative results from marketing efforts in particular, and tourism in general, including economic, social, cultural and environmental effects.
Costs and benefits	An evaluation of the overall benefits obtained from tourism versus the tangible and intangible costs or negatives should be carried out. Opportunity costs (things foregone in order to develop tourism) and externalities (general costs not borne by the organization) must be taken into account.

The ultimate evaluation consists of decisions regarding tourism goals and strategies in general, including the issues of setting limits, changing target market segments and modifying the marketing mix. These issues obviously impact the entire community development strategy and all its management systems.

(a) *Review*

Marketing for sustainable pro poor tourism involves the same process and elements used by all businesses and destinations though the orientation is quite different. Sustainable tourism marketing stresses the following:

- Meeting the needs and goals of the community and then targeted customers.
- Matching locally supported products to appropriate segments (e.g. niche marketing).
- Attracting high-yield and high-quality visitors.
- Cultivating the right image to convey environmentally and culturally sensitive messages, employing unique selling propositions.
- Communicating effectively with and educating all visitors.
- Employing environmental and cultural interpretation.
- Managing the visitor and encouraging the adoption of codes of conduct.
- Achieving efficiency by avoiding high peaks of demand and overuse.
- High-quality attractions and services.
- Research into appropriate segments, communication effectiveness and resultant impacts.
- Building repeat trade (e.g. brand loyalty).

## **D. Conclusion**

This chapter has provided a framework for the development of an appropriate tourism product which brings economic and social benefits to the poor. It provides governments, communities and planners with an insight into the tools to research, develop and market a product and ensure that it has a targeted and sustainable audience. It views tourism from a different perspective which emphasizes the poor as the focal point of any tourism strategy. The product, its marketing and the visitor must complement local residents and their community and thereby bring value to residents' lives and provide them with an opportunity to prosper and preserve their community's values.

## **VII. DESTINATION OPERATION**

Once destinations have policies, plans and management structures in place, management operation policies and procedures need to be developed to ensure the on-going attractiveness of the destination and protection of local cultures and the environment. This should involve cooperation of all stakeholders in the community (including the poor) and should not be seen solely as the responsibility of local authorities. This chapter examines operational dimensions that must be addressed to ensure the on-going sustainability of a destination.

### **A. Environmental Management**

Tourism destinations throughout the world are discovering that, unless they can deal with the important issues of water, sewage and transportation management, they will not be competitive. There are a wide range of techniques to help solve an area's environmental management problems. The techniques span a range of disciplines and approaches. Some solutions are clearly within the public sector. Others are the responsibility of the private sector while others are the result of public and private partnerships. The approaches discussed below should be considered when planning destination operations.

#### **1. Urban Environmental Management**

A major task for any destination is to ensure the community environment is improved to make it attractive to tourists. A degraded environment, inadequate or polluted water, lack of sanitation systems, poor solid waste management practices, and outdoor and indoor air pollution affect tourism development as well as the health of the people, especially the poor. Improving the environment through tourism initiatives can create positive impacts on environmental conditions and the quality of life of the community and the poor. Ensuring better environmental conditions through tourism infrastructure and facilities development should benefit the tourist and the entire community including the poor. The on-going management of tourism destinations must consider the following physical factors:

(a) *Roads*

Access to destinations must be increased to link tourism sites and major centers and provide access to natural attractions and circuits for tours. In some situations some roads may be left undeveloped to protect fragile environments. Wherever possible residents and visitors should be encouraged to use "soft" forms of transportation such as cycling and walking.

(b) *Water Supply*

Providing adequate clean water is a problem in many destinations. The development of tourism necessitates a water supply for hotels, restaurants, laundries, swimming pools and other recreational uses in addition to the needs of the local community. In a tourism area, where fresh water is scarce, alternative sources of water or systems to recycle water should be developed.

(c) *Sewage Disposal*

In destinations where methods of sewage disposal are inadequate or non-existent, the environment often deteriorates with waste being discharged directly into water bodies. This creates adverse impacts to the natural ecosystem and public health and reduces the aesthetic appeal of a destination. To ensure health and environmental conditions are safeguarded for residents and visitors, planning for water treatment must occur.

(d) *Solid Waste Disposal*

With the development of tourism, large quantities of solid waste (e.g. food waste, paper, plastics, bottles and chemical products) will be generated from resorts, hotels and restaurants. Without adequate disposal methods, solid waste can cause environmental degradation, aesthetic disruption and dangers to animals. There are several solid waste disposal options including landfill methods, incineration, recycling and reuse. At present, the process of solid waste disposal focuses on recycling and reuse as the most suitable means of operation. The following actions should be considered:

- Minimize waste generation by reducing consumption, reusing products and recycling materials.
- Reduce use of potentially hazardous substances and responsibly dispose of unavoidable waste and residue.
- Encourage public participation in community-based solid waste management programmes.
- Promote environmentally responsible tourism products by adopting or developing appropriate and meaningful green labels.

(e) *Air Quality*

Poor people often suffer from air pollution caused by inefficient transportation systems. Clean fuels and efficient public transportation systems can reduce pollution in urban destinations – improving the quality of life of poor people.

(f) *Energy*

In many cases, environmental regulations do not promote the adoption of innovative technologies to save energy. It is important for a destination to encourage visitors and local people to use energy resources efficiently.

(g) *Telecommunications*

The accessibility of telecommunication services (including telephones, facsimile, postal services and Internet) is crucial for destinations. Infrastructure plans for these services need to be developed and transmission routes identified for hotel and resort development and residential areas as well. These improvements if properly planned can also provide a benefit to the local people.

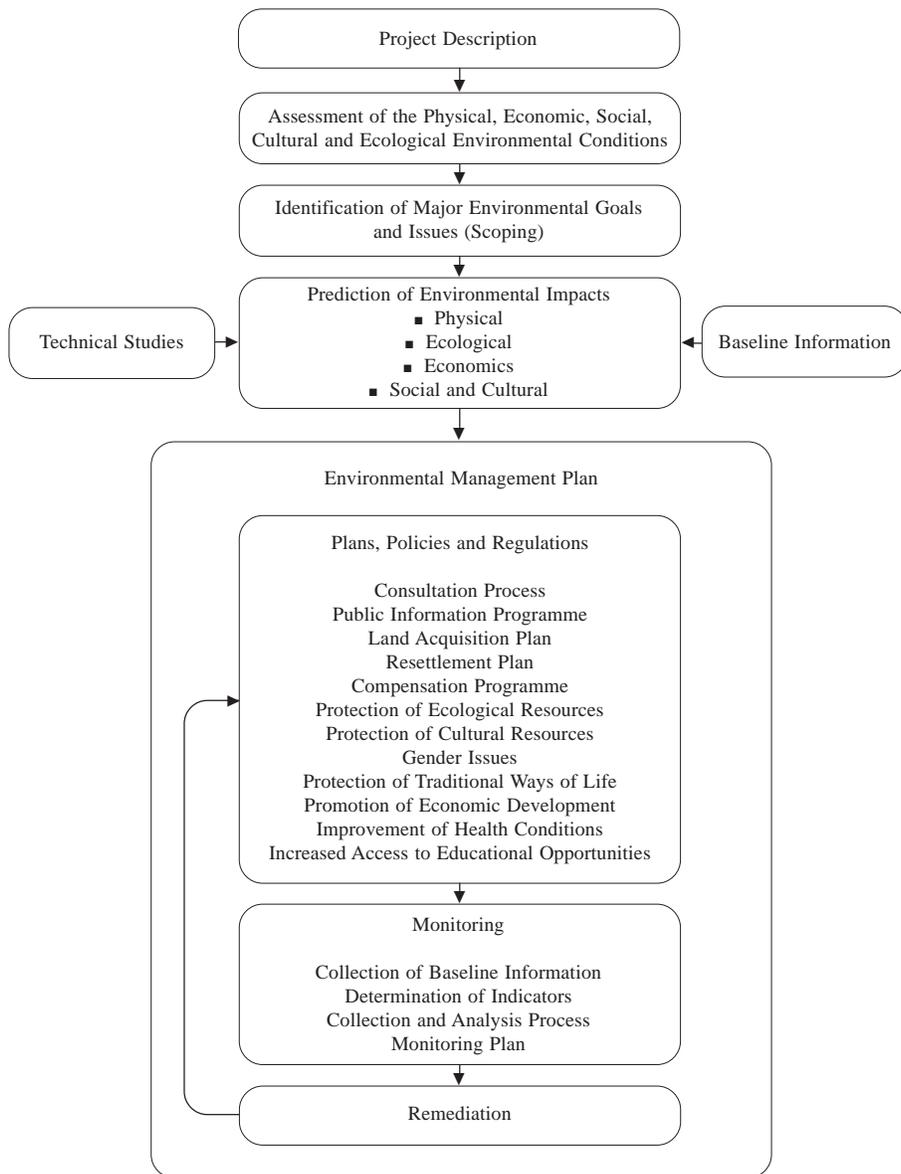
## **2. Environmental Impact Assessment (EIA)**

Assessing both positive and negative impacts from all activities to be developed is essential. The evaluation of significant impacts provides decision-makers (community or developer) a better understanding of particular projects and actions and allows them to determine whether they can accept the level of change that will occur and make a decision on whether to proceed with a project. The EIA should specify mitigation measures to minimize and/or prevent adverse impacts.

In general, an environmental impact assessment (EIA) is an activity to be undertaken before a project is started. It provides a detailed assessment of the natural, physical, social, cultural and economic impacts of proposed project/actions. An EIA process consists of several major activities as illustrated in Figure XXI.

The EIA process begins after a tourism developer has submitted a project proposal to an appropriate (usually government) agency and the agency has determined an EIA is necessary, or when a community decides to develop tourism. Planned activities must assess how they will affect the community, to minimize negative impacts on the environment and maximize positive effects in terms of economics and quality of life.

Various groups of people are involved in the EIA process. Each group brings a different perspective: e.g. opposition to proximity of the project (noise, air pollution and tourist buses); support of the project's potential employment possibilities for local people. Public participation is an important dimension of the EIA process that allows people to be informed about the proposed project and express their views and concerns.



**Figure XXI. Environmental Impact Assessment Process (EIA)**

Following impact prediction, the EIA assesses the significance of changes forecast for each environmental component. If 25 new jobs will be created from tourism activities, the issue to be considered is whether the poor/local people can fill these jobs. Assessing the significance of the magnitude of changes forecast for each environmental component may reveal minimal impacts from an individual tourism project, but serious deterioration when those impacts are assessed in conjunction with other existing stresses.

An EIA can be carried out for each project at a destination but is not capable of predicting the environmental impact on a destination of several similar projects. For example, an EIA can assess the impact of one large hotel on a particular area and will be able to suggest mitigation for the one hotel – but mitigated or controlled impacts of several large or small hotels make greater impacts over a period of time (for which EIA does not account). Assessing the cumulative impacts of several hotels on a destination over a period of time requires a cumulative environmental impact study.

Given the complexity of the EIA process and the scientific nature of much of the work conducting an EIA requires independent and expert advice and direction.

### **3. Carrying Capacity**

Much of tourism depends on the natural and human environment for its existence. To host numbers of visitors and provide them with a satisfactory experience, destinations have to cope with high demand and pressure on their infrastructure and basic services. Looking at the capacity of a site or attraction and how it affects the future of a destination/community is essential. Carrying capacity can be a management tool to identify the limits to growth. It can be the first step toward preventing negative visitor impacts and it limits the degree of change that can be safely accommodated without altering the special character of the destination. Sustainable tourism will often require that limits to growth or change be put into place since the capacity of sites and communities must be respected.

Carrying capacities can be determined from various perspectives such as the visitors, the local community, the environment or the entire destination. The visitors' perspective will focus on the quality of experience and will be short-term and will be limited to the number of hours or days spent by the visitor at the destination. The community, environment and the site's perspective will be long-term and will focus on the quality of life. Several dimensions in understanding carrying capacity include:

- The physical dimension which is concerned with the physical space and infrastructure of the destination. It deals with the quality and the quantity of accommodation, transportation, supplies of water, energy, etc., and is concerned with the impact of increasing the number of visitors on these physical attributes.
- The ecological dimension focuses on the ability of the natural environment such as flora, fauna, soil, air, and water, both individually and as ecosystems to cope with visitor impacts. It is more difficult to measure and monitor but is of the utmost importance in protecting ecosystems and endangered species.
- Social carrying capacity deals with the socio-cultural aspects of tourism where the number, activities and demands of the visitors affect the social fabric and cultural integrity of the community. Over crowding and changes in the social and cultural patterns are some examples of social carrying capacity issues.
- The economic dimension deals with the ability of the destination to cope with the new and increasing economic activities related to tourism without marginalizing the traditional economic activities of the community. This dimension is also concerned with the seasonality of tourism and the effects this has on the economy of the destination and the labour force.
- The political dimension is concerned with the level of political will, organizational capacity, public private cooperation and public involvement in decision-making that exists.

In order to determine carrying capacities, the potential impacts should be identified and then indicators developed to monitor these impacts. Wherever the site or facility management and operation responsibilities are shared by the private sector it is important for the private sector to operate within defined limits and the government should play the role of a monitor to enforce implementation.

*(a) Carrying Capacity for Tourism Attractions/Sites*

Many sites and facilities have fixed capacities set by their size, laws (e.g. fire regulations), availability of parking, user comfort (over crowding) or the nature of activities (e.g. some sports require a lot of open space, others can co-exist). Other facilities and sites can be expanded if the need and resources exist, but expansion should occur within the framework of a plan and a forecast of the additional volume of use and impacts that more visitors/users will bring. An EIA is a useful tool when determining the limits of a site.

(b) *Carrying Capacity for Community*

A community's capacity to absorb tourism is difficult to determine. But limits always exist such as the availability of piped services and utilities. Furthermore, population growth must be accompanied by more schools and other services, so the pace, nature and size of development are certainly legitimate and important issues for all residents to comment on. Relevant information on capacity issues has to be provided. However, it is not always necessary to provide it in the form of a formal discussion with the community. It can be in the form of a simulated exercise as described in Chapter IV where the community and its resources/facilities were evaluated to see if the community felt comfortable with visitors. This brings more understanding to the community to limit the number of visitors they want to receive.

#### **4. Environmental Management System**

Environmental Management Systems (EMS) are a complementary tool to EIA. Environmental management programmes are designed to be applied to a business or operation to reduce environmental impacts. They are a series of management and technical solutions developed to improve the environmental efficiency of a destination, facility or a site. Along with the preservation and conservation of environmental resources EMS helps enterprises to save costs. Factors motivating the implementation of EMS are regulations, incentives and disincentives of a fiscal nature. The primary environmental factors which normally come under consideration for an EMS are the management of solid waste, water and waste water, energy and fuel. Some immediate benefits of implementing EMS are:

- Lower energy costs.
- Lower waste and disposal costs.
- Lower transport and distribution costs.
- Lower water use and its costs.
- Reduction in emissions and discharges.
- Helping an enterprise ensure compliance with legislation.
- Reduction in accidents.
- Improved staff morale.
- Better community relations.
- In some cases improved access to finance and insurance.

As would be expected, implementing EMS at a destination level is more complex than at a facility level. To help implement EMS there are several recognized certification programmes designed for facilities and destinations, e.g. Green Leaf Programme, Green Globe, ISO140001 programme for hotels, Blue Flag Certification Programme for beaches, Green Globe Destination Management Programme.

## **B. Heritage Resource Management**

For any tourism destination, some of the major visitor attractions are its heritage resources. Many destinations understand the importance of heritage resources and seek ways to maintain and protect them. However, many jurisdictions argue that it is difficult to allocate scarce financial resources to the restoration and rehabilitation of heritage buildings, when residents face a number of pressing problems such as access to clean water, reliable solid waste management and low-cost public transportation. This argument provides public officials with the dilemma of how to maintain and enhance heritage resources within the legislative and economic environment that they must operate in. Given this view in most cases a low priority is placed on heritage preservation.

This is clearly a political issue to be resolved at the local level but there is sufficient evidence to support the argument that investment in heritage resources can produce economic development if the heritage resource process is properly managed and marketed.

Given economic restraints and increased competition, there is growing pressure to manage heritage attractions by balancing the needs of the visitor, the protection of a destination's heritage and the daily needs of its residents. This is a complex process involving the development of comprehensive management plans to combine the preservation of cultural heritage with tourism related economic development strategies.

Whether a site is a single building or a complex cultural landscape, there is a need to develop appropriate techniques to handle diverse issues such as determining visitor behavior and motivation, assessing site and destination characteristics and understanding and implementing carrying capacity strategies.

To be successful, the management of heritage resources and sites, especially in an urban setting, must be a multidisciplinary activity. It involves traditional heritage preservation activities such as conservation, curatorship, design, interpretation, research, building rehabilitation and the protection and enhancement of crafts. It also requires understanding urban planning, architecture, real estate finance, building partnerships, public participation and product development issues. The process works successfully when the concerns of all disciplines and perspectives are represented in the management process.

Within the context of tourism, heritage resources are seen as attractions. Urban and site managers need to understand the motivation and expectation of visitors in order to maintain the viability of heritage resources. This includes a good understanding of market research and promotion, maintaining a database of tourism trends and the ability of a resource to meet visitor expectations.

## **1. Impacts of Visitors on Sites and the Larger Community**

Some physical impacts on a resource can be dealt with easily through the maintenance and operational cycle. Others, which affect the physical environment in the long-term, cannot be repaired. Constant monitoring should be implemented to ensure that visitors are not destroying the resource which in many cases is the very basis of the attractiveness of the community for the tourist.

## **2. Financing and Partnerships**

In the past, financing of heritage management work was seen largely as the responsibility of the public sector. Current initiatives clearly demonstrate that funding can come from many sources. Governments are still an important source of money but the private sector and non-governmental organizations are now seen as important partners in ensuring the success of each resource initiative. In addition, heritage resources should contribute to the financial life of the community by income generated directly through attractions and the impact they have on the larger community environment. The challenge is to monitor and report these economic impacts to appropriate decision-makers.

The level of success of a heritage initiative depends on the involvement of diverse interest groups in problem identification, action planning, design and implementation. Partnerships help to create a common vision. It is essential that any heritage site management strategy bring together a common vision for the resource itself and for the larger environment in which it is located.

## **C. Heritage Site and District Management Techniques**

Heritage areas are often living and functioning communities, so the planning and management process must consider dimensions such as schools, recreation opportunities, air and water quality, transportation, housing costs, entertainment, job creation, participation opportunities and the nature of the political system. Some important techniques for ensuring quality heritage sites and resource developments include the following:

### *(a) Government Programmes*

One task of the destination manager is to identify available government programmes which both directly and indirectly deal with heritage resource management issues. Government intervention can include subsidies, grants, technical assistance and tax breaks and incentives.

(b) *Zoning*

Zoning for land uses is often the most effective tool in maintaining heritage. Because planning laws and regulations vary significantly, the site manager must understand the zoning process. Zoning techniques include heritage, large lot, overlay zoning and cluster development options and are understood by most planners.

(c) *Physical Planning Techniques*

The “toolbox” of urban and physical planners contains a number of techniques to protect heritage resources, especially in a climate of change and with the pressures brought by high visitor numbers. Techniques include:

- Design and development controls.
- Transfer of development rights to allow a landowner to sell or use the unused potential of his/her site in another location.
- Preservation of views through zoning and urban design approaches.
- Physical/land use planning to allow the site manager to anticipate things such as parking and transportation.
- Employing land-use legislation and techniques to protect heritage resources.
- Easements, as a legally enforceable instrument to transfer some rights of a property to another interest concerned with preservation and conservation, can control the future of a property/piece of land and protect scenic corridors, open spaces or the site of a building.
- Heritage area design guidelines and standards, which help guide changes in building design plans for the addition of new buildings in historic environments, are most effective when they are part of the zoning and planning regulatory process. To ensure decisions are less arbitrary and subjective in nature, design standards should respect these key elements: local styles and motifs, roof lines, use of local building materials, environmental relationships, landscape design, height of buildings; setbacks of buildings from amenity features, ratio of the building floor area to site area; coverage of the site by buildings and other structures; parking requirements, landscaping and open space, public access to amenity features, signs and utility lines.

(d) *Interpretation*

There is often little information on the significance of a site, what to expect in terms of visitor behavior and what the area offers in terms of visitor amenity. Telling the story of a heritage resource is an important tool for conservation, education and economic development. Successful sites use

interpretive techniques for various visitor segments including guidebooks, maps, signage, a reception and visitor orientation center, videotape presentation, movies, rental tape recorded tours, virtual reality presentations, recorded station stops, sound and light shows, festivals, re-enactments, guides and costumed interpreters working in the first or third person.

(e) *Visitor Management*

A major task of any heritage attraction is dealing with visitor numbers, behavior and impacts. What is required is to ensure visitor volumes do the least damage to the site while guaranteeing its financial viability. There are management strategies for dealing with visitor numbers including restricting or limiting entry, reducing the numbers of large groups, implementing a quota system, using pricing techniques to reduce demand, directing visitors to other sites, varying prices for select times of the week and year, taking reservations, using lotteries, extending hours and limiting accommodation near the site.

Educating visitors helps minimize impacts on the site and culture. Techniques include interpreting and providing cultural value/guidelines, offering advice on adopting local customs, providing advice on proper behavior when photographing, purchasing goods and tipping, setting expectations in advertising and promotional campaigns, providing literature and briefings on site and using interpreters and interpretive programmes.

Understanding visitor expectations can be achieved by visitor surveys/ interviews, observation, videotape, public participation, photography, self-administered questionnaires, postal or administered surveys and focus groups. Skilled surveyors should be employed to design and analyze results and deal with issues such as objectives, sample size and bias.

#### **D. Developing a Heritage Site Management Plan**

Increasingly, governments, planners and communities are recognizing the value of effectively planning and managing heritage sites in order to create on-going employment opportunities for the poor in areas in and around where sites are located. However, it is essential to develop a heritage management plan which meets the needs of all stakeholders and maintains not only the integrity of the site but enhances living standards for the poor.

A management plan guides day-to-day operations and the on-going physical and interpretive features of the site. Developing a plan is difficult because it needs to meet the requirements of several diverse stakeholders. The bottom line is it must maintain and enhance heritage integrity and generate sufficient visitor volume to meet income requirements.

A plan is a living document that should be constantly updated to reflect on-going changes in the internal and external environments. Its objectives can include helping to maintain the site's sense of place and integrity; preserving the site's culturally significant dimensions; identifying issues of management concern; promoting the involvement of all stakeholders and devising a management strategy to allow the site to effectively meet a variety of challenges.

(a) *Developing a management plan*

Most heritage site management plans include the following:

- Establishment of the significance of heritage.
- Establishment of visitor carrying capacities.
- Developing visitor facilities and services plans which include consideration of the type and extent of visitor facilities and services, determined by projected visitor use.
- Visitor use plans that include logical access and exit points and flow of visitors through a site. Direct access to fragile features may be prohibited within an area and the number of visitors controlled at certain times to avoid excessive congestion or site deterioration. Signs and/or brochures can be used to explain site background and characteristics. Well-trained and sometimes multilingual guides should be available. Tourists should be informed of control measures, e.g. no littering or smoking.
- Interpretation and presentation measures that include the use of live animators or technical means such as dioramas with mannequins and historical artifacts to explain and demonstrate or recreate historical scenes and activities.

## **E. Safety and Security**

Based on the rising levels of terrorism or threats of terrorism, security and safety have become major ingredients in ensuring the success of a tourism destination. There are obviously elements a destination cannot control but there are a number of initiatives that can be taken by a destination to provide for both the perception as well as the reality of security and safety.

### **1. Safety**

Traditionally fire and police services have been seen as important elements of ensuring the quality of the visitor experience. Police services should be trained to be visitor oriented and equipped to deal with varying levels of emergencies related to the tourism population. Police should be visible and easily accessible. This requires that police forces view their mandate as not

only enforcing the law but also providing assurance and assistance to tourists when they encounter problems in a destination. Very often the police are the most visible elements of a destination's administration.

In areas frequented by tourists there should be sufficient controls and human resources in place to ensure the best interests of the tourist are served both in terms of personal safety and security.

Tourists must also be assured that the necessary fire and ambulance services are in place and capable of responding to personal as well as larger-scale emergencies. Since perceptions are as important as the reality there should be sufficient investment made and international standards followed to project an image of a safe and secure destination.

## **2. Security**

While the overall responsibility for the security of tourists is usually the responsibility of the national government, local government bodies must be oriented to supplement national and international security measures. This requires that staff is trained to recognize and respond to international and national security threats. Contingency plans should include methods for responding to security advisories issued by various countries. Often the police have to become much more aggressive in providing security especially in heavily-populated tourism areas or at events. There is always a fine line between too much security which discourages tourists and not sufficient presence.

## **3. Disaster Preparedness**

Destinations must be in a position to respond to large-scale human-caused or natural disasters. The most desirable approach is to ensure that disasters do not occur, especially those caused by human intervention. In destinations where tourism is the major source of income, it is essential plans are in place to respond to a particular disaster. It is too late to begin to develop a disaster preparedness approach once the actual event has taken place. There are a number of international initiatives in place to help a destination deal with most levels of disaster. It is strongly recommended that high-level officials within a destination are in a position to take control of the necessary emergency services when disasters do occur.

It is equally important that the destination deal with the public relations dimension of disasters. If a destination is in a position to respond positively to particular problems, often the cancellations that may have occurred can be reduced if visitors can be assured destination safety and security operations are in place. Inadequate or conflicting reports can have a lasting negative impact on a destination.

## **F. Training**

### **1. Defining Training and Education Needs**

Developing a learning experience is a complex process requiring the participation of a number of individuals. Often after the concept for a course has been identified, an instructor is hired to present it without prior planning. While this may be cost-efficient it is not effective in meeting the needs identified through the research process. The course designer should have a sound knowledge of adult education and a good grasp of the subject material. Designers should have an open mind on how to meet the identified need. Sometimes it is an automatic assumption that the only way to train people is to develop a course or learning experience in a standard classroom fashion.

With increased knowledge of how people learn it is becoming clear that the standard classroom experience may be the least effective way to impart knowledge and skills. For this purpose, the term course should encompass different types of learning experiences that will be discussed later in this section. The following steps should be considered in determining the nature of a learning experience.

*(a) Step 1: Identification of the Training or Education Need*

The need for a particular skill or knowledge to be developed as a course can come from a number of sources. Local officials could observe the need for knowledge and skills to be developed and transmit these to a particular department responsible for tourism planning or development issues. The need can also come from a group seeking to address issues in their community, or a group of professionals collectively defining a gap in their training or knowledge. Whatever the source, it is important to start with a clear identification of the need and the establishment of priorities.

*(b) Step 2: Defining Capacities and Needs*

Depending on the nature of the identification process there must be a clear definition of the actual need. This requires that the eventual provider or sponsor carry out a careful research process to determine the actual dimensions of the training need. Often a general concept is turned into a course that never meets the actual needs of the participants. To systematically collect information to carry out the research, the designer can employ a range of techniques including questionnaires, surveys and focus groups. Remember, the survey process simply collects information; it cannot replace the need for the skill and judgment of the course designer. The course designer will bring knowledge of how best to meet the needs of local communities given a set of realities. The following factors must be taken into consideration for the overall course design process:

- The nature of the audience (level of education, nature of their experience, language skills, previous training opportunities, etc.).
- The number of people who could be trained given the opportunity.
- The level of training needs to be addressed ranging from the imparting of basic awareness creation to establishing a sound basic skill or knowledge set to professional development experiences.
- The length of the course must be determined based on course objectives and length of time participants are able to spend in the learning experience.

When this information has been collected and analyzed it is possible to have a firm idea of the various dimensions of the eventual learning experience.

*(c) Step 3: Assessing the Interest and Capacity of Providers*

Depending on the nature of the course determined by Step 2, it is necessary then to work with providers on how the course can be delivered. If the course is completely subsidized, this step becomes less important. However, when the delivery process depends on some type of market response it is important that discussions be held on:

- The cost of delivering such a learning experience, remembering that the course development process has to be factored into the eventual course delivery fees (unless it is subsidized).
- The capacity of local or national providers to deliver the course must be determined. It is important to assess whether the providers have the experience and trained personnel to deliver the course.
- The sustainability of the provider must be assessed, especially if an on-going series of courses are being contemplated.

Course providers can include:

- Government(s)
- Universities or colleges
- Vocational institutes
- Private institutions
- International organizations such as WTO, ESCAP and UNESCO

*(d) Step 4: Determining Learning Objectives*

At this stage the course can be more clearly understood and the factors mentioned earlier determined. It is important, at this point, that a series of objectives for the learning experience be determined and agreed to by the relevant stakeholders. In effect, these objectives now become the guiding principle for the detailed course development process.

(e) *Step 5: Detailed Course/Learning Design*

It is impossible in this document to describe a detailed design process but there are a number of issues to be considered. These include:

- Identification of instructors and facilitators and whether they require training either in the form of subject specific development or in training methods. There are people within the industry who may have the necessary knowledge but not the ability to transmit that knowledge in a professional and effective way.
- The nature of the subject material should then be identified in sufficient detail enabling a course instructor to deliver the required objectives.
- Determination of any prerequisites necessary for the learning experience. This can be as basic as language skills or more complex as requiring previous participation in one or more courses. The delivery methods should then be carefully identified. There are a series of delivery methods available. Domestic and out-of-country delivery methods include:
  - ◆ In classroom work
  - ◆ Distance education of various forms including:
    - Video based courses
    - CD ROM based courses
    - Internet based courses
  - ◆ On the job training
  - ◆ Fieldwork based experiences (e.g. working with a community in developing a quality assurance programme)
  - ◆ Hands-on experiences (e.g. cooking classes)
- The overall cost for course delivery has to be considered. It might be ideal to have particular kinds of experiences available but costs may make this impossible.
- Course materials should ideally be developed, and not left up to the resources of the instructor.

(f) *Step 6: Developing the Course Package*

The course package, including information from the steps described above, can then be produced. Ideally it is then possible to select the instructor and/or facilitator based on the material produced. This material would include such things as the detailed course objectives, the learning sequences, the nature of the group work to be carried out, books, videos or CDs, the evaluation methods to be used and a well-designed course evaluation technique.

(g) *Step 7: Evaluating and Monitoring the Learning Experience*

There must be an on-going process of assessment while the course is being delivered and certainly once the experience has been completed. It is not sufficient to rely on an evaluation form hastily completed at the end of the course. Local communities should be surveyed to determine whether the course objectives have been met. This information is important in terms of redesigning or reformatting the next course offering.

## **2. Training Needs**

Creating high-quality tourism experiences and ensuring poverty reduction through tourism development will be impossible without providing training opportunities for local people, especially the poor. Some basic skills and knowledge required in destination operations include tourism planning and development concepts, tourists' needs and expectations, tourism employment skills, and local products and services development and marketing. Other skills needed in the following discussion should also be taken into account.

(a) *Visitor Services*

Every destination and site plan must have a visitor services component. Personnel responsible for cultural and natural sites must be exposed to customer service approaches. These approaches must become part of the on-going site management. First aid assistance and how to deal with visitors are essential elements in the on-going management process, related to a level of quality service. Experience has shown that satisfied visitors make return visits and give positive recommendations to others.

(b) *Local Guides*

If local people and the poor are to become involved in the tourism business, the training of local guides to present community resources and deal with visitors should be encouraged.

(c) *Environmental Management Practices*

Tourism depends largely on the environment and it is therefore important for community/relevant stakeholders to understand how to assess and monitor environmental impacts on all tourism facilities and activities.

(d) *Small Business Development and Operation*

Lack of skills and knowledge in managing and operating small local businesses is seen as an issue for many local people. Necessary training should

be provided to increase opportunities for local people to benefit directly from tourism development and ensure tourism revenue stays within the community.

(e) *Facility and Attractions Management*

It is often assumed that someone who is knowledgeable about the management of natural systems or in the restoration of cultural resources can become an effective site manager. Existing staff must be trained in site management and facility operation dealing with how the site is presented to the visitor.

(f) *Project Management*

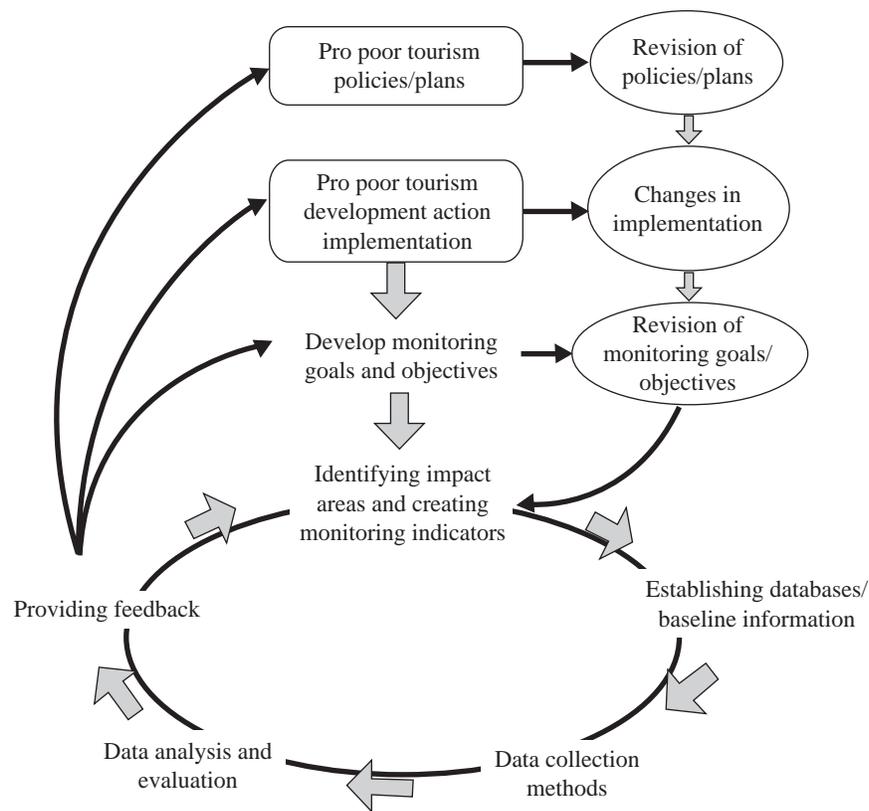
Community and key stakeholders must be exposed to leading-edge project management skills and knowledge areas. It is important that transparency and good governance be required so community leaders and project managers understand fiscal responsibility.

## **G. Monitoring**

The monitoring of tourism performance ensures that tourism interventions contribute to attaining poverty reduction objectives. Since it may not be possible to measure all impacts from tourism activities, indicators must be developed to provide decision-makers and communities with a good understanding of the impacts of tourism development activities (especially on the poor), make decisions on how to amend plans and actions, and improve the outcome. Some impacts such as increased community empowerment cannot be seen within a short time; it may be necessary to evaluate actions of pro poor tourism development activities over the medium term.

### **1. Monitoring and Evaluation Process**

Designing a monitoring system involves determining who will be responsible for identifying indicators relevant to agreed poverty reduction goals, setting realistic targets and determining required data and frequency of monitoring. As a first step relevant stakeholders must agree on the goals/objectives of impact monitoring. Based on the monitoring goals and objectives, impact areas can be identified. The monitoring and evaluation process is illustrated in Figure XXII.



**Figure XXII. Monitoring and Evaluation Process**

## 2. Creating Monitoring Indicators

Pro poor tourism indicators provide decision-makers with information that enables them to evaluate and make timely decisions on the effectiveness of plans and strategies. Indicators have to be selected that are robust, credible, efficient and useful to decision-makers. It may be best to select indicators that can be measured in a timely fashion and provide the most relevant information. The effective design and use of indicators requires joint action and involvement of a range of actors including key stakeholders in a destination. Table 13 illustrates the possible indicators for pro poor tourism initiatives to be monitored.

**Table 13. Possible Monitoring Indicators for Pro Poor Tourism Development**

Area	Indicators
Economic	<ul style="list-style-type: none"> <li>■ Income levels               <ul style="list-style-type: none"> <li>◆ Individuals</li> <li>◆ Women</li> <li>◆ Families</li> </ul> </li> <li>■ Who/which group benefits from tourism?</li> <li>■ Employment levels               <ul style="list-style-type: none"> <li>◆ Number and type of jobs created by tourism activities</li> <li>◆ Number of poor involved in tourism businesses</li> <li>◆ Migrant labour force (versus local unemployment) participation in tourism</li> </ul> </li> <li>■ Land and housing prices</li> <li>■ Businesses started by the poor               <ul style="list-style-type: none"> <li>◆ Number and type of local businesses related to tourism</li> </ul> </li> <li>■ Revenue from tourism               <ul style="list-style-type: none"> <li>◆ Spending behavior and types of products visitors spend money on</li> <li>◆ Length of stay</li> </ul> </li> </ul>
Social	<ul style="list-style-type: none"> <li>■ Health levels as measured by national levels</li> <li>■ School enrollments among the poor</li> <li>■ Change in land ownership (non-resident/resident)</li> <li>■ Change in community social structure</li> </ul>
Cultural	<ul style="list-style-type: none"> <li>■ Changes in local values and customs</li> <li>■ Changes in the behavior of the community</li> <li>■ Changes in housing style</li> </ul>
Environment	<ul style="list-style-type: none"> <li>■ Solid waste generation from tourism activities</li> <li>■ Problems with waste water</li> <li>■ Noise pollution from tourists and buses</li> <li>■ Air pollution from buses and vehicles</li> <li>■ Species loss and change</li> </ul>
Community Tourism Organization	<ul style="list-style-type: none"> <li>■ Number of local people/the poor involved in tourism plan implementation/activities</li> <li>■ Level of the poor's participation in the decision-making process</li> <li>■ Effectiveness of partnership between central/local government, community and others</li> <li>■ Distribution of tasks</li> <li>■ Gender Orientation</li> </ul>
Visitors	<ul style="list-style-type: none"> <li>■ Needs, preferences and interests</li> <li>■ Perception of visitors in destination image</li> <li>■ Satisfaction levels with attractions, facilities and services</li> </ul>
Community	<ul style="list-style-type: none"> <li>■ Community satisfaction with tourism (attitude surveys, public awareness programmes, public participation in tourism)</li> <li>■ Public conflict over pro poor tourism development</li> </ul>

### **3. Establishing Databases and Baseline Information**

To compare the well-being of the poor before and after tourism development, baseline studies must be undertaken on the indicators identified in the previous step. Baseline data is information on the existing situation of the community, the poor, and the destination before tourism activities begin. It is the starting point used to monitor impacts. Determining what specific databases and baseline information is to be collected will depend on each community or destination. The following outlines information necessary for the monitoring and evaluation process.

- Income levels of local people/the poor
- Unemployment levels
- Education levels of local people especially the poor
- Health levels of local people/the poor
- Access to public services – water supply, electricity
- Conditions of tourism resources – natural/cultural
- Availability, level of use and conditions of tourism facilities
- Air/water quality and environmental conditions
- Present numbers of visitors and revenue earned from tourism activities

### **4. Data Collection Methods**

Many methods are available to obtain the identified information needs. The selection of appropriate methods depends on several factors including monitoring objectives, quality and quantity of information required and the time and resources available to carry out the impact monitoring. In addition to these, the competencies and skills of people who will conduct the monitoring is also an issue. Data used for assessing pro poor tourism impacts can be gathered through a number of methods including:

#### *(a) Participatory Methods*

These approaches can be used to gather information on the attitudes and feelings of all stakeholders, beneficiaries and project managers. Participatory methods are designed to encourage stakeholders to be responsible for collecting and analyzing information and generating recommendations for change. There may be a need for an outsider to facilitate and support the learning process for stakeholders. Group discussions and stakeholders meetings can be organized to evaluate how the poor perceive the benefits of a tourism project.

(b) *Qualitative Methods*

Using qualitative methods provides useful information on people's perspectives on various issues, e.g. changes to their well-being before and after tourism development project implementation, impacts from tourism on community structure, culture, environment and tourism resources. Qualitative methods include in-depth interviews, focus groups or community meetings, observational methods such as mapping techniques, and document review.

(c) *Quantitative Methods*

Quantitative methods can be used to generate various types of information for statistical analysis such as household characteristics and socio-economic conditions of the community. Survey methods, e.g. household surveys, can be an essential source of information for the analysis of welfare distribution and poverty characteristics. There are different types of surveys:

- Living standard measurement surveys
- Expenditure and income surveys
- Employment surveys
- Demographic and health surveys

There is no single method to gather all information needs to serve the evaluation process. Integrating participatory, qualitative and quantitative methods is seen as the best approach to collect relevant information.

## **5. Data analysis and Evaluation**

Unfortunately after monitoring data is collected, it sometimes never gets analyzed and evaluated in such a way that it can be used to improve tourism planning and management for the destination. The relationship between the monitoring results collected and the tourism policies, plans and actions being implemented must be evaluated to determine the effectiveness of and benefits from those activities to the poor.

According to GTZ guidelines for impact monitoring (2001) there are a series of methods and instruments that can be applied for data analysis and evaluation process as shown in Table 14.

Each method has different advantages and disadvantages. The selection of analysis methods is dependent on the needs and situations, types of data collected, monitoring objectives, time, budgets and capacity of evaluators. Analytical methods vary from the simplest to the most complex. The simplest and most common poverty measure is headcount index generating information on the proportion of population with income per person below the poverty line

**Table 14. Monitoring Data Analysis Methods**

<b>Methods</b>	<b>Description</b>
Benchmarking ■ Beneficiary Assessment (BA)	■ A quantitative investigation and evaluation method which mainly works with open interviews, focus group discussions and direct observation.
■ Stakeholder Analysis	■ Identifies the interests of stakeholders and the manner in which they influence a project.
Clarify Forms of Relationships ■ Focus Groups	■ Records qualitative information and developments, e.g., observations, attitudes and feelings of target groups.
Photo Monitoring	■ The photographer works with photo checklists, a script and suitable photographic equipment. The intent is to document the initial situation, important individual events and changes.
Participatory Rural Appraisal (PRA)	■ Comprises informal techniques and instruments employed in rural areas to collect and analyze information.
PRA Instruments ■ Rural Resources/Map of Infrastructure	■ Can record local resources and infrastructure facilities/possibilities and their evolution.
Matrix Ranking: Process-Oriented Impact Monitoring Matrix	■ Used to determine key indicators for individual impact areas.
Problem Tree	■ Aims at identifying relevant causes of a problem area or vision of the future.
Quality Circle	■ Can be used to identify and implement improvements and solutions to problems in view of the process and attainment of targets/results.
Participatory Impact Monitoring on the Group Level	■ Provides a continuous observation of impacts by self-help groups (target groups).
Self-Evaluation	■ Initiates a learning and development process which is carried out autonomously by the stakeholders (individual persons, groups/teams, organizations, projects).
Structured Interviews	■ The objective is to statistically record and assess reactions, as well as changes that are less visible from the outside (attitudes, opinions, views).

Note: More information on methods can be found in *Guidelines for Impact Monitoring in Economic and Employment Promotion Projects with Special Reference to Poverty Reduction Impacts* by GTZ 2001.

or the poverty gap index indicating what impacts tourism development has had on the poverty. Before and after analysis uses statistical data to compare the performance of key indicators (e.g. level of income, education) during and after tourism development with those prior to the activities.

## **6. Feedback Processes and the Development of Mitigation Measures**

Feedback is a process within the framework of monitoring and evaluation by which information and knowledge are disseminated and used as a basis for decision-making to direct policies, plans and implementation toward the desired impacts. It allows the community to learn from the experience gained from the past and to improve pro poor tourism actions in the future. Feedback may consist of findings, conclusions, recommendations and lessons. A systematic feeding of monitoring data into a decision-making process is necessary to ensure tourism is being developed in a direction that generates benefits to the poor.

Mitigation measures need to be examined and implemented or altered. They can be implemented to try and modify the existing policies/plans or to develop new ones to ensure tourism creates maximum positive impacts and minimum negative impacts on the poor and destination, and ensures the level of resource use for tourism activities is not exceeded by its carrying capacity.

## **H. Conclusion**

This chapter has shown the need for and the tools required to create an effective plan to manage and preserve the integrity of an attraction, once policies, plans and management structures have been developed. If the ultimate goal of developing an attraction and destination is to effect long-term change in a community, especially improve the quality of life of the poor, it must incorporate several essential elements. It must, for example, preserve the environment, provide safety and security for visitors and residents, include training programmes for all stakeholders employed or volunteering at an attraction, and ensure measurement tools are used regularly to monitor the attraction's on-going viability. This chapter has also examined how to manage a heritage site – an increasingly popular and profitable form of tourist attraction.

In pro poor tourism, an attraction is only successful if it becomes an integral part of the community and enhances sustainable social and economic opportunities for the poor. It must provide them with future growth, employment, education and hope.

## **VIII. CONCLUSION**

This manual is an essential first step for all those interested in achieving poverty reduction through tourism. It is a practical guide for public officials and other stakeholders as they move through the pro poor tourism development process. It provides the processes, tools and techniques for achieving pro poor tourism and examines the nature of tourism and the tourism system in poverty reduction.

Most importantly, it emphasizes the integral concept of pro poor tourism by creating economic opportunities and enhancing the quality of life of residents in a community. Achieving pro poor tourism means the poor benefit directly from tourism development through careful planning and management, positive relationships between private and public sectors and concerns for social, economic and environmental impacts. Pro poor tourism ensures that residents obtain and maintain control of tourism development in their community and profit directly from it. It provides the poor with jobs, education, training and a future. It is a form of responsible tourism which seeks to alleviate the cycle of poverty and create stronger and more stable economies.

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# **APPENDIX**

## Worksheet 1 Resource Inventory: Built Cultural Heritage Resources

This worksheet is a brainstorming exercise. To determine what are the important cultural heritage resources within the community and the region, list them in the table given below. Then determine the factors which will help to prioritize these resources for the community.

Type of resource	Name of resource	Indicators to Prioritize	Priority
a. Sites			
b. Historic Buildings			
c. Cultural Landscapes			

### Worksheet 1.1 Built Cultural Heritage Resource:

Make a copy of this form for each resource to be assessed. This worksheet will help to assess each resource based on several characteristics to determine what it has and what needs to be developed. Make note of what is unique and/or important to each resource.

Rate the condition of each of these descriptors on a scale of **VG** = Very Good; **G** = Good; **P** = Poor to help you prioritize areas of development for the resource and to help create a comparative scale among them. If rating is not applicable simply mark **N/A** across the columns.

Characteristic	Descriptor	VG	G	P
Location				
Size				
Nature of facilities: (e.g. washroom, interpretive centre/signs, paved walkway, visitor information)				
Visitor Capacity: (How many visitors can it hold?)				
Transportation Access: (e.g. highways, roads, signs)				
Parking Facilities: (How many parking stalls? Are there enough stalls?)				
Results of customer surveys				
Social Impact: (e.g. Is the area a social hub? Is it overcrowded?)				
Environmental Impact: (e.g. Is there litter, physical, water pollution, degradation, vandalism?)				

<b>Characteristic</b>	<b>Descriptor</b>	<b>VG</b>	<b>G</b>	<b>P</b>
Economic Impact (Are there economic spin-offs from the use of the site?)				
Impact on the poor in the community?				
Use Level (Is the site busy or not?)				
Demand for the Resource (Is there demand? Who are the visitors?)				
Community Goals and Objectives (How does the site fit in with community policies?)				
Competitive Position (How does the site rank with other sites within the community and region?)				

## Worksheet 2 Resource Inventory: Arts and Learning Attractions

This worksheet is a brainstorming exercise. To determine what are the important art and learning attractions within the community and the region, list them in the table given below. Then determine the factors which will help to prioritize these resources for the community.

Type of resource	Name of resource	Indicators to Prioritize	Priority
a. Museums			
b. Art Galleries			
c. Theatres			

### Worksheet 2.1 Arts and Learning Attractions:

Make a copy of this form for each resource to be assessed. This worksheet will help to assess each resource based on several characteristics to determine what it has and what needs to be developed. Example art and learning attractions may have developed customer surveys or it may not; it may have economic spin-offs or it may not. Make note of what is unique and/or important to each resource. Rate the condition of each of these descriptors on a scale of **VG** = Very Good; **G** = Good; **P** = Poor to help you prioritize areas of development for the resource and to help create a comparative scale among them. If rating is not applicable simply mark **N/A** across the columns.

Characteristic	Descriptor	VG	G	P
Location				
Size				
Nature of facilities (e.g. washroom, interpretive signs, visitor information, type of exhibit, type of performance)				
Visitor Capacity (How many visitors can it hold?)				
Transportation Access (e.g. highways, roads, signs)				
Parking Facilities (How many parking stalls? Are there enough stalls?)				
Results of customer surveys				
Social Impact (e.g. Is the area a social hub? Is it overcrowded?)				
Environmental Impact (e.g. Is there litter, physical degradation, vandalism?)				

<b>Characteristic</b>	<b>Descriptor</b>	<b>VG</b>	<b>G</b>	<b>P</b>
Economic Impact (Are there economic spin-offs from the use of the site?)				
Impacts on the poor of the community?				
Use Level (Is the site busy or not?)				
Community Goals and Objectives (How does the site fit in with community policies?)				
Competitive Position (How does the site rank with other sites within the community and region?)				



### Worksheet 3.1 Living Cultural Heritage Attractions

Make a copy of this form for each resource to be assessed. This type of attraction is a site or an area of local historical significance. This worksheet will help to assess each resource based on several characteristics to determine what it has and what needs to be developed. Example art and learning attraction may have developed customer surveys or it may not; it may have economic spin-offs or it may not. Make note of what is unique and/or important to each resource. Rate the condition of each of these descriptors on a scale of **VG** = Very Good; **G** = Good; **P** = Poor to help you prioritize areas of development for the resource and to help create a comparative scale among them. If rating is not applicable simply mark **N/A** across the columns.

Characteristic	Descriptor	VG	G	P
Location				
Size of attraction				
Settlement Patterns				
Language(s)				
Lifestyles				
Work Patterns				
Folklore				
Nature of facilities (e.g. washrooms, interpretive centre, paved walkway, visitor information)				
Visitor Capacity (How many visitors can be accommodated?)				
Transportation Access (e.g. highways, roads, signs)				
Parking Facilities (How many parking stalls? Are there enough stalls?)				

<b>Characteristic</b>	<b>Descriptor</b>	<b>VG</b>	<b>G</b>	<b>P</b>
Results of customer surveys				
Social Impact (e.g. Is the area a social hub? Is it overcrowded?)				
Environmental Impact (e.g. Is there litter, physical degradation, vandalism?)				
Economic Impact (Are there economic spin-offs from the use of the site?)				
Involvement of the poor				
Community Goals and Objectives (How does development of the site fit in with community policies?)				
Competitive Position (How does the attraction rank with other sites within the community and region?)				

### Worksheet 4 Resource Inventory: Events and Festivals

This worksheet is a brainstorming exercise. To determine what are the important events and festivals within the community and the region, list them in the table given below. Then determine the factors which will help to prioritize these resources for the community and then prioritize them.

Type of resource	Name of resource	Indicators to Prioritize	Priority
a. Festivals			
b. Holiday Celebrations			
c. Other Special Events			

### Worksheet 4.1 Events and Festivals:

Make a copy of this form for each resource to be assessed. This worksheet will help to assess each resource based on several characteristics to determine what it has and what needs to be developed. Make note of what is unique and/or important to each resource. Rate the condition of each of these descriptors on a scale of **VG** = Very Good; **G** = Good; **P** = Poor to help you prioritize areas of development for the resource and to help create a comparative scale among them. If rating is not applicable simply mark **N/A** across the columns.

Characteristic	Descriptor	VG	G	P
Location				
Size				
Theme				
Nature of facilities (e.g. permanent, temporary)				
Visitor Capacity (How many visitors does it attract?)				
Parking Facilities (How many parking stalls? Are there enough stalls?)				
Social Impact (e.g. Are locals affected by overcrowding and congestion?)				
Environmental Impact (e.g. Is there litter, physical degradation, vandalism?)				
Economic Impact (Are there economic spin-offs from the event?)				

Characteristic	Descriptor	VG	G	P
Involvement of the poor				
Community Goals and Objectives (How does the event fit in with community policies?)				
Competitive Position (How does the event rank with others in the community and region?)				

### Worksheet 5 Resource Inventory: Natural Features

This worksheet is a brainstorming exercise. To determine what are the important natural features within the community and the region, list them in the table given below. Then determine the factors which will help to prioritize these resources for the community.

Type of feature	Name of feature	Indicators	Priority
a. Climate:			
b. Dominant Land forms			
c. Topography			
d. Vegetation			
e. Waterfalls			
f. Rivers			
g. Lakes			
h. Shorelines			
i. Views			

## Worksheet 5.1 Natural Feature

Make a copy of this form for each resource to be assessed. This worksheet will help to assess each resource based on several characteristics to determine what it has and what needs to be developed. A natural feature is a site of local geographical significance. It may have developed visitor facilities or it may not; it may have economic spin-offs or it may not. These are the types of descriptions community will be making below. Make note of what is unique and/or important to each resource. Rate the condition of each of these descriptors on a scale of **VG** = Very Good; **G** = Good; **P** = Poor to help you prioritize areas of development for the resource and to help create a comparative scale among them. If rating is not applicable simply mark **N/A** across the columns.

Characteristic	Descriptor	VG	G	P
Location				
Size				
Nature of facilities (e.g. washrooms, interpretive centre/signs, paved walkway, visitor information, concession)				
Visitor Capacity (How many visitors can it hold?)				
Transportation Access (e.g. highways, roads, signs)				
Parking Facilities (How many parking stalls? Are there enough stalls?)				
Social Impact (e.g. Is the area congested? Will tourism make it worse?)				

<b>Characteristic</b>	<b>Descriptor</b>	<b>VG</b>	<b>G</b>	<b>P</b>
Environmental Impact (e.g. Is there litter, physical degradation, vandalism?)				
Economic Impact (Are there economic spin-offs from the use of the site?)				
Use Level (Is the site busy or not?)				

### Worksheet 6 Resource Inventory: Recreation Features

This first chart is a brainstorming exercise. In order to determine what community think is most important for tourism, list all the recreation areas community can think of in their community and region on the chart below. Then decide which are the priorities. Having chosen the priorities from the brainstorming exercise fill in the forms which follow.

Type of resource	Name of resource	Indicators	Priority
a. Parks/Natural Areas			
b. Picnic Areas			
c. Camp Grounds			
d. Golf Courses			
e. Boating			
f. Playing Fields			
g. Swimming			
h. Sports Facilities			
i. Hiking Trails			
j. Walking Pathways			
k. Cycling Routes			

### Worksheet 6.1 Recreation Feature

Make a copy of this form for each resource to be assessed. This worksheet will help to assess each resource based on several characteristics to determine what it has and what needs to be developed. A recreation feature is a site of local recreational significance. It may be developed for visitors or it may not; it may require parking facilities or it may not. Make note of what is unique and/or important to each resource. Rate the condition of each of these descriptors on a scale of **VG** = Very Good; **G** = Good; **P** = Poor to help you prioritize areas of development for the resource and to help create a comparative scale among them. If rating is not applicable simply mark **N/A** across the columns.

Characteristic	Descriptor	VG	G	P
Location				
Size of park/area				
Nature of facilities (e.g. washroom, cooking facility, interpretive signs, concession, pool, gym, path paving)				
Visitor Capacity (How many visitors does it attract?)				
Transportation Access (e.g. highways, roads, signs)				
Parking Facilities (How many parking stalls? Are there enough stalls?)				
Social Impact (e.g. Are locals affected by overcrowding and congestion?)				
Environmental Impact (e.g. Is there litter, physical degradation, vandalism?)				

<b>Characteristic</b>	<b>Descriptor</b>	<b>VG</b>	<b>G</b>	<b>P</b>
Economic Impact (Are there economic spin-offs? e.g. concessions)				
Use Level (Is the site busy or not?)				
Community Goals and Objectives (How does the recreation feature fit in with community policies?)				
Competitive Position (How does the recreation feature rank with others within the community and region?)				

### Worksheet 7 Resource Inventory: Entertainment

This worksheet is a brainstorming exercise. To determine what are the important entertainment resources within the community and the region, list them in the table given below. Then determine the factors which will help to prioritize these resources for the community.

Type of resource	Name of resource	Indicators	Priority
a. Restaurants and cafés			
b. Cinemas			
c. Dance and Theatre Venues			
d. Live Music Venues			
e. Dance/Karaoke Clubs			

### Worksheet 7.1 Entertainment

Make a copy of this form for each resource to be assessed. This worksheet will help to assess each resource based on several characteristics to determine what it has and what needs to be developed. An entertainment venue may have developed customer surveys or it may not; it may have local economic spin-offs. These are the types of descriptions community will be making below. Rate the condition of each of these descriptors on a scale of **VG** = Very Good; **G** = Good; **P** = Poor to help you prioritize areas of development for the resource and to help create a comparative scale among them. If rating is not applicable simply mark **N/A** across the columns.

Characteristic	Descriptor	VG	G	P
Location				
Size of the venue				
Nature of facilities (e.g. type of eating/drinking establishment, type of dance/music)				
Visitor Capacity (How many visitors can it accommodate?)				
Parking Facilities (How many parking stalls? Are there enough stalls?)				
Is there a Customer Survey? Internal or external?				
Social Impact (e.g. Will service be affected by overcrowding and congestion?)				
Environmental Impact (e.g. Are garbage facilities adequate? Will potential expansion affect the surrounding aesthetic?)				

Characteristic	Descriptor	VG	G	P
Economic Impact (Are there local economic spin-offs from the venue?)				
Community Goals and Objectives (How does the venue fit in with community policies?)				
Competitive Position (How does the venue rank with similar sites in the community and region?)				

### Worksheet 8 Resource Inventory: Community Publications

This worksheet chart is a brainstorming exercise. What does the community do to help visitor orientation? In order to inventory locally produced visitor aids which may be important for tourism, list all those community publications in the chart below. Then decide which are the priorities based on the indicators identified by the community.

Type of visitor aid	Name of visitor aid	Priority Indicators	Priority
a. Maps			
b. Brochures/ Pamphlets			
c. Guidebooks			
d. Activity Lists			
e. Billboards/Signs			
f. Other Publications			

### Worksheet 8.1 Community Publication

Make a copy of this form for each resource to be assessed. This worksheet will help to assess each publication based on several characteristics to determine what it has and what needs to be developed. Make note of what is unique and/or important to each resource. Rate the condition of each of these descriptors on a scale of **VG** = Very Good; **G** = Good; **P** = Poor to help you prioritize areas of development for the resource and to help create a comparative scale among them. If rating is not applicable simply mark **N/A** across the columns.

Characteristic	Descriptor	VG	G	P
Purpose				
Location/Area covered				
Size				
Format				
Distribution (number of copies distributed)				
Accessibility (Where is it available?)				
Cost (Is it free?)				
Is it up to date?				
Fit with Community Goals, Objectives and Policy				
Competitive Position				

## Worksheet 9 Tourism Resources and Infrastructure: Access, Transport and Parking

### Inventory Sheet

List below all of the infrastructural resources related to access, transport and parking and check the level of importance to tourism. In this way community can begin to see what needs improvement or development to meet the demands of tourism. In addition to the obvious, consider such things as type of vehicle, touring routes, and off-road vehicle areas.

*VI = Very Important, I = Important, and NI = Not Important*

Infrastructural Resources	VI	I	NI
1. Access			
2. Transport			
3. Parking			

**Worksheet 9.1 Assessment of Infrastructural Resources:  
Access, Transport and Parking**

Describe the assessment of the infrastructural resource in the table below.

Characteristic	Description
Are there adequate routes and ports for all modes of transport to and within the area?	
What is the potential for congestion or accidents?	
Are there potential pollution problems (e.g., noise; exhaust fumes)?	
Is there provision of rest areas/toilets?	
What is the pedestrian/vehicular separation (especially in town centers)?	
What is the current infrastructure capacity? (e.g. maximum number of users)	
What will infrastructure capacity requirements be as a result of tourism development? (e.g. total number of users)	
Is the resource suitable for the visitor types and their needs?	
Visitor Expectations: What are they? What are their quality standards? How will they be met?	
Safety Factor: How will you ensure a safe visitor experience?	
Comfort levels for tourists: How will you ensure a comfortable visitor experience?	
What improvement or development is necessary and what is the cost estimate? How will the cost be covered?	
What management strategy is required?	
Is market research necessary? If so, what should be studied?	



**Worksheet 10.1 Assessment of Accommodation Facilities:**

Describe the assessment of the accommodation facilities in the table below.

<b>Characteristic</b>	<b>Description</b>
Are there adequate beds, rooms, and units in the area?	
What is the seasonal supply variation?	
What is the type, quality, and price related to each market segment?	
What is the current infrastructure capacity? (e.g. number of beds)	
What will infrastructure capacity requirements be as a result of tourism development? (e.g. total number of beds)	
Is the resource suitable for the visitor types and their needs?	
Visitor Expectations: What are they? What are their quality standards? How will they be met?	
Safety Factor: How will you ensure a safe visitor experience?	
Comfort levels for tourists: How will you ensure a comfortable visitor experience?	
What improvement or development is necessary and what is the cost estimate? How will the cost be covered?	
What management strategy is required?	
Is market research necessary? If so, what should be studied?	

## Worksheet 11 Tourism Resources and Infrastructure: Convenience and Comfort

### Inventory Sheet

List below all of the convenience and comfort resources and check the level of importance to tourism development. In this way community can begin to see what needs improvement or development to meet the demands of tourism.

*VI = Very Important, I = Important, and NI = Not Important*

Infrastructural Resources	VI	I	NI
Convenience and Comfort			
1. Availability of public toilets			
2. Rest and picnic areas			
3. Telephones and other communications			
4. Food and Beverage outlets (type, quality, accessibility)			
5. Viewpoints			
6. Banking/Money exchange			

**Worksheet 11.1 Assessment of Convenience/Comfort  
Infrastructural Facilities:**

Describe below the assessment of the convenience/comfort infrastructural facilities in the table below.

<b>Characteristic</b>	<b>Description</b>
Are there adequate units in the area?	
What is the seasonal supply variation?	
What is the type, quality, and price related to each market segment?	
What is the current infrastructure capacity? (e.g. maximum number of users)	
What will infrastructure capacity requirements be as a result of tourism development? (e.g. total number of users)	
Is the resource suitable for the visitor types and their needs?	
Visitor Expectations: What are they? What are their quality standards? How will they be met?	
Safety Factor: How will you ensure a safe visitor experience?	
Comfort for tourists: How will you ensure a comfortable visitor experience?	
What improvement or development is necessary and what is the cost estimate? How will the cost be covered?	
What management strategy is required?	
Is market research necessary? If so, what should be studied?	



## Worksheet 13 Tourism Resources and Infrastructure: Financial Resources

### Inventory Sheet

List below all available and potential financial resources and check the level of importance to tourism. In this way community can see what financial resources are available and have an estimate of how much can be available to the community.

*VI = Very Important, I = Important, and NI = Not Important*

Infrastructural Resources	VI	I	NI
Financial Resources			
1. Private (lending institutions, investors, venture capital pools)			
2. Public (loans, grants, incentives)			

### Worksheet 13.1 Assessment of Financial Resource:

Describe below the assessment of the financial resource in the table below.

<b>Characteristic</b>	<b>Description</b>
Are there adequate funds in the area?	
What is the current financial capacity? (e.g. maximum funds available)	
What will be the financial requirements as a result of tourism development? (e.g. total maximum funds available)	
What management strategy is required?	
Is market research necessary? If so, what should be studied?	

## Worksheet 14 Tourism Resources and Infrastructure: Health and Safety

### Inventory Sheet

List below all of the health and safety facilities and check the level of importance to tourism. In this way community can begin to see what needs improvement or development to meet the demands of tourism.

*VI = Very Important, I = Important, and NI = Not Important*

Infrastructural Resources	VI	I	NI
1. Health (medical facilities, emergency response units)			
2. Safety (police, fire, lighting)			

**Worksheet 14.1 Assessment of Health and Safety Resource:**

<b>Characteristic</b>	<b>Description</b>
Are there adequate health and safety facilities in the area? What are they?	
What is the current capacity of these facilities? (e.g. number of responses)	
What will infrastructure capacity requirements be as a result of tourism development? (e.g. total number of responses)	
Is the resource suitable for the visitor types and their needs?	
Visitor Expectations: What are they? What are their quality standards? How will they be met?	
Safety Factor: How will you ensure a safe visitor experience?	
Comfort of tourists: How will you ensure a comfortable visitor experience?	
What improvement or development is necessary and what is the cost estimate? How will the cost be covered?	
What management strategy is required?	
Is market research necessary? If so, what should be studied?	

## Worksheet 15 Tourism Resources and Infrastructure: Human Resources

### Inventory Sheet

List below all of the human resource availability and requirement and check the level of importance to tourism. In this way community can begin to see what needs improvement or development to meet the demands of tourism.

*VI = Very Important, I = Important, and NI = Not Important*

Infrastructural Resources	VI	I	NI
Human Resources			
1. Labour supply (type, volume, quality)			
2. Training facilities and programmes			

**Worksheet 15.1 Assessment of Human Resource:**

Describe below the assessment of the human resources in the table below.

<b>Characteristic</b>	<b>Description</b>
Is there adequate labour supply in the area? If not, where will it come from?	
Is there a seasonal labour supply variation?	
What is the type, volume and quality necessary in the labour supply?	
What is the current infrastructure capacity? (e.g. housing/accommodation for staff)	
What will human resource capacity requirements be as a result of tourism development? (e.g. housing/accommodation for staff)	
Is the labour pool suitable for the visitor types and their needs?	
Visitor Expectations: What are they? What are their quality standards? How will they be met?	
Attitudes: How do locals perceive tourism and related jobs? How can this impact visitor experience?	
How will education and training affect the visitor experience?	
What improvement or development is necessary and what is the cost estimate? How will the cost be covered?	
What management strategy is required?	
Is research necessary? If so, what should be studied?	

## Worksheet 16 Tourism Resources and Infrastructure: Information

### Inventory Sheet

List below all of the information resources available and check the level of importance to tourism. In this way community can begin to see what needs improvement or development to meet the demands of tourism.

*VI = Very Important, I = Important, and NI = Not Important*

Infrastructural Resources	VI	I	NI
1. Directional Signs			
2. Information booths and visitor centers			
3. Brochures and other materials for visitors			
4. Guides and interpreters			

**Worksheet 16.1 Assessment of Information Resource:**

Describe the assessment of the information resource in the table below.

<b>Characteristic</b>	<b>Description</b>
Are there adequate signs, information centers, printed materials, guides, and interpreters in the area?	
Is there a seasonal supply variation? What is it?	
What is the current infrastructure capacity? (e.g. How many signs, information centers, brochures, guides, etc. can the community handle?)	
What will infrastructure capacity requirements be as a result of tourism development? (e.g. total number of signs)	
Is the resource suitable for the visitor types and their needs?	
Visitor Expectations: What are they? What are their quality standards? How will they be met?	
Safety Factor: How will you ensure a safe visitor experience?	
Comfort of tourists: How will you ensure a comfortable visitor experience?	
What infrastructural improvement or development is necessary and what is the cost estimate?	
What management strategy is required?	
Is market research necessary? If so, what should be studied?	

## Worksheet 17 Tourism Resources and Infrastructure: Political Resources

### Inventory Sheet

List below all of the policy support available and check the level of importance to tourism. In this way community can see what needs improvement or development to meet the demands of tourism.

*VI = Very Important, I = Important, and NI = Not Important*

Infrastructural Resources	VI	I	NI
Political Resources			
1. Policies and programmes supporting tourism			
2. Regulations impeding tourism			
3. Political attitudes and party platforms			

**Worksheet 17.1 Assessment of Political Resources:**

Describe below the assessment of the infrastructural resource in the table below.

<b>Characteristic</b>	<b>Description</b>
Is there adequate political support in the area?	
Visitor Expectations: What are they? How will they be met?	
What infrastructural improvement or development is necessary and what is the cost estimate?	
What management strategy is required?	
Is market research necessary? If so, what should be studied?	

## Worksheet 18 Tourism Resources and Infrastructure: Shopping

### Inventory Sheet

List below all of the shopping resources and check the level of importance to tourism. In this way community can begin to see what needs improvement or development to meet the demands of tourism.

*VI = Very Important, I = Important, and NI = Not Important*

Infrastructural Resources	VI	I	NI
Shopping			
1. Range of goods and services			
2. Authentic local arts and crafts			
3. Hours and days of operation			
4. Themes (shopping areas or merchandise)			

### Worksheet 18.1 Assessment of Shopping Resource

Describe below the assessment of the shopping resource in the table below.

Characteristic	Description
Are there adequate facilities in the area?	
Is there a seasonal supply variation?	
What is the type, quality, and price related to each market segment?	
What is the current infrastructure capacity? (e.g. number of customers)	
What will shopping capacity requirements be as a result of tourism development? (e.g. total number of customers)	
Is the resource suitable for the visitor types and their needs?	
Visitor Expectations: What are they? What are their quality standards? How will they be met?	
Safety Factor: How will you ensure a safe visitor experience?	
Does it involve the poor? How can they be involved?	
Comfort and convenience for tourists: How will you ensure a comfortable/convenient visitor experience?	
What infrastructural improvement or development is necessary and what is the cost estimate?	
What management strategy is required?	
Is market research necessary? If so, what should be studied?	

## Worksheet 19 Tourism Resources and Infrastructure: Travel Services

### Inventory Sheet

List below all of the travel services and check the level of importance to tourism. In this way community can begin to see what needs improvement or development to meet the demands of tourism.

*VI = Very Important, I = Important, and NI = Not Important*

Infrastructural Resources	VI	I	NI
Travel Services			
1. Local tour or bus companies, car rental agencies			
2. Outfitters and equipment rentals			
3. Guides and interpreters			

### Worksheet 19.1 Assessment of Travel Service Resource

Describe below the assessment of the travel resources in the table below.

Characteristic	Description
Are there adequate services in the area?	
What is the seasonal supply variation?	
What is the type, quality, and price related to each visitor market segment?	
What is the current travel service capacity? (e.g. number of customers)	
What will infrastructure capacity requirements be as a result of tourism development? (e.g. total number of customers)	
Is the resource suitable for the visitor types and their needs?	
Visitor Expectations: What are they? What are their quality standards? How will they be met?	
Safety Factor: How will you ensure a safe visitor experience?	
Comfort for tourists: How will you ensure a comfortable visitor experience?	
What infrastructural improvement or development is necessary and what is the cost estimate?	
Does it involve the poor? How can they be involved?	
What management strategy is required?	
Is market research necessary? If so, what should be studied?	

**Worksheet 20 Tourism Resources and Infrastructure:  
Water, Sewer and Waste**

**Inventory Sheet**

List below all of the environmental infrastructural services and check the level of importance to tourism. In this way community can begin to see what needs improvement or development to meet the demands of tourism.

*VI = Very Important, I = Important, and NI = Not Important*

Infrastructural Resources	VI	I	NI
1. Water			
2. Sewer			
3. Waste			

**Worksheet 20.1 Assessment of Infrastructural Resource:  
Water, Sewer and Waste**

Describe below the assessment of the environmental infrastructural services in the table below.

<b>Characteristic</b>	<b>Description</b>
Are there adequate supplies in the area?	
What is the seasonal supply variation?	
What is the current infrastructure capacity? What volume of water can be handled by the system?	
What will infrastructure capacity requirements be as a result of tourism development?	
Visitor Expectations: What are they? What are their quality standards? How will they be met?	
Safety Factor: How will you ensure a safe visitor experience?	
What emergency water/sewer supply measures are in place?	
What are the waste management facilities?	
What are the environmental impacts of tourism development?	
What improvement or development is necessary and what is the cost estimate? How will the cost be covered?	
What management strategy is required?	
Is market research necessary? If so, what should be studied?	

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