



FINAL REPORT

BARBADOS TOURISM MASTER PLAN 2014-2023

REPORT III: PEOPLE AND ORGANISATIONS



Environmental Planning Group Inc.

HLA Consultants

2014

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Ministry of Tourism and International Transport

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2014

DISCLAIMER

This report, prepared by Environment Planning Group Inc. in association with HLA Consultants, has been reviewed and approved by the Ministry of Tourism and International Transport. The contents indicate the challenges that are existing as determined by the consultant, and the consultant's recommendations, strategies and actions for their mitigation. The foregoing does not signify that the contents always necessarily reflect the policies and views of the Ministry.

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The consulting team wishes to thank the Hon. Richard Sealy, M.P., Minister of Tourism and International Transport, Ms. Shelley Carrington, Permanent Secretary (Tourism), Ms. Gale Yearwood and Ms. Sherry Waithe of the Tourism Master Plan Project Unit and the staff of the Ministry of Tourism and International Transport for their support and participation in the TMP process.

Many representatives from government ministries, NGO's and industry stakeholders went out of their way to collaborate in wide ranging discussions over the duration of the project. These also included CTO, BMHS, BHTA, BTII, BTA, TDC, IICA, TCPO, BWA, Central Bank of Barbados, Barbados Garrison Historical Consortium Inc., Cruise Tourism Task Force, Natural Heritage Department, Barbados National Trust, Barbados Chamber of Commerce, Barbados Council for the Disabled, Future Centre Trust, and the Barbados Youth Business Trust.

In addition, we wish to express appreciation to all those who took time to attend meetings, share advice and information, and provide us with written comments/inputs in the workshop sessions.

In the production of these documents, the work of local artists has been featured as an opportunity to showcase the visual arts in Barbados.

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1.0 Human Resource Development

Summary

Quality service is one of the prerequisites for making Barbados the preferred destination for leisure and business. Yet at all levels of the sector, people have generally not appreciated the link between their service and the experiences they create for an increasingly diverse mix of visitors. Changing the mindset towards service delivery is therefore one of the greatest challenges facing the development of an effective visitor economy.

If indeed “people” are Barbados’ most valuable asset, then greater importance and resources need to be placed in strengthening human resources (HR) development. The 1998 Strategy for HR Development in the Tourism Sector (ARA, 1998) identified several challenges which are as relevant today as they were 15 years ago. This strategy for the development of human resources in the sector draws on key elements outlined in the 1998 HRD Strategy, and further elaborated in the 2012 White Paper and the BHTA Tourism Competitiveness Study (PCS, 2009). These have been distilled into three major thrusts:

- Creating an Effective Leadership and Performance Management Culture
- Enhancing Education, Training and Development
- Building an Entrepreneurial Spirit and Maximising ICT

Creating an Effective Leadership and Performance Management Culture

Effective leadership of hospitality service delivery entities such as hotels, restaurants, tour companies, and tourism organizations, is critical to drive employee engagement and stimulate improvements in service quality. Attention must also be paid to reducing ‘silos’ within and between institutions, and to encourage leaders and managers to operate more strategically, to adopt more effective approaches for recruiting and managing talent and performance within their respective organizations, and to implement and promote higher industry standards.

Education, Training and Development

A vibrant policy framework and action plan is critical to ensure that Barbadians are sensitive and responsive to the socio-cultural realities of an increasingly diverse visitor mix. Strategies for the education, training and development of our workforce include:

- Reducing fragmentation and increasing coordination in existing education and training programmes
- Expanding tourism concepts in primary and secondary schools’ curricula
- Increasing practical training for persons working directly and indirectly throughout the visitor economy and sensitizing them on their role in creating positive experiences for our visitors

Building an Entrepreneurial Spirit and Maximizing ICT

Doing “business as usual” in a mature tourism market and Visitor Economy will lead to stagnation and decline. Specific programmes will stimulate entrepreneurship and support innovative approaches for accessing emerging opportunities and markets, especially through greater use of ICT and other technologies.

Actions Recommended to Support Human Resource Development

Further to these focal areas and in recognition of existing activities, a number of Strategies and Actions for enhancing Human Resource Development (HRD) in the hospitality sector have been developed. The proposed Actions are listed below and more fully described in Section 1.5. They support Strategic Imperative 3 on ‘**Change the Tourism Mindset**’ and corresponding Strategy 3.1 which states: “*Enhance leadership capacity to promote visionary direction, energy, and focus among the diversity of stakeholders within the BVE*”; or Strategy 3.2 which states “*Increase awareness activities and provide formal and informal education opportunities to foster changes in perceptions, attitudes and behaviours within the Barbadian populace towards the BVE*” (refer Report I, Sections 4.4 and 5.0).

3.1-4 Strengthen Leadership Capacity – Leaders and managers at senior and middle levels in key hospitality organizations often lack performance management skills and approaches that would foster employee engagement and productivity. It will therefore be necessary to develop specific programmes for senior and middle managers within hospitality organizations and tourism institutions.

3.2-2 Enhance Interagency Coordination – There is a lack of coordination, information sharing and articulation between the providers of tourism education and training. The focus should be to increase inter-agency coordination in providing training that is aligned to current and emerging job requirements and opportunities in the tourism sector.

3.2-4 Extend Internships and Practical Training in the Tourism Sector – Companies in the hospitality sector and students indicated that the training and education provided in the hospitality sectors do not include adequate practical components. Hence improvement of the linkages between the hospitality sector and the agencies that provide training and education for managers and workers in the sector will be important in order to extend what is offered for internships and other practical skills development, which will enhance the quality of graduands.

3.2-5 Enhance Language Ability in the Hospitality Sector – There is limited cultural sensitivity and language ability among staff in hospitality organisations and other service providers in Barbados, and a corresponding need to enhance capacity for improving interaction and communication with visitors from non-English speaking countries.

1.1 Overview

The Barbados Human Resources Development Strategy has as its mission “*to develop national institutional and human capacity so that the potential of all Barbadians is fully realised*” (Government of Barbados, 2010, p.2). The fulfilment of this mission is critical for

the visitor economy and the tourism sector, which is one of the key drivers of economic growth in Barbados.

Table 1.1 presents how direct employment in the tourism / accommodation and food services sector has fluctuated over the last 10 years. Figures are taken from the Continuous Household Survey for the last quarter of each year. The percentage of males employed in that sector has declined, while the percentage of females increased between 2002 and 2012 (BSS, 2002; 2004; 2008; 2012).

Table 1.1. Employment in the Tourism / Accommodation and Food Services Sector by gender (m= male; f = female).

	2002		2004		2008		2012	
Direct employment in the Tourism / Accommodation and Food Services Sector	14,000		11,700		14,000		13,400	
	m	f	m	f	m	f	m	f
	40%	60%	40%	60%	45%	55%	35%	65%

If the sector is to survive and thrive, it cannot do “business as usual”. Its pivotal role requires people in the tourism sector - those working within the Visitor Economy - to be more agile, responsive and innovative in order to anticipate and meet the changing needs of visitors and the future requirements of the sector, where there is a different cultural mix with increasing number of visitors from the emerging world economies (e.g. Brazil, India, China).

Quality service is one of the primary pillars of the visitor economy. People at all levels of the sector have generally not seen nor appreciated the link between their service and how it creates memorable (both positive and negative) experiences for visitors, which in turn impacts their interest, whether in returning to Barbados or in promoting Barbados to friends and colleagues as a preferred destination for leisure and business. Changing the mindset towards service delivery is therefore one of the greatest challenges facing the development of an effective visitor economy.

The assertion that “people” are Barbados’ most valuable asset is especially true in the hospitality sector, and as the White Paper on the Development of Tourism in Barbados indicated (Strategic Solutions, 2011, p.167-168):

“The modern day consumer’s demand for high quality product and services, memorable, authentic experiences and value for money requires the development and retention of a professional, highly trained, empowered, and passionate workforce and a welcoming society...their skills, competence and hospitality are essential to the quality of the product and to the overall competitiveness of the industry...it will be through the construction of a strong foundation of human resources development, sensitisation and education that this Government intends to achieve a competitive advantage through its people”.

Yet a CTO assessment of Human Resources issues in Caribbean tourism (CTO, 2008, p.123) concluded that:

“human resources have traditionally been a relatively neglected aspect of tourism planning...while top policy makers verbalize an appreciation of the challenges facing tourism this is not always reflected in the commitment of resources to the industry....and has contributed to ad hoc and inconsistent approaches to human resources policy”.

The 2012 White Paper drew on proposals outlined in the 1998 National Human Resource Strategy of the Barbados Tourism Development programme, Sub-Programme A. This Strategy emphasized that strengthening and diversifying of the country’s tourism sector had important implications for human resources development, and outlined the following mission statement (ARA, 1998, p.39):

“To increase local participation in the tourism sector and to attract, develop and sustain a professional tourism Work Force capable of offering internationally competitive standards of service to visitors, while preserving and enhancing the nation’s culture and environment”.

The 1998 document also identified several challenges, which needed to be addressed by any nationwide tourism training and development strategy: Fostering effective participation, coordination and communication, improving public attitudes toward tourism, building tourism career awareness, promoting customer service excellence, ensuring tourism education and training programmes are relevant and linked, streamlining occupational standards and certification, and ensuring effective coordination of funding. These concerns are as relevant today as they were 15 years ago. In spite of the forward looking policy statements, very little has changed.

Key elements of the issues outlined in both the 1998 HRD Strategy and the 2012 White Paper have been distilled into three major thrusts critical to an effective Human Resources Development (HRD) Strategy for the sector:

- Creating Leadership and Performance Management Culture
- Enhancing Education, Training and Development
- Building an Entrepreneurial Spirit and Maximizing ICT

1.2 Creating an Effective Leadership and Performance Management Culture

While one of the obvious areas for performance improvement in the tourism sector lies in poor service ethic and resulting service quality, the BHTA Tourism Competitiveness Study (PCS, 2009) pointed to the urgent need for activities at a higher level. It suggested that the leadership of the sector, whether in the hospitality service delivery entities (hotels, restaurants, tour companies, etc.) or within the tourism organizations, should play a stronger

role in enforcing standards and practices in the sector by utilizing modern performance management techniques.

The BHTA study was further supported by the Study on Service in Barbados carried out by the National Initiative for Service Excellence (NISE). Based on responses and analysis of best practices, the NISE Study emphasized that effective leadership was one of the key drivers to employee engagement and performance (NISE, 2011, p.48). The study also outlined approaches for driving employee engagement which would apply to the Barbados workforce in general, and especially to persons working in the tourism sector, where it is critical for employees to provide excellent service, and also create and maintain effective relationships with guests and visitors. In a world where patrons are even more demanding of quality service, these qualities are essential if hospitality organizations are to remain competitive.

1.2.1 From Vision to Action

One of the first challenges for HRD in the tourism sector is to ensure that managers and leaders have a common vision for what the sector needs to become, both within the key public and private sector tourism institutions, as well as in the many initiatives that are taken by people throughout the Visitor Economy.

This vision was finally created in 2011 as part of the process for preparing the National Tourism Host Programme when stakeholders representing the Social Partners (public, private, labour) joined the Minister of Tourism and International Transport in a Visioning Workshop (Strategic Solutions Inc., 2012, p.60). This was an important step in building an integrated and coherent approach to the development of tourism and its contribution to the economy of Barbados. The vision for the tourism sector is:

“Delivering an unmatched experience that is truly Barbadian, created by a warm, welcoming, friendly people, ensuring benefits to the entire nation”.

However, even with a common vision, the current ‘silos’ within and between institutions often inhibits collaboration between the key tourism entities and stakeholders, and is counterproductive to a new vision for tourism as the major pillar of the economy (PCS, 2009). Getting consensus on action will be a second major task and will require shifts in thinking and in institutional approaches. The TMP now provides this framework for a more integrated and holistic approach.

Leadership and management performance have a direct impact on service quality in hospitality entities that include hotels, restaurants and other hospitality service providers and business establishments. The challenge is to get leaders and managers to recognize the need for operating more strategically and for adopting more effective approaches for recruiting and managing talent within their organizations, as well as engaging and empowering staff and team members (refer Action 3.1-4).

Too often, the HRD initiatives focus primarily on training as a panacea to address service quality. The White Paper underscored the point that developing an engaged workforce

required for the future would require investment in human capital development, not only at the worker level, but particularly at the leadership levels of senior and middle management. It highlighted the need for:

“...a paradigm shift and a cultural re-orientation in the traditional mindset within the sector....where a more inclusive and consultative bottom-up approach is taken to the leadership and management of tourism businesses, through the implementation of an “Inverted Pyramid Model”...which promotesan organisational culture where management serves front line staff to support initiative, leadership and excellence in service delivery” (Strategic Solutions Inc., 2012, p.172).

While this is easier said than done, presentations at the 2012 CTO Tourism Human Resources Conference outlined practical steps for ongoing training for leaders at all levels, linked to competencies required for leading and managing, and the reinforcement of leadership approaches which are “service-oriented, creative and innovative...” (CTO, 2012).

So while hotels and hospitality organizations do not operate under the same restrictions as a government bureaucracy, they still seem to be hamstrung by similar dynamics and inaction that undermines the effectiveness of their operations. As in other sectors, many of the current challenges in the tourism sector have been inherited. A CTO study on Human Resources Issues in Caribbean Tourism highlighted the legacy of poor recruitment practices and the unwillingness and inability to address these (CTO, 2007). It also emphasized that leaders needed a process to identify competencies required in specific jobs and the tools to assess the potential and development needs of new hires, and for promotions (refer Action 3.1-4).

1.2.2 Managing Performance

The sustainability of the tourism sector is highly dependent on worker attitudes which can create and maintain effective relationships with guests and visitors. However, changes are not likely to occur in this area unless there are more effective approaches among leaders to employee empowerment and performance management such that:

“Staff are empowered with the requisite knowledge and skills so that the decision-making process can be moved closer to the customer to facilitate faster service recovery...” (Strategic Solutions Inc., 2012, p.173).

In this regard, the BHTA Competitiveness Study signalled the human factor as the first of four overarching themes which would need to be dealt with to make the industry more efficient. While linking poor service ethic to poor training and poor productivity, the BHTA study also emphasised some of the structural problems and lack of standards noting that the *“lack of rigorous training and management structures which required strict adherence to procedures makes it difficult to optimise employee performance. ...”* (PCS, 2009, p.10). The study made clear recommendations for the improvement of service standards using technology more effectively, but also highlighting the critical role of leadership in setting and maintaining standards.

The White Paper also noted that service standards were generally weak and deficient. It called for the introduction of *“requisite business models...with the relevant standards, systems and processes to run an efficient and effective operation”* (Strategic Solutions, 2012, p.171). However, as it specifically addressed factors which would develop more efficient service delivery, including training for frontline employees, the White Paper also noted that leaders often perceive training as a cost rather than an investment. So it noted that while front line employees have the capacity to operate effectively and create the memorable experiences which make the difference for the visitor, leaders are not using empowering approaches to enable employees to do so.

In this regard the BHTA, in partnership with the Barbados Productivity Council, has embarked on a series of Productivity Improvement Training sessions to enable staff and managers of its member organizations to explore practical ways to cut costs, reduce absenteeism and boost employee engagement and productivity.

The absence of tourism standards was seen as a critical factor impacting on both individual and industry performance. Yet, while the BHTA has embraced and promoted the CTO sponsored Hospitality Assured Programme which outlines a standards-based path to service improvement, and while recognizing the value of this international certification, very few of its members have prioritized the time required to implement the programme within their business operations.

1.3 Enhancing Education, Training and Development

The changing demographic of visitors highlights the need for a vibrant policy framework and action plan to ensure that our people / Barbadians are sensitive and responsive to visitors coming to our shores from a wider variety of socio-cultural backgrounds. Building such sensitivity requires education, training and development at all levels within the formal and informal systems. The White Paper urged the development of strategies which would *“ensure that the output of the educational system is aligned with the current and future competency needs of the tourism industry to ensure that the next generation of tourism leaders are being developed.”* (Strategic Solutions, 2012, p. 170).

Complementary to this, one of the Strategic Pillars of the National HRD strategy is *“a demand driven educational system that incorporates systematic needs assessment mechanisms, includes appropriate strategic measures to meet the needs of marginalised youth, and ensures private-sector involvement in education and training provision”* (Government of Barbados, 2010, p. 3).

It is in this context that strategies for education, training and development of our workforce are addressed within a number of key areas.

1.3.1 Student Enrolment in Tourism Education and Training Programmes

The Barbados Community College, the University of the West Indies (UWI), Cave Hill, and the Barbados Community College (BCC) Hospitality Institute are the primary providers of

formal technical training in the hospitality sector. Complementary to these, the Barbados Institute of Management and Productivity (BIMAP) provides training at the management level and the Samuel Jackman Prescod Polytechnic (SJPP) provides technical skills training in areas required by the sector (including in air-conditioning maintenance, spa services, etc.).

At UWI, over the 5 year period 2008 – 2013, an average of 100 students were enrolled in the B.Sc. degree programme in either Hotel Management or in Tourism and Hospitality Management. Of these, over 80% of students were from Barbados.

As expected, the enrolment was higher in the Associate Degree Programme in Hospitality studies at the Pommarine Institute of the BCC. Table 1.2 indicated the pattern of enrolment between 2009 / 2014. The total numbers fluctuated between 200 and 500 students, most of whom were females. Males ranged between 20 and 24 percent of the total enrolment.

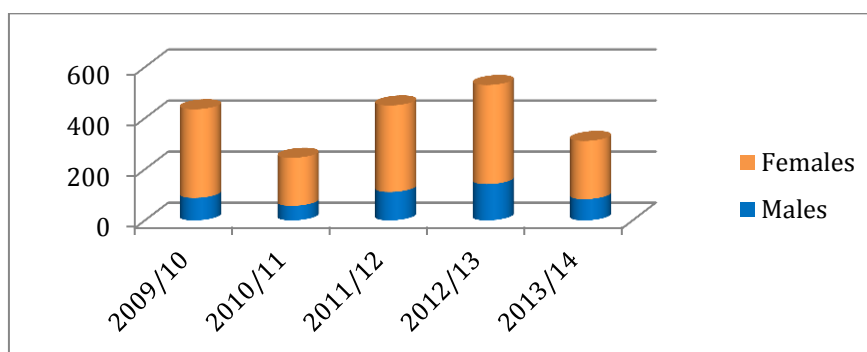


Figure 1.1. Pattern of enrolment at the PomMarine Institute between the 2009/10 and 2013/14 academic years (Source: Barbados Community College, 2014).

Significantly, the number of persons applying for positions was over 10 times the number of places available. Senior officials in the college have recognised the urgent need to increase training facilities and operations to meet the demand for training in the industry. However, the availability of finance has constrained the growth of the programme to meet the demands of the sectors.

The BCC Hospitality Institute has sought to address this growing demand for training by organising periodic “master classes” held in an auditorium and therefore catering to larger numbers of students. Other Institute initiatives include hosting an international summer school programme using interns from international programmes and also short course responding to the needs of industry stakeholders and of persons who want to improve skills for their own entrepreneurial ventures (catering, etc.).

While there are limitations in meeting the skills training demands at the technical level, in a Labour Market Survey being undertaken by the Ministry of Labour, one of the issues that surfaced was the shortage of persons with the requisite qualifications and experience to fill vacancies at management levels including Executive Chefs and Executive Housekeepers.

This was corroborated by Director of the Hospitality Institute (individual interview) who indicated that while there is a high demand for training in technical areas, not enough persons are interested in upgrading skills at the management level.

1.3.2 Linkages between Tourism Education, Training and the World of Work

While noting the wide range of programmes available through the University and vocational education and training institutions, the White Paper also noted that the formal education and training options were often fragmented and inadequate for providing practical experiences and for developing critical problem solving skills which would place its graduates at the cutting edge of the industry.

In addition, preliminary analyses of the Ministry of Labour point to the fact that *“In Barbados, the current reality is that formal collaborations between employers and training institutions are often infrequent, sporadic and uncoordinated....(requiring) innovative means to ensure that smart-partnerships between these parties are formed and that information on desired skills are communicated to government and training institutions in reasonable timeframes”* (Government of Barbados, 2012).

Assessments of current training provisions and the current and future training needs highlight the wide gaps between what exists and what is required. The current labour market survey of the Ministry of Labour seeks to address this gap and to identify the needs within eight priority sectors, including the tourism sector, which were considered as critical to the Barbados economy. Utilising both qualitative and quantitative research methods with a cross-section of hospitality organisations and industry stakeholders, the Survey seeks to identify the priority skill sets, levels of certification, critical training requirements and gaps, as well as local, regional or international institutions that can provide such training (Government of Barbados, 2012, p. 5).

Table 1.2 presents the priority areas identified for training in the hospitality sector by industry stakeholders including the providers of training (training institutions and tourism organisations) and the users of training (hotels, restaurants and other service providers)(Government of Barbados, 2012, p. 12).

Table 1.2.Skills development priority areas in the Tourism / Hospitality sector.

Technical Sector Areas	Critical Related areas
<ul style="list-style-type: none"> • Quality Assurance • Food and Beverage Management • Culinary Skills • Housekeeping skills • Wine and Spirits • Heritage Management • Tour guiding 	<ul style="list-style-type: none"> • Customer Service • Foreign Language Skills • Project management • Information Technology – including Website Development and Management • Financial Management and Accounting • Marketing • Event planning

While most of these courses are offered at the BCC, as indicated above, given the constraints of facilities and finance, the student intake capability is far less than the demand.

While not complete, the Labour market Survey has already highlighted many gaps in existing training provisions and has emphasised the need for clearer linkages between the training institutions so as to ensure better articulation and transfer of credits between programmes and institutions. This is already being undertaken between the BCC and the UWI where students completing the 2 year Associate Degree Programme at the BCC can complete the BSc. in tourism within 2 years. Once data gathering is complete, stakeholders will be in a better position to determine strategies for meeting current and future skills requirements.

Focus group discussions held by the TMP Consultant with students from a cross section of training institutions also highlighted the need for more practical training and better linkages between the academic curricula and the world of work. In order to achieve this, feedback from both students and faculty underscored the need for greater willingness of hospitality institutions to receive and manage students more effectively, providing opportunities for them to apply skills and also to develop an appreciation of what is required of them in the workplace.

Maximising the effectiveness of training and development programmes requires effective coordination. Challenges of coordination of training activities in the sector was explicitly addressed in the 1998 Tourism HRD strategy which proposed the creation of the Barbados Tourism Human Resource Council (BTHRC) as a coordinating body to ensure that the work of key partners was implemented and the overall mission for tourism HRD would receive adequate and constant attention. The aim was to lower the barriers and increase collaboration between the training organisations.

While the BTHRC was not established as proposed fifteen years ago, it is now timely to revisit the creation of a structured mechanism or forum which could promote dialogue to address common concerns, and also to foster a more coordinated approach to training and development within the hospitality sector.

1.3.3 Creating Synergies with the University of the West Indies

As the foremost tertiary institution, the UWI offers BSc degrees in Hotel Management and Tourism and Hospitality Management, as well as M.Sc. in Tourism with specialisations in Hospitality, Sports, Events Management or Project Management.

The White Paper outlined opportunities to maximise UWI's contribution to both practical and strategic development of the tourism sector (Strategic Solutions 2011, p186) specifically by utilising students to carry out Research and disseminating findings through public seminar and related activities.

1.3.4 Introducing Tourism Concepts in Schools at the Primary and Secondary Levels

Both the White paper and the BHTA Competitiveness Study emphasised that introducing concepts related to the value of the visitor economy to our countries economic and social growth must be a critical component of the education in schools. Materials have been developed by the CTO, the CTHRC and other agencies to address this concern, seeking to “provide valuable teaching resources to facilitate tourism education” (CTO/CTHRC, 2000) Materials are widely used within the Barbados school system at both Primary and Secondary levels.

In addition to the integration of tourism into the (primarily social studies) curriculum, many other initiatives have been undertaken with varying degrees of success to complement the formal curriculum and help students gain a better appreciation of the value of tourism. A recent initiative of the BHTA, the School Tourism Education Programme (STEP) has completed its pilot phase with sixteen primary and secondary schools, and is embarking on a full roll-out of activities and a wider number of primary and secondary schools.

Initiatives such as these underscore the commitment to ensure that the upcoming generation gains a greater appreciation of the career opportunities in the sector. One such initiative is the collaboration between the BHTA and the Ministry of Tourism to enhance the tourism component of the Schools Careers Showcase. This can be further expanded to link a wider range of career, job and self-employment opportunities to the visitor economy.

1.3.5 Ongoing Training for Persons Within the Hospitality and Related Sectors

The 1998 Tourism Strategy and Action Plan spoke of the low employee turnover rate in the tourism sector. While this is positive, the downside is that retaining longstanding employees can breed “*complacency in overall productivity and service delivery...and highlighted the urgent challenge confronting many industry employers on how to motivate and upgrade the service calibre of many of these long time tourism industry professionals*” (ARA, 1998, p. 8).

The reality is that there is a multiplicity of programmes aimed at upgrading service skills. These include on-the-job training or ad-hoc training targeted at specific skill needs (supervisory skills, customer service, culinary arts etc). However, both the White paper and the BHTA study emphasised the need for more structured training initiatives linked to industry standards. Some of this training is being currently undertaken in collaboration with the Technical and Vocational and Education Training Council (TVET) through its Employment Training Fund (ETF) – an excellent resource for Barbadian Companies that pay the employment levy. However, while this training is linked to TVET industry standards, there is insufficient follow-up to assess the impact of the training undertaken within the various organisations.

The White Paper also noted that training should not be limited to persons working directly in hospitality enterprises. It recommended that greater attention should be paid to influencing persons working in other sectors, (immigration, transportation etc.) which are integral to the visitor economy since these persons interact with visitors from their time of arrival and

throughout their visit. While some training activities have been undertaken through the BTA, there is an urgent need for more structured and systematic programmes.

In this regard, the Barbados Tourism HOST programme is one that can be utilised to sensitise persons throughout the visitor economy and especially for people working in frontline visitor interfacing jobs (immigration, customs, international business etc.) so they understand the importance of their role and attitudes in creating positive experiences for visitors to our shores.

1.3.6 Building Language and Cultural Awareness

The increasing diversity of our visitors calls for wider language skills to communicate effectively and provide quality service to people from a variety of cultural backgrounds. Language skills was one of the priority areas identified in the MOL focus groups. Developing language skills and skills in cultural etiquette will require an adjustment of the curriculum offered by the key tourism training institutions, and others that support the development of the tourism sector.

The industry can also draw on the existing organisations that seek to enhance cultural linkages between Barbados and other countries. These include the Alliance Française and the Cultural Institutes of many countries with diplomatic presence in Barbados who are keenly interested in strengthening cultural linkages with Barbados and often willing to support language development and related skills.

1.4 Building an Entrepreneurial Spirit and Maximizing ICT

In a mature tourism market and Visitor Economy such as in Barbados, doing “business as usual” will lead to stagnation and decline. Fresh ideas and innovative approaches are critical to ensure that the sector survives and thrives in the uncertain economy of the future. Utilizing online resources is increasingly important in reaching new markets. It is therefore critical to develop skills in website development and managing social media for marketing.

As we seek to create a new and vibrant economy, it will be important to maximize the creativity and innovation in our people – especially the young people, and to provide support in developing the skills needed to operate in the virtual environment.

1.4.1 Entrepreneurial Development

It will be critical to provide the support that enables Barbadians to maximize opportunities generated by the visitor economy, and to see themselves not just having jobs in the sector, but building careers and creating businesses which will contribute to, and sustain, the Visitor Economy.

Not only does the sector need to take steps to train the workforce more effectively, it also needs to attract and retain people at both management and worker levels, who have the knowledge, skills, passion and career interests that will support the growth of the industry.

This will require a different approach to career and entrepreneurial development for the sector, helping young people to appreciate the potential and supporting the creation of innovative products, services and business ventures, which expand their income earning potential.

The National HRD strategy calls for more “*provisions to be made for young persons interested in starting their own business to access technical and financial support and resources from government and other private lending institutions.*” (Government of Barbados, 2010, p.49).

Specific programmes will need to be created to stimulate innovation and support novel ideas. This will allow people to explore possibilities and create new ventures in order to meet current and anticipated interests / needs of visitors to Barbados (refer Report IV, Section 1.0).

1.4.2 Maximizing ICT

If the sector is to develop a competitive edge, it must also be able to use technology effectively, increase ICT capacity and application and incorporate a “*knowledge based platform for innovation in tourism management planning and policy*” (Strategic Solutions Inc., 2012, p.173). Focusing on technology innovations in sector development will enable the sector to be more responsive to changing market needs. It will also provide easier access for entrepreneurs to emerging opportunities.

The Marketing, ICTs and New Media section of the TMP has identified an integrated approach for technology development that will enhance the visitor experience, both before and during their stay in Barbados (refer Actions 10.1-4 and 10.1-5 in Report IV, Section 1.0).

1.5 Implementation Challenges and Strategies for Mitigation

While the current and future manpower needs of the tourism sector have been defined, there is need for an overall strategy for tourism education, training and development which would enable effective planning to meet the current and future manpower needs of the sector. The key players providing tourism education and training fall under the responsibility of the Ministry of Education. However there are inadequate linkages between these and the Ministry of Tourism and Ministry of Labour, both of which would be required to address the training and development needs of the tourism sector in a strategic and holistic way.

In addition, there could be both improved communication between the primary institutions providing tourism education, training and development (i.e. UWI, BCC, BIMAP) and coordination and articulation of linkages between the programmes offered by the primary institutions to enable students to progress from one programme to another. Inadequate linkages between the tourism training institutions and the hospitality sector also make it difficult to facilitate practical components of hospitality training. There is little systematic data collection, or monitoring and analysis of the formal and informal training and development programmes offered in the hospitality sector, including programmes developed by the BHTA, BTA and other private tourism partners. There is also no data on the qualifications gained

by students and the pattern of their subsequent employment in the sector. This would assist in evaluating the value and relevance of all the programmes.

These considerations point to an urgent need to bring together the institutions providing education and training in the tourism sector with entities in the hospitality sector to clarify training needs, and also to develop strategies for developing the skill sets required to meet current and emerging market needs and sector requirements. Strategies should build on the Ministry of Labour Manpower Surveys which can provide a framework and process for identifying manpower trends.

The development of an integrated sector strategy and approach will also facilitate dialogue between providers of tourism related education, training and development, and ultimately lead to the improvement of linkages between programmes and facilitate movement of students from one programme to the other.

The following Actions are proposed in support of Human Resource Development in the tourism sector. They support Strategic Imperative 3 on '**Change the Tourism Mindset**' and corresponding Strategy 3.1 which states: "*Enhance leadership capacity to promote visionary direction, energy, and focus among the diversity of stakeholders within the BVE*"; or Strategy 3.2 which states "*Increase awareness activities and provide formal and informal education opportunities to foster changes in perceptions, attitudes and behaviours within the Barbadian populace towards the BVE*" (refer Report I, Sections 4.4 and 5.0).

3.1-4 Strengthen Leadership Capacity in Hospitality Organizations

Description:

Develop targeted programmes for senior and middle managers within hospitality organizations and tourism institutions to strengthen leadership skills, which will foster employee engagement and contribute to improved organizational performance.

Context: Leaders and managers at senior and middle levels in key hospitality organisations often lack performance management skills and approaches that would foster employee engagement and productivity.

Expected Outcomes:

- Improved leadership capacity at senior and middle levels of hospitality organizations
- Hospitality organizations participating in the activities function more effectively

Guidelines for Implementation:

- Customize the results of the NISE study on Employee Engagement with the BVE concepts
- Develop executive leadership programmes targeted at the tourism sector organizations and using high profile speakers / presenters / facilitators
- Develop training and development programmes for staff at senior and middle management levels, ensuring that components focused on performance management and employee engagement are fully integrated.
- Training and development activities should include a component to foster a competency based approach to recruitment and job assessment
- Draw on the TVET Employment Training Fund (ETF) to support / facilitate leadership

<p>development linked to the National Vocational Qualification (NVQ)</p> <ul style="list-style-type: none"> Encourage hospitality organizations to identify and implement standards for all aspects of their operations. The CTO Hospitality Assured Programme can be used to facilitate this process
<p>Challenges With Implementation:</p> <ul style="list-style-type: none"> Senior managers do not take opportunities to enhance skills which will make them more effective in their leadership roles Managers do not identify / recognize the importance of, and are often resistant to, changing their leadership approaches to ones that are more empowering and effective Hospitality organizations lack, and are unwilling to institute, effective systems and mechanisms to ensure consistent standards for products and services
<p>Recommended Implementation Agency: BHTA in collaboration with the TVET Employment Training Fund (ETF)</p>
<p>Priority / Implementation Timeframe: High/Medium Term: This is viewed as an enabling priority action in the TMP Implementation Plan (refer Report I, Section 5.0)</p>
<p>Target Users: Senior and middle managers in hospitality organizations</p>
<p>Who Benefits:</p> <ul style="list-style-type: none"> Hospitality organizations Leaders/managers in the tourism industry
<p>Risks: Leaders/managers of hospitality organizations are unwilling to participate in training and development programmes which will contribute to their own effectiveness</p>
<p>Estimated Costs: BDS\$500,000</p>
<p>Source Of Funds: TVET Employment Training Fund (ETF) can be targeted for at least part of the funds for activities linked to management competencies.</p>
<p>Revenue Generation Potential: Indirect through increased efficiencies in tourism operations via improved organizational performance.</p>
<p>Further Development Work Required: Development of leadership programmes for the tourism industry - development of programmes for staff at senior and middle management levels.</p>
<p>Other Considerations: Linkages with the Hospitality Assured Programme</p>

3.2-2 Enhance Inter-Agency Coordination in Hospitality Training Organizations

Description:

Increase inter-agency coordination in providing education and training that is aligned to current and emerging manpower needs, job requirements and opportunities in the Hospitality Sector.

Context: There is a lack of coordination, information sharing and articulation between the providers of tourism education and training.

Expected Outcomes:

- Greater synergies between education and training institutions for the hospitality sector
- Potential students have greater access to information on what is offered by institutions to enable them to make more informed choices of study
- Students are able gain credits and move more easily between programmes offered in hospitality training institutions

Guidelines for Implementation:

- Confirm the Ministry of Labour Manpower Audit /Assessment of Tourism Sector in collaboration with the Ministry of Education
- Through the Ministry of Labour and in collaboration with the Ministries of Education and Tourism, organize a workshop with training organizations and other key stakeholders to review the findings and analyze implications of manpower trends in the tourism sector
- Use the data from the survey to adjust or expand training initiatives
- Identify gaps and possible areas to enhance synergy between the players for the provision of tourism sector training
- Determine an ongoing mechanism or process for dialogue and collaborative action on common concerns between the education and training institutions working in the hospitality sector and the hospitality organizations. This could lead to the formation of a mechanism for coordination of human resources training and development in the tourism sector
- Prepare material to disseminate information about job opportunities and relevant courses offered by the various institutions in an attractive format in both hard and soft copy to:
 - Tourism entities
 - Public and private sector bodies that undertake job creation
 - Career counsellors and other interested teachers /persons who provide information on careers to students at all levels – especially secondary and tertiary students
- Develop linkages with and provide support to the BHTA STEP programme and other related educational or tourism related programmes

Challenges With Implementation:

- Willingness of training agencies to collaborate and overcome programme silos
- Timely collaboration between Ministries of Labour, Tourism and Education to foster coordination between agencies linked to their Ministries

Recommended Implementation Agency:

Ministry of Labour in collaboration with the Ministry of Education and Ministry of Tourism

Priority / Implementation Timeframe:

High/Short Term: This is viewed as an **enabling** priority action in the TMP Implementation Plan (refer Report I, Section 5.0)

<p>Target Users:</p> <ul style="list-style-type: none"> • Tourism organizations • Public and private sector bodies that undertake job creation • Career counsellors and other interested teachers /persons who provide information on careers to students at all levels • Providers of training in the tourism sector
<p>Who Benefits:</p> <ul style="list-style-type: none"> • Hospitality organizations • Educational institutions • Hospitality students • Ministries of Education, Labour, and Tourism
<p>Risks:</p> <ul style="list-style-type: none"> • Limited dialogue between stakeholder ministries (Labour, Education, Tourism) • Data is not used effectively for decision making • Limited willingness for coordination and collaboration between relevant organizations
<p>Estimated Costs: BDS\$30,000</p>
<p>Source Of Funds: Ministry of Tourism and International Transport in collaboration with the Ministries of Labour and Education</p>
<p>Revenue Generation Potential: N/A</p>
<p>Further Development Work Required: Preparation of materials on job opportunities in the sector and organizing workshops on manpower trends in the tourism industry</p>
<p>Other Considerations: Linkages with Education</p>

3.2-4 Extend Internships and Practical Training in the Tourism Sector

Description:

Improve the linkages between tourism sector organizations and agencies that provide education and training for managers and workers in the sector so as to improve what is offered for internships and other practical skills development, which will enhance the quality of graduates.

Context: Hospitality sector organisations and students indicated that the training and education provided for in the hospitality sector does not have enough components to enable them to develop the practical skills required for work in the tourism sector.

<p>Expected Outcomes:</p> <ul style="list-style-type: none"> • Students graduating from the hospitality programme have practical skills which improve their performance in the sector • Hospitality entities contribute to the training of potential employees in a consistent way
<p>Guidelines for Implementation:</p> <ul style="list-style-type: none"> • Meet with a selected group of hotels and companies in the hospitality sector with training and education providers to identify practical training needs and concerns • Identify the benefits both students and companies can derive from a well organized and extended internship and practical skills development programme. • Develop guidelines and pre-requisites for internships in the hospitality sector
<p>Challenges With Implementation:</p> <ul style="list-style-type: none"> • Staff in hospitality organizations and agencies are too busy to plan and manage internships effectively • There are no common guidelines and protocols for internships and student practicum
<p>Recommended Implementation Agency: To Be Determined</p>
<p>Priority / Implementation Timeframe: High/Medium Term: Development of effective arrangements for internships is an ongoing process</p>
<p>Target Users:</p> <ul style="list-style-type: none"> • Education and Training institutions providing tourism education • Students and potential interns - workers in the tourism sector
<p>Who Benefits:</p> <ul style="list-style-type: none"> • Education and training institutions providing tourism education • Students and potential interns/workers in the tourism sector • Hospitality organizations who recruit students
<p>Risks:</p> <ul style="list-style-type: none"> • Student interns are placed in low-level jobs where they do not gain new skills • Students gain experience but do not develop adequate skills based on clear standards
<p>Estimated Costs: BDS\$200 per student</p>
<p>Source Of Funds: Hotels and companies in the Tourism Sector who receive the interns</p>
<p>Revenue Generation Potential: Indirect through improvements in staff training and subsequent service delivery</p>
<p>Further Development Work Required: Development of internship guidelines in the hospitality sector</p>
<p>Other Considerations: Linkages with Marketing and Education</p>

3.2-5 Enhance Language Ability in the Hospitality Sector

Description:

Develop targeted programmes to provide basic and intermediate language training and ongoing refresher courses. Building awareness of cultural norms for different countries, as well as training in etiquette for different cultures can be provided separately, as well as to enhance the language training.

Context: Increasing number of visitors from non-traditional markets (Europe, Latin America and China) requires greater cultural sensitivity and language ability among staff in hospitality organisations and other service providers in Barbados

Expected Outcomes:

- Staff of hospitality organisations and other service providers gain a greater appreciation of what visitors from different cultural settings expect.
- Facilities provide not only basic language skills but also refresher training for service providers so that they have basic skills to communicate with visitors from priority non-English speaking countries
- Enhanced capacity in Barbados for improving interaction with visitors from non-English speaking countries.

Guidelines for Implementation:

- Undertake an assessment of the programmes offered by existing providers of language and cultural sensitivity training. Link to the findings of the MOL Manpower Survey
- Identify gaps based on the specific needs and interests of hospitality organisations and destination management companies
- Provide support and encouragement to existing and potential providers to develop language training, ongoing conversation and refresher courses

Challenges With Implementation:

Hospitality organisations may not see the value in and prioritise spending for language and cultural sensitivity training

Recommended Implementation Agency:

Barbados Hotel and Tourism Association in collaboration with the BCC and the UWI.

Priority / Implementation Timeframe:

Medium /Medium term: Language and cultural sensitivity training is important to service non-traditional markets and can build on existing programmes

Target Users:

- Training institutions which offer language training
- Hospitality organisations

Who Benefits:

- Hospitality organisations
- Visitors from non-English speaking countries

Risks:

Persons who already have had basic training are reluctant to undergo refresher courses

Estimated Costs:

BDS\$20,000

Source Of Funds:

Hospitality organisations that choose to participate

Revenue Generation Potential:

Indirect through improvements in staff training and subsequent service delivery

Further Development Work Required:

Assessment of the language training needs and interests

Other Considerations: Linkages with Education

2.0 Social Impacts

Summary

The Tourism Master Plan has held true to a people-centered principle, recommending a series of strategies and actions that will achieve the following positive social impacts within the local visitor economy:

- Increasing economic benefits – employment and income generation
- Conservation of cultural heritage
- Renewal of local interest and pride in national culture
- Fostering cross-cultural exchanges
- Improving opportunities for local business
- Increasing the level of rural and urban development and social amenities
- Strengthening human resources
- Involving the youth
- Increasing entertainment and recreational opportunities for Barbadians
- Promoting healthy lifestyles

The White Paper identifies these benefits amongst the list of “*compelling arguments for the prioritization of the urgent transformation of the sector*” (Strategic Solutions Inc., 2012, p. vi). Thus the TMP has recommended strategies and actions that can address and avert negative trends that could create challenges for the local Visitor Economy. These initiatives include:

1. Raising tourism awareness across the entire population
2. Developing an attitude towards environmental stewardship in Barbadians
3. Protecting coastal and beach access
4. Ongoing monitoring of tourism impacts

The White Paper promotes “*a call to action for every Barbadian to rally behind this unifying direction to develop a world class, highly competitive, inclusive tourism product and to capitalize on every opportunity the industry offers for creating revolutionary, short to medium term economic and social transformation*” (Strategic Solutions Inc., 2012, p. v). The strategies and actions proposed herein embrace a participatory approach by all stakeholders, to ensure that the development of the local visitor economy is in keeping with the aspirations of local communities, while at the same time providing a rewarding experience for visitors.

While maintaining the concentration of physical development in designated tourism areas, the strategies and actions also increase the number of activity areas spread across the country, and are designed to take into account unique characteristics of the local or community context. Through sensitive planning, activity can be stimulated while reducing impacts on communities. This leads to an obvious increase in the distribution of resources and benefits to communities, both directly and indirectly. Thus, the implementation of the recommended strategies and actions would lead to positive impacts at a range of levels - individual entrepreneurs; community groups; parishes and the entire island.

Actions proposed in the TMP can be implemented immediately for accrued benefits, e.g. media campaigns and family reunions; others may take longer to be designed and implemented, e.g. the local ferry service. However, in the short, medium, and long term, these Actions can enhance the social landscape of the island and continue the historical trend of a visitor economy that supports national economic growth and social development, while at the same time paying closer attention to the island's fragile marine and terrestrial ecological features.

In addition to the recommended Actions listed in Sections 2.2 and 2.3 and more fully described in other supporting TMP Reports II, IV, V and VI, an Action is presented in Section 2.4 that is designed to review the range of social impacts associated with the tourism sector. This Action is in support of Strategic Imperative 1 on '**Base Decisions on Comprehensive, Accurate, and Timely Data/Information**' and corresponding Strategy 1.1 which states: '*Foster information-based decision-making through up-to-date research which is coordinated and integrated across the various stakeholder groups, and provide well archived, easily retrievable documentation which can support the BVE*' (refer Report I, Sections 4.4 and 5.0).

2.1 Introduction

Socially sustainable tourism provides an improved standard of living and quality of life for citizens in the host country, and demonstrates respect for local culture. In a study conducted in 2011, it was concluded that tourism development in Barbados was indeed on a sustainable path "*and that any negative social effects were manageable*" (Greenidge and Greenidge 2011, p.83). More specifically, the researchers stated that while Barbados had one of the highest tourism density ratios in the region, the tourism penetration ratio was rising but still below the regional average. These indicators suggested that the influx of tourists might be placing a strain on the resources of the country, but less so on the population of the country. Most importantly, tourism was a significant employer, since approximately 1 in every 2 jobs was tourism related (Ibid, p.120).

In order to ensure that the Barbados Visitor Economy continues on this socially sustainable path, the White Paper on the Development of Tourism in Barbados (Strategic Solutions Inc. 2012, p.35) laid out 19 guiding principles with a cross cutting theme of people-centeredness. The first 4 principles specifically stated that:

1. Government will create a sustainable form of tourism that will respect the socio-cultural authenticity of host communities, conserve their built and living cultural heritage and traditional values, and contribute to inter-cultural understanding and tolerance. Tourism shall contribute to improving the quality of life enjoyed by all Barbadians and engender meaningful participation in the sector bringing about lasting beneficial effects to communities.
2. Tourism will target the citizens and communities of Barbados as its primary beneficiaries by providing income generation and employment opportunities and by contributing revenue to government programmes that support quality of life, environmental excellence and societal development.

3. Government will promote a people-centered industry that places Barbadians at the epicentre of tourism development, by involving them in the decision making process and creating opportunities for a wider cross section of society to benefit economically and socially from the sector. Raising their awareness about sustainability issues and promoting sustainable tourism practices among them will also be of paramount importance.
4. Government realises that a people centred industry also includes putting the needs and expectations of our guests at the centre of tourism planning, by ensuring a safe, secure and clean environment, service excellence, memorable experiences and proactively responding to changing customer trends, expectations and behaviours. Educating them about the island's vision for sustainability, will also be a priority.

The process of developing the Tourism Master Plan has held true to these principles by maintaining that **People are Central**. Following comprehensive research, close consultations with local tourism stakeholders, and the completion of a series of workshops, a set of strategic imperatives was identified that represents the core policies of the TMP (see also Report I, Section 4.4).

Table 2.1. TMP Strategic Imperatives.

Priority	Strategic Imperative
1	Base decisions on comprehensive, accurate, and timely data/information
2	Enhance the visitor experience <ol style="list-style-type: none"> a. Niche markets b. Built heritage c. Cultural heritage d. Natural heritage
3	Change the tourism mindset
4	Develop airlift capacity
5	Improve Financial Performance
6	Modernize accommodation and improve performance of the sector
7	Enhance the cruise tourism product and experiences
8	Improve the movement of people on land and near shore
9	Assure safety and security of visitors and residents
10	Effectively market Barbados
11	Mainstream environmental management
12	Update and enforce policy and legislation in support of BVE

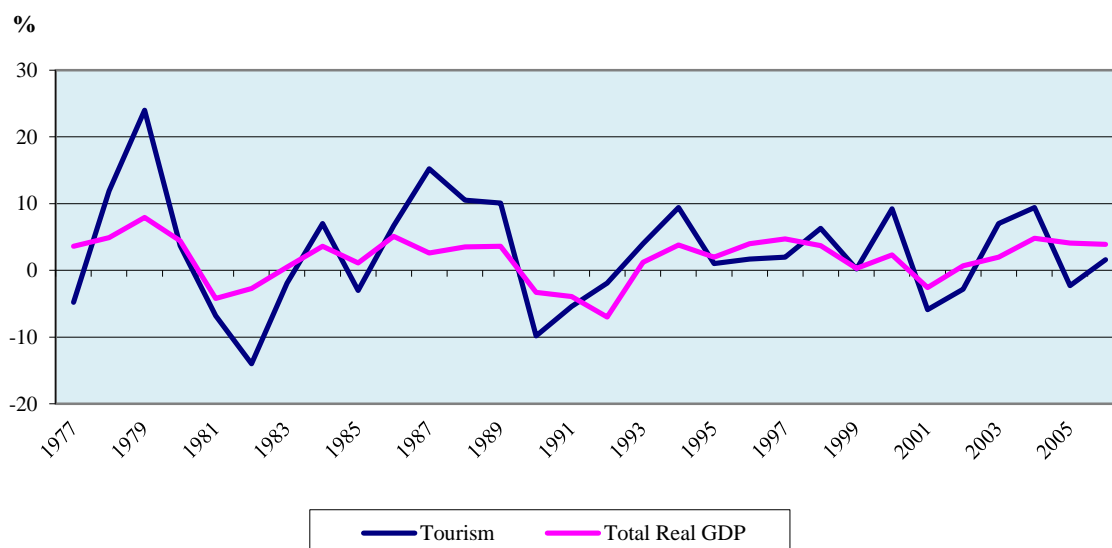
Each of these Strategic Imperatives is to be achieved through the implementation of a set of Strategies and Actions that would realize the potential of the Barbados tourism sector. Although the economic impacts of the TMP have been discussed in Report IV, Section 3.0, it is necessary to emphasize that the bulk of the positive social impacts that accrue from the visitor economy are a result of the significant economic impact that tourism has on the host community.

Tourism is an economic driver that provides direct and indirect employment and generates substantive income. Greenidge and Greenidge explain that “the importance of tourism to Barbados can be seen in the contribution the industry makes to employment. In 2009, approximately 24,000 people were directly employed in hotel rooms and restaurants, representing about 18 percent of the country's labour force. It is estimated that an additional 49,000 people were also indirectly employed by the industry, which brings the total tourism employment to over 53 percent” (WTTC 2010, cited in Greenidge and Greenidge p. 89).

Tourism is also a catalyst for the development and expansion of other sectors such as agriculture, manufacturing and construction, and it leads to enhancements in the infrastructure and systems that are necessary for social development, e.g. road networks, transportation, water management systems, health care systems, and communication systems.

The economic dependence that Barbados has had on tourism over the past four decades was emphasized by Dr. Winston Moore, lecturer in Economics at the University of the West Indies, Cave Hill Campus, who noted that: “The tourism industry averaged double-digit growth during the 1970s and contributed more than 12% of real GDP. By the end of 2007, tourism value-added accounted for 15.5% of real GDP. Furthermore, as shown pictorially in Table 2.2, downturns in tourism activity tended to lead to downturns in total value added, indicating the country's strong reliance on the sector” (CERMES, 2009: p. 4).

Table 2.2. Relationship between growth in tourism value-added and total real GDP expansion 1977 – 2005 (CERMES, 2009).



In the current context of a global economic recession, Barbados, like many other nations, is experiencing difficulties, and this is reflected in a decline in both stay-over visitors and cruise arrivals (see Report IV, Section 3.0). In response to this, the strategies and actions proposed

in the TMP are all designed to boost tourism business in the country, by attracting more visitors, increasing tourism spend and creating alternative avenues of employment. More specifically, Priorities 2 through 2g are geared at improving the visitor experience and Priority 3 directly addresses the need to increase total visitor spend, both of which must work in tandem to grow the visitor economy.

2.2 Promotion of Positive Social Impacts

While there can be no doubt regarding the potential positive economic impacts of tourism development, the social impacts may not be as obvious or explicit. Therefore, the following is an analysis of the types of beneficial social impacts that could be realized through the implementation of the TMP.

2.2.1 Conservation of Cultural Heritage

Tourism has over the years stimulated the conservation of Barbadian cultural heritage, because its many features –built, natural, indigenous and traditional knowledge and popular culture – form the basis of key tourism attractions (refer Report VI). As a consequence, Barbadians have been able to showcase their history through local heritage tours, e.g. hikes along the old train line, and visits to heritage sites that demonstrate the social and architectural history of the island.

Tourism has also provided a stage for the many visual and performing artists across the island, whether located at galleries, in the Pelican Craft Village, or performing at theatrical presentations, dinner shows, or on the hotel circuit. For example, in 2013, the Barbados Landship celebrated 150 years; part of their survival has been because this civil society group has had opportunities to perform at a wide range of tourism-based events, thereby ensuring their ability to attract new members, earn income and remain sustainable.

The continued survival of local festivals and traditional customs showcased at a myriad of events, such as the Oistins Fish Festival, Holetown Festival and the Crop Over Festival, is due largely to the ongoing patronage of tourists (see Figure 2.1). Indeed it is a symbiotic relationship, since the Crop Over festival in particular, extends the tourism season outside of the traditional winter season, guaranteeing tourism receipts in the summer months.



Figure 2.1. Kiddies Kadooment in 2010.

Recommended actions (refer Report V, Part 2, Section 3.0 and Report VI) that will continue this trend of supporting cultural heritage include:

- Community-based heritage promotions: *Promote Traditional Bajan Village Shops*
- Festival experiences: *Promote an Annual 'Historic Barbados' Festival, Organise a Caribbean Folk Festival, Organise an Annual Caribbean Food Festival, Create a Storytelling Festival, Organise a Speightstown Festival Series, Develop a Festival Series at Park Sites*
- Digital showcases: *Create an 'Experience Barbados' Website, and Design an 'Experience Barbados' e-Book*
- Traditional transportation modes: *Develop a Historic Rocklyn Bus Tour*
- Authentic local foods, culinary trail and retreats: *Develop Bajan Culinary Trails, Promote Bajan Culinary Retreats, Promote Bajan Food Facts, Organise an Annual Caribbean Food Festival, Develop a Caribbean Culinary Institute*

2.2.2 Renewal of Local Interest and Pride in National Culture

The ongoing interest expressed by visitors in the history of the island and the people creates a renewal of local pride. The pinnacle of this experience has been the inscription of Historic Bridgetown and its Garrison on the UNESCO World Heritage List on June 25, 2011. This offers both a celebration of the universal importance of the island and its history, as well as provides an additional tourism marketing opportunity and consequently entrepreneurship prospects.

Therefore, by prioritizing the use of culture to enhance the visitor experience, the TMP is at the same time nurturing civic pride and entrepreneurship in natural, social and built heritage. The following lists some of the recommended Actions (refer Report V, Section 3.2.2.2 and Report VI) that could continue to achieve this:

- UNESCO developmental, promotional, and educational projects: *Prepare UNESCO World Heritage Educational Kits, Redevelop the Historic Cheapside Market, Develop the Nidhe Israel Synagogue & Environs, Market the Historic Nidhe Israel Synagogue and Associated Sites, Promote Heritage Tours by Night, Create a Multimedia Extravaganza to Commemorate the History of Barbados, Showcase Heritage Sites and Attractions, Develop a UNESCO World Heritage Mobile Exhibition*
- Development of new attractions: *Develop a 'Discover Barbados' Centre at the Bridgetown Port, Develop a New Sugar Museum, Design Caribbean Walk of Fame*, in addition to a range of cultural tours and retreats
- Showcasing authentic Barbadian products: *Develop Creative Arts Showcases, Create Local Music Kiosks*

2.2.3 Cross-Cultural Exchanges

Cross-cultural exchanges have been promoted through tourism because, by mingling with each other, both visitors and the hosts learn about each other's culture, thereby increasing mutual understanding and respect. Sporting festivals such as hockey, football, cricket, and golf tournaments have been one avenue in which this has taken place in Barbados. These

Sports Tourism initiatives have provided opportunities for local athletes to improve their abilities and raise their skills to international standards by playing with and against regional and global competitors, which is a true example of positive cross-cultural exchange.

The culinary arts represent another area in which cross-cultural exchanges have thrived. The Barbados Food & Wine and Rum Festival is a culmination of the ongoing interest that tourists have expressed in local cuisine. From the Baxter Road experience of the past to the ongoing interest in local rum shops, and currently popular Moontown, Lemon Arbor and Oistins Fish Fry events – tourism has been an opportunity for cooks and chefs in communities and hotels to experiment, demonstrate and showcase their abilities.

As an opportunity for cross-cultural exchange, souvenirs of Barbadian cultural products – rums, hot sauces, chutneys, jams and jellies, to name a few, in addition to music and other creative products – are constantly taken back to countries across the globe so that persons can try to extend the memory of their visit to the island through their individual tastes. Entrepreneurial interchanges are also made possible by the exposure of international consumers to local talents. In Barbados, the opportunity to incorporate other elements, such as flavours and spices from nations across the world, has enhanced the cosmopolitan nature of local menus.

Although short-lived, the Home Accommodation Programme was intended as an intimate experience of Barbadian hospitality. Participants received training and in addition, the programme provided marketing and further development of standards. The recently completed National Tourism Host Programme extends this concept, capturing the ultimate positive social impact of the tourism industry to the island – that tourism is the opportunity for Barbadians to “share our home and serve all persons with dignity and by so doing deliver a positive and intimate experience every time” (Hinds, 2012, p.12). Actions recommended to foster cross-cultural exchanges between Barbadians and their visitors (refer Report V, Section 3.0 and Report VI) include:

- Introducing local tourism representatives: *Appoint a Team of Tourism Ambassadors*
- Development of tour guide opportunities for locals having a cultural and community base: *Develop a Programme for Exploring Communities*
- Showcasing Sports: *Develop an Annual Youth Sports Festival*
- Connecting with the Diaspora: *Promote a ‘Barbados First’ Initiative, Create a Diaspora Gift Programme*
- Development of authentic local markets: *Create a Tourism Market Place, Promote the Development of Parish Markets*
- Developing a calendar of community events: *Develop an Activities Programme and Calendar of Events*
- Promoting educational interchange: *Recruit more Students from the Latin American Market*

2.2.4 Improved Opportunities for Local Business

Tourism provides the opportunity for entrepreneurship and business development at the individual, community and national levels. Examples of this in Barbados include local brands such as Walkers World, Medford Mahogany, Foster and Ince, and Earthworks, to name a few. Creating opportunities for community participation in the planning of tourism products serves to enhance the likelihood for their involvement in the industry, and the ultimate goal of earning a livelihood and making a profit. Also important is the provision of mechanisms to market and distribute these products. Actions recommended to enhance opportunities for local tourism business (refer Report V, Sections 1.0 and 3.0, and Report VI) include:

- Development of mechanisms for distributing tourism information and introducing promotions: *Develop Tourism Information Booths, Develop a Barbados Shopping Guide*
- Opportunities to Promote Entrepreneurship in the Tourism Sector: *Rejuvenate Historic Speightstown, and Organise a Speightstown Festival Series*, in addition to local recommendations for market development and creative arts showcases
- Reward systems to encourage support for local tourism businesses and activities: *Develop an 'Experience Barbados' Rewards Programme*
- Web-based promotional and marketing opportunities: *Develop an Online Advertising Network for Local Products, Design an 'Experience Barbados' e-Book*
- Engaging taxi services: *Meter Taxis and Maxi Taxis, Develop Bajan Taxi Tours*
- Performing arts opportunities: *Develop a Festival Series at Park Sites*
- Agro-tourism development: *Develop an Island Farm Festival, Promote the Development of Parish Markets*

2.2.5 Increase in the Level of Rural & Urban Development and Social Amenities

Many rural and urban centres in Barbados are in need of revitalization to meet the needs of both the host population and the visitors. The TMP has proposed strategies and actions that would encourage this revitalization, which are in keeping with the guidelines of the Physical Development Plan (Government of Barbados, 2003) that delineates the parameters for the development process on the island.

These strategies and actions aim to meet the standards for social, environmental, spatial and visual impacts, ensuring ongoing improvements of social amenities for residents. They increase the number of activity areas across Barbados, and are designed to take into account the location with a view to reducing impacts where possible while maintaining the concentration of physical development in designated tourism areas. This can lead to an increase in the distribution of both resources and benefits to communities, thereby building community spirit, improving social infrastructure (e.g. schools, libraries, internet cafés, health care facilities, etc.), revitalizing town life, and improving public amenities for the general public. Most importantly, they also address the needs of the physically challenged or aging population, such as accessibility and specialized activity options. The recommended actions (refer Reports II, V and VI) include:

- Environmental and land use improvements: *Improve the Garrison to Oistins Corridor, Revitalize Historic Oistins*
- Revitalization of degraded sites: *Preserve the Lighthouses*
- Maintenance of 'windows to the sea': *Preserve and Enhance Open Windows to the Sea*
- Opportunities for introduction and planning by the community: *Organise a Speightstown Festival Series, Develop a Programme for a Greener Bridgetown, Create a Hometown Heritage Park*
- Accessibility improvements: *Facilitate Beach Access for the Disabled, Provide Opportunities for Accessible Sailing*
- Activities for seniors: *Develop Art Opportunities for Seniors*
- Improving on-island and regional transportation/ connectivity: *Improve Access Through Eastern and South-Eastern Areas, Improve Oistins Centre Circulation Patterns, Implement a Speightstown Shuttle Service, Develop a Ferry Service Between Barbados and Other Caribbean Islands*

2.2.6 Strengthening Human Resources

Tourism is a people industry – run by people for the enjoyment and livelihood of people. According to Gawler (2013), “a community involved in the planning and implementation of tourism has a more positive attitude, is more supportive and has better chance of making a profit than a population passively ruled – or overrun – by tourism”. Actions have been recommended (refer also Report V, Part 2, Section 3.0) to create and enhance the ability of Barbadians to participate in all aspects of tourism planning and implementation through skills upgrading, confidence and capacity building training opportunities:

- Encouraging local input into product enhancement: *Gain Feedback on Visitor and Local User Experience*(refer Action 1.2-2 in Section 2.4)
- Development of Human Resources through strengthening of leadership capacity, and the assessment of tourism industry needs and improving communication between stakeholders: *Strengthen Leadership Capacity in Hospitality Organizations* (refer Action 3.1-4 in Section 1.5)
- Enhancing capacity with regard to local bodies in sports and creative arts: *Develop a Barbados Sports Tourism Association, Create a Barbados Festival Arts Association*
- Training for industry workers such as chefs, security personnel: *Develop a Caribbean Culinary Institute, Train Safety and Security Personnel*
- Linking people, promoting the skills and competencies and marketing/branding products and services to enhance identity: *Organise a Faith Tourism Expo, Promote a Tourism Information Public System Project*
- Web Portal development: *Create a 'Bajan Spoon' Electronic Application, Create a Health & Wellness Inventory and Web Portal, Develop an 'Experience Barbados' Rewards Programme, Develop an Activities Programme and Calendar of Events*

2.2.7 Involving the Youth

According to the White Paper, “involving the youth to secure the future is one of the key fundamentals to transforming the Barbados tourism industry” (Strategic Solutions Inc., 2012, p. 54). Thus, a number of proposed Actions have been designed to engage local youth in the Visitor Economy, and create exciting travel, entertainment and educational opportunities for young visitors as follows (refer Section 4.0 and 5.0; and Report V, Part 2, Section 3.0):

- *Develop an Online Platform of Student Promotions*
- *Establish a Reward Programme for Student Involvement in Tourism*
- *Develop a Programme for Exploring Communities*
- *Implement a ‘Journey to Barbados’ Competition*
- *Organise Youth in Tourism “Speak-Out” Activities*
- *Organise Careers Awareness Initiatives for the Tourism Sector*
- *Establish a Reward Programme for Student Involvement in Tourism*
- *Develop an Annual Youth Sports Festival*

2.2.8 More Entertainment and Recreational/Socialising Opportunities

One of the exciting spin-offs of developing attractions for the visitor economy is that in addition to employment opportunities, the host community has a wider range and diversity of entertainment and recreational choices. To this end, the TMP proposes a series of Actions (refer Report V, Part 2, Section 3.0 and Report VI) that will increase the variety of attractions through the introduction of new options, as well as the refurbishment and revitalization of existing ones:

- *Facilitating involvement in local attractions: Develop a ‘Playcation Barbados’ Programme, Develop Barbados National Park Adventure Tours, Create Natural Heritage Tour Packages*
- *Proposals for the rehabilitation and presentation of Barbados’ many cultural heritage and natural attractions: Examples include Refurbish Morgan Lewis Mill and Environs, Preserve the Lighthouses, Create Natural Heritage Tour Packages, and others presented throughout Report VI*
- *Develop a “Discover Barbados” Centre at the Bridgetown Port*
- *Development of activities packages that would cater to the Silver Market: Develop a Silver Market Activities Package, Develop Art Opportunities for Seniors*
- *Sporting development: Promote Extreme Sporting Events, Develop an Annual Youth Sports Festival*
- *Faith tourism experiences: Develop Additional Faith-Based Performance Events; Plan a Series of Heritage Church Tours; Develop the Nidhe Israel Synagogue and its Historic Environs*

2.2.9 Promotion of Healthy Lifestyles

Barbados has long been a destination for health and wellness, associated largely with its “sun, sea and sand”, and its range of spa treatment offerings. This has been extended more recently through its alternative medicine, healthy food and meditation offerings. Actions have been recommended (refer Report V, Section 3.0 and Report VI) to promote these products and services and help to ensure that Barbados meets international certification standards, including:

- Experiencing the natural environment: *Create Natural Heritage Tour Packages, Develop an Eco-Centre in the Scotland District, Develop Barbados National Park Adventure Tours, Develop a Health Retreat on the East Coast*
- Sporting opportunities: *Organise National Parish Games, Develop an ‘Extreme Barbados’ Programme*
- Promoting Health & Wellness: *Develop a Herbal and Medicinal Interpretive Centre, Create a Health & Wellness Inventory and Web Portal, Develop a Health Retreat on the East Coast*
- Providing Culinary experiences: *Promote Bajan Food Facts*
- Supporting leisure and recreation activities: *Develop a ‘Playcation Barbados’ Programme, Develop a Framework to Enhance the Domestic Tourism Industry*

2.3 Management of Potential Negative Impacts

Unfortunately tourism, while socially beneficial, can also result in negative fallout. Based on comments received from members of the public who attended the series of Town Hall meetings convened to contribute to the preparation of the White Paper on Tourism Development in Barbados, it is clear that some Barbadians are not satisfied with the current state of the industry:

- “In the 1970s there was a lot of interaction between the hotels, guests and the public but we are now creating some antagonism against the very persons that we need.”
- “Locals should be treated like guests when they spend time at hotels. Not only ‘white’ people are guests.”
- “I want to see tourism having less importance and the focus being placed on the development of Barbados for Barbadians. When the services, road tennis, hiking, etc. are developed for Barbadians, then people can visit the island and pay for it in order to benefit from it.”

There has also been the recent spate of crimes against tourists in the past months. In Section 6.0, research revealed that Barbados and the Caribbean in general are still considered as safe havens for visitors because the region has remained for the most part outside the path of acts of terrorism. However, it was noted that “incidences of crime, harassment, drug trafficking and sickness and health fears have been occurring with increasing regularity, the fallout from which can and has negatively impacted our tourism product although thankfully, it has not reached crisis proportion as yet.” What is therefore absolutely essential is that any negative social effects are carefully managed so that they do

not escalate to crisis levels. A number of actions have been proposed (refer Section 6.0) that will serve to address and avert these negative trends, including:

- Development of a basic training module for all persons entering the safety and security industry to ensure uniform training and practice among all safety and security providers: *Security Training Module*
- Response to urgent visitor security needs: *Safety and Security Rapid Response Committee*

2.3.1 Raising Tourism Awareness

The full involvement of all stakeholders is critical to the success of the tourism sector. Therefore it is essential to ensure that current and potential players fully understand the importance of the industry to their livelihoods and provide them with opportunities to participate. In this regard, the following Actions have been proposed (refer Section 4.0, and Report V, Section 3.0 as well as Report VI):

- Introduction of mechanisms for expanding the local knowledge base and scope of education, in addition to reducing misinformation:
 - Up-to-date tourism awareness: *Promote a Tourism Information Public System Project, Develop Tourism Information Booths, and Appoint Tourism Ambassadors*
 - Engaging communities, schools and other educational organizations: *Prepare UNESCO World Heritage Educational Kits, Develop a UNESCO World Heritage Mobile Exhibition*
 - Broader tour options: *Develop an' i-Tour Barbados' Electronic Application, Develop River Boat Tours in Bridgetown, Showcase Heritage Sites and Attractions Package, Develop Barbados National Park Adventure Tours*
 - New multimedia events: *Create a Multimedia Extravaganza to Commemorate the History of Barbados*
- Creation of a high visibility Tourism Awareness Exhibit: *Develop a High Visibility Tourism Awareness Caravan*

2.3.2 Developing an Attitude that Promotes Stewardship in Barbadians

Inappropriate attitudes and behaviours can have a negative impact on the tourism industry. One example is the problem of litter that can be seen strewn across the Barbados landscape. There is a need to foster a greater spirit of environmental stewardship in Barbados, most importantly in sensitive ecological areas in both the marine and terrestrial environment that support the visitor economy. To this end, the TMP proposes strategies and actions (refer Report II, Section 3.0 and Report V, Part 1, Section 2.0) that would lead to environmental integrity and conservation for future generations as follows:

- Promoting the use of alternative energy and water conservation in the tourism sector: *Implement an Energy Saving Programme for the Tourism Sector*
- Supporting the CHENACT initiative and hotel sustainability programmes: *Greening the Accommodation Sector, Develop an Energy Credit Programme*

In addition, there are a number of proposed actions (refer Report II, Report V, Part 2 and Report VI) that are designed to stimulate pride among local communities, including:

- Enhancing civic pride: UNESCO - *Support the Initiatives of the Barbados Garrison Historical Consortium*; a series of proposed UNESCO World Heritage projects
- Philanthropy: *Develop a Diaspora Philanthropic Programme*
- Promoting environmental stewardship: *Implement a Reforestation Programme, Develop an Environmental Stewardship Programme, Develop a Programme for a Greener Bridgetown, Create an Environmental Hotline, Support the Waste Reduction Programme*
- Event support: *Develop an 'Experience Barbados' Rewards Programme, Appoint Tourism Ambassadors, Develop an Activities Programme and Calendar of Events*

2.3.3 Protecting Coastal and Beach Access

The loss of “windows to the sea” is a complaint frequently made by Barbadians in the print and electronic media. In addition, the existing access to some beaches is insufficient and inadequate. These are problems for both the host and visitor populations – visitors want to have views of the ocean as they travel along the coasts; locals consider the loss of the “windows” to the sea as a loss of part of their birthright as Barbadians. In addition, both locals and visitors are at risk when they have to traverse busy coastal roads, without sidewalks or adequate parking facilities, in order to gain access to the beaches. Many of the beach accesses are too narrow in some instances, or not properly maintained (see Figure 2.2).



Figure 2.2. Variety of beach access in Barbados (Photos by CERMES, UWI Cave Hill).

Once on the beach, there are increasing trends for the placement of beach umbrellas and chairs which can at times lead to congestion. There is also the danger posed by vendors that bury and leave sharp metal holders in the sand for securing beach umbrellas, (see Figure 2.3).



Figure 2.3. Typical beach umbrella usage (left) and metal holder for beach umbrella buried in the sand at Accra beach (right; CERMES, UWI Cave Hill).

The TMP recognizes these challenges, and aims through its recommended strategies and actions to reduce the footprint and intrusion of negative social impacts on beaches and coastal areas of Barbados. It is important to preserve the remaining windows to the sea through prohibiting further development, and, where possible, reclaim sea views and improve visitor management on beaches. Recommendations within the TMP (see Report II, Section 3.0 and Report VI) are aimed at:

- Promoting environmentally sensitive and sustainable coastal land use: *Preserve and Enhance “Open Windows” to the Sea*
- Improving waterfront activity: *Revitalize Historic Oistins*
- Improving awareness of sustainable coastal use: *Conduct a Sand Fluidization Programme for Beaches*

2.3.4 Monitoring Tourism Impacts

Ensuring that the impacts of tourism on a destination are monitored and managed is an important component of a sustainable tourism industry (see also Report II, Section 2.3). The TMP proposes strategies and actions for monitoring the visitor economy to ensure that development and management of the destination is in line with the aspirations of local communities, while providing rewarding experiences to the island’s visitors. Recommended actions include data gathering that should be conducted at specified intervals to provide a monitoring mechanism on the impact of TMP implementation, and the extent to which the actions are successful. Recommended actions include:

- *Data gathering on community perceptions towards tourism* (refer Action 3.2-6)
- *Measuring the impacts of tourism on the local communities and the environment* (refer Actions 5.1-10 and 5.1-11)
- *Creating and operating a central repository and portal for tourism research storage and dissemination* (refer Action 1.1-4)
- *Gain feedback on visitor and local user experience* (refer Action 1.2-2)

2.4 Action Recommended to Address Social Impacts

In addition to the recommended Actions listed in Sections 2.2 and 2.3 and more fully described in other supporting TMP Reports II, IV, V and VI, the following Action is designed to review the range of social impacts associated with the tourism sector. This Action is in support of Strategic Imperative 1 on '**Base Decisions on Comprehensive, Accurate, and Timely Data/Information**' and corresponding Strategy 1.2 which states: '*Promote ongoing monitoring of the BVE within the wider regional and global environment to evaluate Barbados' performance against best practice in order to position it for enhanced competitiveness*' (refer Report I, Sections 4.4 and 5.0).

1.2-2 Gain Feedback on Visitor and Local User Experience

Description:

The implementation of a survey system through which both locals and visitors can provide year round feedback on their experiences. The White Paper stipulates that future tourism planning should "*involve community leaders and residents in national branding campaigns empowering authentic articulation of their heritage, culture and image*" (Strategic Solutions Inc., 2012, p. 227). This proposal aims to create one consistent avenue for input by residents, domestic visitors and interested stakeholders.

Expected Outcomes:

- More wide-ranging, regular, input into a wide range of products and experiences at more locations island-wide
- The survey would provide a responsive tool for understanding human and social impacts across various sectors
- Access to broader responses, particularly from locals, for assessment and future planning by tourism stakeholders, as well as the ability to gauge challenges within the Domestic Tourism market
- Facilitation of input from stakeholders who are not specifically visitors but are involved locally
- The impact of tourism awareness or branding campaigns locally can be assessed
- Expansion of statistical data sets gathered through CTO visitor surveys conducted at GAIA

Guidelines for Implementation:

- Design a short form survey sheet to gather key data and information regarding tourism experiences
- Survey modules and associated survey forms/cards will be installed at prime visitor locations, such as ports of entry, in addition to high density sites such as hotels, bus terminals, or malls
- Local promotion of the system will be necessary to encourage participation
- Survey would be assessed monthly and tabulated data distributed to relevant governmental or nongovernmental stakeholder organizations for use in national or community programmes

Challenges With Implementation:

Comprehensive assessment of the information

<p>Recommended Implementation Agency: Ministry of Tourism</p>
<p>Priority / Implementation Timeframe: High/Short Term: This is viewed as a sustaining priority action in the TMP Implementation Plan (refer Report I, Section 5.0)</p>
<p>Target Users:</p> <ul style="list-style-type: none"> • Visitors and locals • All tourism stakeholders
<p>Who Benefits:</p> <ul style="list-style-type: none"> • Visitors and Locals
<p>Risks: Low participation by visitors and locals</p>
<p>Estimated Costs:</p> <ul style="list-style-type: none"> • Survey design– BDS\$10,000 • Production and installation of survey modules- BDS\$12,000 • Promotion - BDS\$10,000 • Survey assessment and distribution - BDS\$7,000 per month
<p>Source Of Funds: Ministry of Tourism</p>
<p>Revenue Generation Potential: Indirect through improved visitor satisfaction</p>
<p>Further Development Work Required: Design of survey content and planning of locations for modules</p>
<p>Other Considerations: Linkages with Marketing; Visitor Markets Research and Data Management</p>

3.0 Institutional Strengthening

Summary

The Tourism Master Plan provides a framework of strategic action for improving the infrastructure and visitor experience, and the benefits derived from the Visitor Economy by all stakeholders and the general public. In particular, the TMP outlines the leadership role of key stakeholder institutions in implementing the recommendations. However, it would be unrealistic to expect that different results and benefits in the future will be achieved utilizing the same structures and approaches of the past. Achieving the expected outputs from the TMP will require significant change within the major institutions, which will be primarily in the areas of structure, leadership, staffing and programme approaches.

In reviewing the institutional issues, the experience of the last 15 years suggests that while many excellent recommendations have been made, few have been implemented. In particular, only a few of the comprehensive recommendations from a 1998 Institutional Assessment component of the Barbados Tourism Development Programme have been implemented. *It is likely that the TMP may suffer the same fate in 5 – 10 years unless there is a serious realignment of the focus and operations of key institutions.*

While reiterating the value of tourism as Barbados' primary industry that has a significant and even catalytic role to play in economic development, the White Paper recognized the urgent need to *“strengthen the institutional framework of the tourism sector...and for stakeholders to think strategically, creatively and ‘out of’ the box... (and to make)... a paradigm shift in thinking that is required for tourism to survive and prosper”* (Strategic Solutions Inc., 2012, p.28).

Successful implementation of the TMP will depend to a significant degree on the organizations responsible for providing leadership for the process and their approach to planning, coordinating, implementing and monitoring the changes required. Critical issues identified in the Institutional Assessment (1998) were further corroborated in the White Paper (2012) and the Institutional Assessment and Prior Options Scenarios Assessment of the Tourism Sector (2012), which provided an analysis of the major Government tourism institutions and outlined recommendations for the restructuring of the key institutions.

While the process is already underway for the restructuring of the roles and mandates of the primary public sector organisations (the BTA and MTI), the changes required to reduce the debilitating impacts of the fragmentation in the sector will not be achieved through organizational restructuring alone. They will require specific organizational change efforts to gain consensus on, and buy-in to, a different modality of operation and approaches which will enhance communication, reduce 'siloism' and build more collaborative relationships in the sector.

Facilitating Organizational Change

Building organizational capacity and institutional strengthening must include addressing the issues and challenges related to institutional and organizational change. Notably, the approach that is typically used for restructuring and staffing government agencies will not suffice. The current crisis demands more urgent and drastic solutions and strategic leadership approaches to achieve the goals of creating a more sustainable industry. However, in spite of the rhetoric on the need for change, a critical question remains:

Is the crisis felt deeply enough to spark the willingness and commitment among senior decision-makers to make the hard decisions and undertake the critical changes that are required to turn the industry around?

Making the quantum shift required in the tourism industry and maximizing the potential of the Visitor Economy will require policy shifts, as well as organizations and their leadership that are committed to adopting new approaches at both management and operational levels.

Cross Cutting Factors in the Institutional Change and Strengthening Process

In addition to streamlining structural relationships other priority areas need to be addressed in the process of strengthening tourism institutions, including:

Vision – Ensuring that all the Key Tourism Stakeholders buy-in to this vision and use it as a focal point for their strategic objectives and activities. The broad vision for the tourism sector is *delivering an unmatched experience that is truly Barbadian, created by a warm, welcoming, friendly people, ensuring benefits to the entire nation.*

Leadership – Leaders in the tourism sector not only need to ensure that their organizations “buy-in” to the tourism vision, but must also take a proactive role in planning to achieve the mandates of the organization within the context of this vision. Consequently, as part of the organizational development process, greater emphasis must be placed on building strategic leadership and coaching skills (refer Action 3.1-3 in Section 3.9).

Building Collaboration, Cooperation and Communication (CCC)

Developing collaborative approaches is a critical element to counter the “silos” which are said to exist between the respective organizations. While some initiatives have already been taken, much more needs to be done to ensure that there is effective “CCC” between the various agencies. In this regard, the MTI needs to play a leadership role in facilitating inter-sectoral consultation and collaboration. More effective use of technology and ICT systems can support better communication and will require an analysis of existing systems and ways in which these may be streamlined to operate more effectively in the short and medium term.(refer Action 3.1-1 in Section 3.9; see also Report IV, Section 1.0).

Recommended Actions for Strengthening Tourism Institutions

In order to address institutional change in the tourism sector, the following Actions are recommended in support of Strategic Imperative 3 on '**Change the Tourism Mindset**' and corresponding Strategy 3.1 which states: '*Enhance leadership capacity to promote visionary direction, energy, and focus among the diversity of stakeholders within the BVE*' (refer Report I, Sections 4.4 and 5.0).

3.1-1 Enhance Tourism Stakeholder Collaboration– Establishment of mechanisms, modalities and commitment to improve Communication, Coordination and Collaboration (CCC) among key tourism stakeholders, which would contribute to the achievement of organizational goals and tourism sector development. The White Paper on Tourism Development as well as numerous studies and plans have highlighted the need to strengthen relationships and improve communication, coordination and collaboration within and between key tourism organizations in the process towards achieving many of the goals of a strategic tourism plan. Many initiatives have been taken with varying degrees of success, and often undermined by organizational insularity and/or counter-productive or ineffective interpersonal relationships – which need to be addressed and may require a shift in some of the organizational cultures. Such changes should be implemented utilizing an explicit change management strategy.

3.1-2 Align Key Tourism Sector Institutions –This pertains to restructuring and realignment of the portfolios of key public sector stakeholders in the tourism industry. Both the White Paper (2012) and Prior Options Scenarios Assessment (2012) highlighted the need to separate marketing and product development functions. The BTII already has a track record of effective development - primarily in the area of infrastructure development. It is proposed that rather than creating a new organization (the Barbados Tourism Product Agency, BTPA), it would be more cost effective and efficient to bring the BTII under the mandate of the MTI and expand its mandate to include product development. This would also ensure that the key elements for tourism development – policy, marketing and product development fall under the ambit of the Ministry. Implementing such changes should utilize an explicit change management strategy.

3.1-3 Enhance Strategic Leadership in Tourism– This focal area involves the development of approaches to enhance leadership effectiveness and strategic orientation within key tourism stakeholders. The White Paper (2012) and Prior Options Scenarios Assessment (2012) highlighted that strategic leadership was one of the critical elements for improving organizational capacity, achieving the change required of the major tourism organizations in order to address the pressing issues in the tourism sector. Facilitating leadership development should utilize an explicit change management strategy.

3.1 Introduction

The Tourism Master Plan provides a framework of strategic action for improving the following aspects of the infrastructure and visitor experience, and the benefits derived from the Visitor Economy by all stakeholders and the general public. In particular, the TMP outlines the leadership role of key stakeholder institutions in implementing the recommendations. It would be unrealistic to expect that different results and benefits will be achieved in the future, while utilizing the same structures and approaches of the past. Achieving the expected outputs of the TMP will require significant change within the major institutions –primarily in the areas of structure, leadership, staffing and programme approaches.

The 1998 Institutional Assessment component of the Barbados Tourism Development Programme presented viable structural and programme options for improving the operations of the Sector (ARA, 1998). While there have been intermittent efforts for the reorganization of the sector, and specifically in the leading institutions such as the Ministry of Tourism (MTI), the Barbados Tourism Authority (BTA) and the Barbados Tourism Investment Inc. (BTII), most of the recommendations from this 1998 Assessment have not been implemented. Indeed, the current leadership and staff of these leading organizations are not even aware of recommendations from 1998. It is likely that the TMP may suffer the same fate in 5 - 10 years unless there is a serious realignment of the focus and operations of the key institutions.

While reiterating the value of tourism as the Barbados ‘Number One’ industry, which has a significant and even catalytic role to play in economic development, the White Paper on the Development of Tourism in Barbados recognized the urgent need to “strengthen the institutional framework of the tourism sector and to facilitate environmentally and socially sound tourism investments” (Strategic Solutions, 2012, p. 28). Given the rapid changes in the global environment, the White Paper also identified “the urgent need for stakeholders to think strategically, creatively and ‘out of’ the box... (and to make) ...a paradigm shift in thinking that is required for tourism to survive and prosper” (Strategic Solutions Inc., 2012, p.28).

It is fully recognized that decisions are now being considered relative to significant restructuring of the BTA and the MTI that will support the framework for change. However, there is also an urgent need for a shift in norms, i.e. how people do things. The changes required will not be achieved through organizational restructuring alone, but through deeper organizational change efforts needed to gain consensus on, and buy-in to, a different modality of operation.

3.2 The Context

Successful implementation of the TMP will depend, to a significant degree, on the organizations responsible for providing leadership for the process and their approach to planning, coordinating, implementing and monitoring the changes required. In this regard two critical factors are vision and capacity: the articulation and agreement between key organizations to a common vision for the sector; and the willingness of organizations to

undertake the measures that will strengthen their respective capacities and improve the level of inter-agency coordination to implement this vision.

These were some of the major issues outlined in the White Paper, which noted that “the Barbados tourism industry has been plagued with a level of fragmentation that is having a debilitating impact on the sectors efficiency, competitiveness and responsible for global market dynamics” (Strategic Solutions Inc., 2012, p. 89). The White Paper underscored the need for the restructuring of the key institutions, a task which is currently underway, but for which alternatives are proposed.

The White Paper also echoed the concern clearly expressed in the 1998 Institutional Assessment which pointed to the need for a Tourism Sector Plan to guide the development of the sector, and also highlighted the lack of communication and cooperation between the key players as some of the most critical areas that would affect the achievement of the sector’s goals (ARA, 1998, p. iv).

While noting that tourism sector organizations had made efforts to address issues that confronted them, the 1998 ARA proposals cited two specific institutional concerns that diminished the effectiveness of these organizations and the industry as a whole (ARA, 1998, p. iv and p.18-19):

Public sector constraints and concerns with staff productivity due to:

- *Formal and hierarchical structure and management practices;*
- *Compensation levels which lag behind private sector levels;*
- *Staffing procedures which can result in severe shortages in some areas and inappropriate assignment of staff in others.*

Fragmentation within the sector leading to:

- *Gaps and overlaps where some important functions are not sufficiently supported;*
- *Impediments to decision making where decisions and actions of one organization impacts on the operations of others; and*
- *A lack of critical mass and support services caused by the presence of many small organizations and the resulting lack of critical mass for cost effective operations.*

The report also emphasized the need for realignment of the public and private sector functions and the identification of mechanisms for coordination, cooperation and communication (CCC). These issues were echoed in the White Paper and are equally valid today.

The 1998 ARA Institutional Assessment also identified key institutional issues and proposed a three-step change process: strengthening capacity, organizational rationalization and modernization, creating more autonomy and accountability and delegating functions of NGOs (ARA, 1998 P18 – 20). The White Paper also reviewed issues affecting organizational capacity. In presenting a vision for effective participation and collaboration, it echoed the

concerns identified in the 1998 Assessment, and made proposals for addressing some of these gaps (Strategic Solutions, 2012, pp.192 -193).

Critical issues identified 15 years ago were further corroborated in the Institutional Assessment and Prior Options Scenarios Study (2012) of the tourism sector, which provided an analysis of the major tourism institutions. This study undertook an in-depth assessment of the critical Government institutions and utilized a Prior Options approach to i) review the functions of each institution, to determine whether it should be abolished, privatized, contracted out, or carried out by public servants; and ii) analyze financial and other information about the entity, to see whether it could become more efficient and effective (Julian Laite Consulting Ltd., 2012, p. 1-8 and p.1-10).

The Prior Options Scenarios Study (2012) presented a comprehensive analysis of the issues and challenges facing these key Government tourism institutions and made substantive recommendations for their restructuring. It concluded that to enable the tourism sector to be a key driver for the Barbadian economy:

- The MTI must provide strategic leadership for industry stakeholders and stimulate a climate of public-private sector partnership, underpinned by robust research, analysis and mentoring
- Product development must be at the core of MTI policies and the activities of the BTA and BTII
- The policy of supporting airlift through the minimum revenue guarantees would be reviewed and is proposed to be terminated at the earliest opportunity.

The TMP team did not undertake a separate study of these institutions. However, while it is agreed with many of the issues and challenges identified in the Prior Options Scenarios Study (2012), the TMP discussions with the leaders and staff of the key stakeholder institutions have led to different conclusions on the structures required to implement the recommendations of the TMP and drive a successful visitor economy.

Table 3.1 summarizes some of the critical issues identified in previous assessments and the current TMP, and recommendations for action aimed at strengthening the primary Government tourism institutions.

Table 3.1. Overview of issues and recommendations for institutional strengthening from 4 separate assessments of the tourism industry.

Year	1998 - Tourism Development Sub Programme A	2012 - White Paper on Tourism Development	2012 - Institutional and Prior Options Assessment	2013 - Tourism Master Plan
Vision	Important to define the direction for tourism sector	Developing a shared vision among all key stakeholders to achieve a common goal of developing a world class tourism industry	The vision of tourism institutions must complement each other	Build on the shared vision for the sector and outline how each organization's work contributes to achieving this vision
Leadership	Lack of effective strategic planning and coordination of activities	The MTI should have the dynamism to guide and drive the transformation process for the sector	The MTI must provide strategic leadership for industry stakeholders and stimulate a climate of public-private sector partnership, underpinned by robust research, analysis and mentoring	Build the capacity of leaders in key stakeholder organizations to plan and take strategic action to foster the required changes in organizational structure and operations to support the visitor economy
Fragmentation	Too many organizations acting without reference to others	Development of horizontal and vertical linkages among relevant institutions; Tourism can play a major role in the development of inter-sectoral linkages	Improve the synergy and cooperation between central Ministry and public sector bodies	Identify with leadership the value to be gained from effective collaboration with other organizations
Communication Cooperation, Coordination (CCC)	To get tourism sector organizations working in concert	Development of a strong culture of cooperation that embraces a philosophy of strategic partnership	Improve mechanisms for communication and collaboration within and between major institutions	Facilitate innovative processes for sharing information across agencies and fostering collaboration on joint activities.
Gaps in tourism functions	Many key functions not being carried out by any entity	Development of an integrated approach to policy formulation and planning at the ministerial, sectoral and national levels	Identified areas where too much emphasis is placed (e.g. airlift) and major gaps in product development	Identify approaches to fill gaps in activities required to support and promote an effective visitor economy

Year	1998 - Tourism Development Sub Programme A	2011 - White Paper on Tourism Development	2012 - Institutional and Prior Options Assessment	2013 - Tourism Master Plan
Area of Focus				
Governance	Concern about capacity of Boards to facilitate transformation of the sector	Urged new model for effective administration and development of the sector to address systemic inconsistencies and inefficiencies	Outlined options to address institutional structure and capacity issues including strengthening policy function of MTI and formation of a separate Product Authority (BPTA)	Proposed realignment of organizational structure and mandate to enhance marketing with the BTA and including product development in BTII's mandate
Productivity	Staff and organizational productivity seems low	Staff are de-motivated often by the bureaucratic process which inhibits or delays action	Staff functions in most organizations are not streamlined and wastage resulting from duplication of efforts	Undertake an assessment with each organization to determine factors which impact on staff morale, productivity and organizational performance.
IT / Technology support	This will provide a core for development of new business processes, re-organization and increasing productivity	Utilise ICTs more effectively in marketing and product development	ICT seen as a critical element to support marketing and product development	Maximize the use of ICTs in all aspects of implementation of the TMP, and particularly in marketing initiatives
Stakeholder Involvement	Foster greater involvement of Barbadians through support of tourism educational campaigns	Facilitation of the participation and involvement of stakeholders...at all levels of the tourism development process	Highlighted importance of effective collaboration between public and private sector stakeholders	Outlined strategies to foster and facilitate effective linkages with stakeholders at all levels so they understand the impact of the Visitor Economy in their lives
Alliances	Build more effective relationships and alliances	Forging strategic alliances with regional and international agencies	Value of alliances with external stakeholders	Building alliances with external stakeholders will strengthen the visitor economy

3.3 Overview of Primary Tourism Organizations

It is important to identify what currently exists, before identifying what needs to change. Table 3.2 presents a comparative summary of the Mandate and Role, Vision, Mission and Governance of the primary tourism organizations, including the Ministry of Tourism and International Transport (BTI), Barbados Tourism Authority (BTA), Barbados Tourism Investment Inc (BTII), Barbados Conference Services Ltd (BCSL), Barbados Hotel and Tourism Association (BHTA) and Tourism Development Corporation (TDC).

Discussions with leaders and senior officers have confirmed many of the challenges faced by each organization. The areas for change proposed by the TMP team are highlighted in italics.

Table 3.2. Snapshot of primary tourism organizations in Barbados.

	Ministry of Tourism & International Transport	Barbados Tourism Authority
Current Mandate and Role	The Ministry is responsible for tourism policy formulation, product development, research, local awareness and education. The Ministry also administers the Tourism Development Act.	The BTA is the sole Public Sector entity responsible for marketing Barbados as a tourist destination. The other major responsibility is product development.
Vision	Deliver an unmatched experience that is truly Barbadian, created by a warm, welcoming, friendly people, ensuring benefits to the entire Nation	To position Barbados as the premier globally competitive year round warm weather destination contributing to a sustainable quality of life for all Barbadians
Mission	To facilitate the sustainable development of Barbados' tourism industry through sound policy, strategic product development and quality research, grounded in our core values of professionalism, excellence and innovation.	
Governance	The MTI operates within the Ministerial structure, headed by a Minister, with a Permanent Secretary as the Administrative leader. The Ministry has two divisions: Research and Planning (including Product Development and Research) and Administration.	The Barbados Tourism Authority operates as a Statutory Board under Act CAP 342 1997. The Board of Directors of the Authority responsible for the execution of the policy of the Authority and includes the Permanent Secretary and representatives from both public and private sector bodies, and well as selected individuals. The president is supported by four Vice Presidents, each responsible for key overseas markets (USA, UK, Europe and the Caribbean and Latin America. Marketing and services Division provides support to the overseas

		offices and also monitors product quality assurance.
	Barbados Conference Services Ltd (BCSL)	Barbados Tourism Investment Inc. (BTII)
Current Mandate and Role	The BCSL is responsible for managing the conference facilities at the Lloyd Erskine Sandiford Centre.	The BTII has the primary responsibility for facilitating tourism investment in Barbados and the development of related private and public partnership activities
Vision	To become the No.1 choice in the Caribbean for hosting and managing meetings and events with highly skilled, service oriented personnel, cutting edge technology and a reputation for excellence working as a unified team to ensure financial viability	To be the lead Agency for facilitating investment in tourism and urban regeneration in Barbados.
Mission	We are a dynamic management company known for providing world class meeting and event facilities and for creating, managing and delivering experiences that bring people together in completely enriching and positively unforgettable ways.	To deliver excellent management of urban regeneration, participate in profitable joint venture projects and facilitate tourism investment.
Governance	The BCSL is a limited liability company, wholly owned by the Government of Barbados. The BCSL operates in four functional areas: Revenue generation, operations, HR and Finance.	The BTII is a limited liability company. The company operates in four functional areas: the CEO's office, Programme Division, Property Management and Accounts.
	Barbados Hotel and Tourism Association (BHTA)	Tourism Development Corporation (TDC)
Current Mandate and Role	Together with our members and our global public and private sector strategic partners, we strive to ensure that Barbados achieves and maintains the status of the most desired Caribbean destination for pleasure and business.	The TDC provides grant sponsorship to qualified, results-oriented initiatives that enhance the local tourism product and increase foreign exchange earnings – while enabling contributors to benefit from a 150% tax credit
Vision	To be the Private Sector organization providing national leadership for vibrant and sustainable tourism development.	To be the Catalyst for Positive Growth and Sustainability of the Tourism Industry in Barbados
Mission	Bringing people, research knowledge and technology together to resolve challenges of business and to provide strong advocacy while fostering unity amongst our tourism partners.	To continuously improve the sustainable growth of tourism in Barbados by being proactive and supportive of results-oriented plans and plans and programmes.

Governance	A 12 member Board of Directors governs the policies of the organization and includes representatives from the primary membership categories and strategic partners	The TDC was established as a non-profit organisation and, is governed by a Board of Directors and a Project Assessment Committee comprised of senior business executives who provide commercial insight towards the further development of the local tourism industry.
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3.4 Facilitating Organizational Change

In reviewing the institutional issues, the experience of the last 15 years suggests that while many excellent recommendations have been made, few have been implemented. It is therefore unproductive to speak about building organizational capacity and institutional strengthening without addressing the issues and challenges related to execution of initiatives and institutional and organizational change.

Best practice indicates that institutional strengthening is unlikely to be successful unless there is a “readiness” for change. The reality is that little has changed in the institutional structures and processes in the tourism sector over the last decade and more. The Barbados Visitor Economy, as in many other destinations, is in a crisis. Yet while this truism is repeated at all levels, from senior decision-makers in Government and within the organizations themselves, the question is:

Is the crisis felt deeply enough to spark the willingness and commitment among senior decision-makers to make the hard decisions and undertake the critical changes that are required to turn the industry around?

What is clear is that unless major decisions are made to restructure the manner in which the major entities carry out their portfolios, in another decade we will be still talking about the same issues and concerns. To continue tinkering at the edges without making the hard decisions will not achieve the creation of effective and efficient organizations in the tourism sector. The approach that is typically used for restructuring and staffing a government agency will not suffice. The crisis demands more urgent and drastic solutions if the pivotal institutions and their people are going to turn the industry around. It is therefore critical to ensure that persons in leadership positions adopt the strategic approaches needed to achieve the goals of creating a more sustainable industry.

John Kotter, widely regarded as one of the foremost international experts on the topics of leadership and organizational transformation, outlines an “8 Step” process for achieving the change that an organization desires (Kotter, 2012; see Table 3.3). These steps provide practical and relevant approaches that can contribute to transforming the organizations in the Barbados tourism sector.

Table 3.3. Eight step process for successful organizational change (Kotter, 2012).

Process for Successful Organizational Change
<p>Step 1: Establishing a Sense of Urgency</p> <ul style="list-style-type: none"> • Examining the market and competitive realities • Identifying and discussing crises, potential crises or major opportunities • Helping others see the need for change so they will be convinced of the importance of acting immediately
<p>Step 2: Creating the Guiding Coalition</p> <ul style="list-style-type: none"> • Assembling a group with enough power to lead the change effort • Getting the group to work together like a team
<p>Step 3: Developing a Vision and Strategy</p> <ul style="list-style-type: none"> • Create a vision to help direct the change effort • Develop strategies for achieving that vision
<p>Step 4: Communicating the Vision for Buy-in</p> <ul style="list-style-type: none"> • Using every vehicle possible to constantly communicate the new vision and strategies • Make sure as many as possible understand and accept the vision and the strategy. • Having the guiding coalition role model the behaviours expected of employees
<p>Step 5: Empowering Broad-based Action</p> <ul style="list-style-type: none"> • Getting rid of obstacles to change • Changing systems or structures that seriously undermine the change vision • Encouraging risk-taking and non-traditional ideas, activities, and actions
<p>Step 6: Generating Short-term Wins</p> <ul style="list-style-type: none"> • Planning for visible improvements in performance or “wins” • Creating those achievements or wins that can easily be made visible • Visibly recognizing and rewarding people who made the wins possible
<p>Step 7: Never Letting Up – Consolidating Gains</p> <ul style="list-style-type: none"> • Using increased credibility to change systems, structures, and policies that don't fit the vision • Hiring, promoting and developing people who can implement the change vision Reinvigorating the process with new projects, themes, and change agents
<p>Step 8: Anchoring New Approaches in the Culture</p> <ul style="list-style-type: none"> • Creating better performance through customer and productivity oriented behaviour, more and better leadership and more effective management • Articulating the connections between the new behaviours and organizational success • Developing the means to ensure leadership development and succession

Making the quantum shift required in the tourism industry and maximizing the potential of the Visitor Economy will require organizations that have a sense of urgency and are committed to changing their approaches – at both management and operational levels. It will require more effective frameworks for planning and monitoring activities, and changes in leadership styles to empower staff and get people into a new way of “doing things”. Integral to an

explicit change-management approach is the process of getting the buy-in and commitment from leaders, managers and staff – helping them to appreciate the need for change, and to develop an interest and provide support for building the knowledge and skills which will enable the organizations to operate more effectively. Even more important is to deeply seat the desire for change such that when the change does begin and when there are challenges with the change, leaders stay focused on the path ahead and understand what is required to reach the ultimate goal.

Applying the change management approach requires examining factors that will drive or inhibit change. Addressing these change factors will require a significant shift in how decisions are made. Some of these change factors are presented in Table 3.4.

Table 3.4. Factors impacting on the institutional change process in the tourism sector.

Drivers for Change	Inhibitors of Change
Some political leaders have recognised the crisis in the sector and the need for urgent action	Senior political decision makers may not fully understand the urgency of the crisis in this critical priority economic sector and be willing to make difficult decisions in a timely manner
Some organisational leaders recognise the crisis in the sector and the need for urgent action for the restructuring of key institutions	Senior leaders in the key institutions may not be willing to take the difficult decisions and take the action required to streamline and refocus their respective organisations
Some leaders who are willing to adopt more strategic approaches A broad vision for the sector has been developed	Leaders and bureaucrats who may thwart initiatives to change structure, staffing and processes The vision has not yet been translated into the action required to implement it
Interest in an integrated approach among some key institutional stakeholders	A continuing territorial approach resulting in "silos" in the activities of many individuals and institutions, in part resulting from a lack of trust
Capacity for innovation among many leaders in the sector	Bureaucracy in the public sector and in key institutions which may inhibit creativity, innovation and action

3.5 Proposed Institutional Framework

Both the White Paper and the Institutional Study explicitly recognized the need to separate product development and marketing initiatives for the sector, so that each could be addressed and strengthened in a comprehensive but complementary way. The documents reiterated MTI’s responsibility for leading the process and taking a proactive role. In this regard, the White Paper also underscored that “*structural reform of the Ministry will result in better synergies between all the relevant stakeholders*”. (Strategic Solutions Inc., 2012, p.31).

During the course of TMP production, pre-existing proposals for the restructuring of the BTA were approved by Cabinet, and the restructuring process started in 2014. Nevertheless, the TMP team had proposed an alternative which is presented below for the record. This alternative proposal is based on the premise that rather than develop new structures, existing structures would be streamlined and strengthened (refer Action 3.1-2 in Section 3.9). While fully appreciating that there would be overlaps and the need for mechanisms to foster communication and collaboration, the TMP Team recommended a revised structure that would enable Tourism Sector organisations to be more effective in carrying out their mandates (see Figure 3.1).

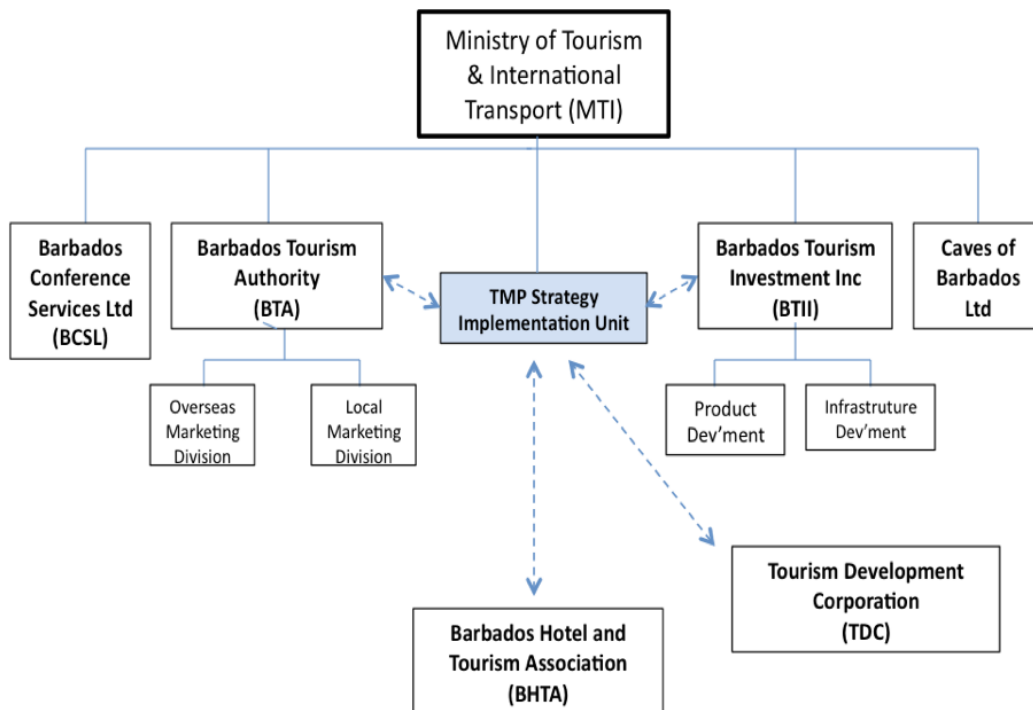


Figure 3.1. Proposals from the TMP Team for institutional structures and relationships in the Barbados Tourism Sector.

The structure proposed by the TMP Team for key institutional relationships is detailed as follows:

- The **MTI** would continue to play the leading role in the sector. With a primary role for preparing and implementing policy, the MTI would continue oversight of the major tourism institutions: the BTA - with its focus on marketing; the BCSL – promoting conferences at the LESC; and the Caves of Barbados.
 - In this scenario, the BTII would be relocated directly under the Ministry of Tourism, but its mandate would be expanded from infrastructure development to include product development.
 - Within the MTI, the *Tourism Advisory Council* would provide a point of coordination and the *Research and Data Management Unit* would provide information to all the stakeholders.
 - A *TMP Strategy and Implementation Unit* of the Ministry would be established with representation from the BTA, the BTII, the TDC and also from the BHTA. Given the wider range of private sector linked activities, it was also proposed that some staff of the TMP Strategy and Implementation Unit should have private sector experience.
- The **BTA** would focus on marketing only, with two Divisions to manage initiatives for Overseas and Local Marketing respectively. The current product development activities under the BTA would be relinquished to the BTII.
- The **BTII** would be relocated from the Ministry of Finance (MFE) to the MTI. The BTII would also have two Divisions: one to continue its previous *Infrastructure Development* portfolio, and the other to include a *Product Development* portfolio. The new “combined” mandate and structure would enable it to work effectively in both public and private sector initiatives.

The TMP Team suggested that the new structures, properly implemented under the leadership of the MTI could leverage the strengths of the existing agencies and enhance synergies between Product Development and Marketing - two critical areas in the successful implementation of the TMP and in the effective development of the Visitor Economy.

3.6 Wider Institutional Linkages in the Public Sector

The focus of institutional activities for the tourism sector has generally been on the major tourism institutions themselves. However, the activities of many public and private sector organizations and institutions directly impact visitors and persons working within the hospitality sector. In examining the institutional requirements of the visitor economy, it is important to identify the linkages within and between other Government institutions or departments who provide critical services.

Some of the Ministries and their respective departments with direct linkages to the Visitor Economy are shown in Figure 3.2.

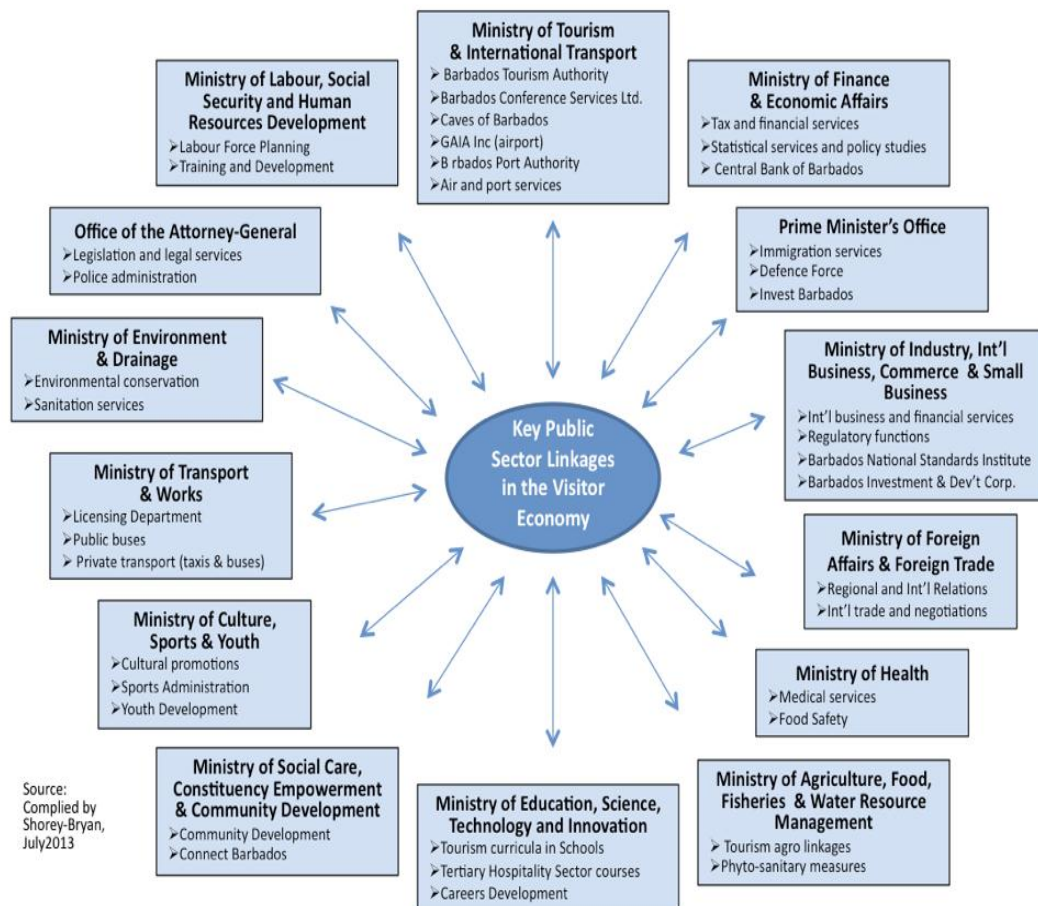


Figure 3.2. Key public sector linkages in the Barbados Visitor Economy.

3.7 Cross Cutting Factors in the Institutional Change and Strengthening Process

Outlining structural relationships is only part of what is required for sustainable tourism development. The White Paper highlighted factors that would create successful tourism products and the way they are developed and operated. In particular, it emphasized the need for “streamlining of key tourism institutions to better respond to the planning, strategic marketing, product development, research, visitor and administration needs of the industry” (Strategic Solutions Inc., 2012, p.38). Regardless of the final decision or option selected by the Government of Barbados for the restructuring of the sector, there are priority areas that need to be addressed in the process of strengthening the tourism institutions as follows:

Priority Area 1: Vision

The various studies clearly identified the need for a common vision for the tourism sector. This vision was finally created in 2011 as part of the process for preparing the National Host Programme, when stakeholders representing the Social Partners (public, private, labour) joined the Minister of Tourism and International Transport in a Visioning Workshop (Strategic Solutions Inc., 2012, p.60). This was an important step in building an integrated and

coherent approach to the development of tourism and its contribution to the economy of Barbados. This vision will not be achieved unless all the key tourism stakeholders buy-in to this vision and use it as a focal point for their strategic objectives and activities. The broad vision for the tourism sector is:

Delivering an unmatched experience that is truly Barbadian created by a warm, welcoming, friendly people, ensuring benefits to the entire nation.

Priority Area 2: Leadership

The White Paper called for a “*strong consensus of the island’s leaders and the general public, so that the tourism sector will receive the full support it needs...*” (Strategic Solutions Inc., 2012, p.30). Enhancing leadership capacity is a critical element in the organizational change process. Leaders in the tourism sector not only need to ensure that their organizations “buy-in” to the tourism vision, but must also take a proactive role in planning to achieve the mandates of the organization within the context of this vision. Consequently, as part of the organizational development process, greater emphasis must be placed on building strategic leadership and coaching skills.

Leadership development within the key institutions was also identified as a critical element of the HRD component. While civil service bureaucracy is a fact of life, effective leadership can promote and support people taking more proactive approaches that will contribute to higher productivity.

Both the White Paper and the 1998 ARA tourism study highlighted the role of the MTI as the lead agency with responsibility for setting a strategic direction in the sector and in the strengthening of the Visitor Economy. The White Paper suggested that as the lead agency, the Ministry should develop “*...a level of dynamism to guide and drive the transformation process...and to be transformed, as a matter of urgent priority, into an institution that is more proactive, aggressive, flexible, responsive, accessible and creative*” (Strategic Solutions Inc., 2012, p.31).

This perspective of the strategic leadership role of the Ministry in the sector emphasizes the urgent need for it to undergo an internal organizational change process and be supported in building its staff capacity with the competencies that are required to execute this strategic leadership role (refer Action 3.1-3).

Enhancing Organizational Capacity: A Pilot Project

A Pilot Project has already been started to enhance the capacity of the MTI to carry out its strategic leadership role in the sector. The Pilot Project sought to identify and address some of the changes required to create a more collaborative work environment and increase the capacity of the Ministry to achieve its mandate. The Pilot Project has already achieved positive outcomes in enhancing internal relationships between managers, and engendering commitment to operate in a more strategic way (see Figure 3.3).

The pilot utilized the ADKAR Change management model – which is predicated on the need to build **A**wareness and **D**esire for change, before proceeding to providing the **K**nowledge and building **A**bility for **A**ction (skills) to make the changes and then **R**einforcing change.

Activities undertaken in the Pilot between January and June 2013 included:

- Organisational Culture Survey
- Identification of priority areas for change
- Individual competency self assessment and feedback to the leadership team
- Leadership development activities
- Activities with leaders and staff

The outcomes to date from the pilot activities emphasizes how critical it is to work individually with each institution. The Organisational Culture Survey highlighted and quantified many of the issues which managers and staff were already aware of. However, it provided a factual basis on which to begin discussions on the mandate and mission of the organisation, and to begin identifying ways in which managers and staff could perform more effectively as a team, so as to enable the Ministry to achieve its strategic mandate.

Figure 3.3. Pilot Project: Institutional development for the Ministry of Tourism and International Transport.

Building Collaboration, Cooperation and Communication (CCC)

The White Paper recognized that to “*achieve a competitive advantage and create an industry that is dynamic, cutting edge and innovation will require an intensive and focused effort that will involve the cooperation and commitment of all the private and public sector entities as well as civil society*” (Strategic Solutions Inc., 2012, p.32).

Developing collaborative approaches is a critical element to counter the “silos” which are said to exist between the respective organizations. In addition to addressing issues of fragmentation, the White Paper highlighted the “*institutional territorialism which hampers the type of collaboration that is required at the macro level*” (Strategic Solutions Inc., 2012, p.188). This perception was corroborated by the Prior Options Scenarios Assessment, which highlighted “*the lack of synergy and cooperation between central Ministry and public sector bodies*”. (Julian Laite Consulting Ltd., 2012, p.1-7). The Prior Options Assessment also highlighted the lack of mechanisms for accountability and performance management – which are not only applicable to the BTA, but to other institutions as well (Julian Laite Consulting Ltd., 2012, p.1-8).

Feedback from the various consultations undertaken for the development of the White Paper consistently underscored the need for improved collaboration and effective communication within and between the various agencies, whether private or public sector, and within the wider Barbadian community (Government of Barbados, 2011, p.5)

It should be noted that various processes are already established to undertake collaborative activities within the sector and with other Government bodies outside the sector - including the establishment of the Tourism Working Group (focused on research in the tourism sector), and with the Ministry of Labour (through a labour market sector survey). However, much more needs to be done to ensure that there is effective CCC between the various agencies. In this regard, the White Paper called for the MTI, as the lead agency to be a “*driving*

force...facilitating a permanent mechanism for inter-sectoral consultation and collaboration...and greater private/public sector partnership” (Strategic Solutions Inc., 2012, p.91).

In this regard, the more effective use of technology and ICT systems can support better communication (refer Report IV, Section 1.0). Strengthening these processes will require an analysis of existing systems and ways in which these may be streamlined to operate more effectively in the short and medium term (refer Action 3.1-1).

3.8 Change Drivers and Challenges

Making the shift to new organizational structures will not be easy. In order to achieve the changes proposed, urgent action will be required to mitigate challenges and facilitate implementation.

As outlined earlier, change will not occur unless the Political Directorate is willing to authorize the action required to promote a strategic direction and to make the necessary changes at the leadership and staff levels of the key organizations in the tourism sector. Specific measures will also need to be taken to reduce the culture of silos within and between the key tourism agencies that impacts negatively on developing a coordinated and strategic approach to tourism development and programming. Many of the mechanisms and processes currently utilized by the stakeholder organizations are inadequate to support and promote a strategic approach to sector development. Specific initiatives are also needed to improve communication, coordination and collaboration among key tourism stakeholders.

Within the key organizations, interventions also need to be undertaken to build organizational capacity, enhance morale and create readiness for change. Action would also be required to document plans and strategies, as well as to collect, evaluate and analyze data on the outcomes and results of programmes and initiatives so that adjustments can be made where necessary.

3.9 Recommended Actions for Institutional Strengthening

In order to address institutional change in the tourism sector, the following Actions are recommended in support of Strategic Imperative 3 on ‘**Change the Tourism Mindset**’ and corresponding Strategy 3.1 which states: ‘*Enhance leadership capacity to promote visionary direction, energy, and focus among the diversity of stakeholders within the BVE*’ (refer Report I, Sections 4.4 and 5.0).

3.1-1 Enhance Tourism Stakeholder Collaboration

Description:

Establishment of mechanisms, modalities and commitment to improve Communication, Coordination and Collaboration (CCC) among key tourism stakeholders, which would contribute to the achievement of organizational goals and tourism sector development.

The White Paper as well as other studies and plans (including the Sub-Programme A Institutional Assessment of the Tourism Development Programme, and the recent IDB Institutional Assessment Study) have highlighted the need to strengthen relationships and improve communication, coordination and collaboration within and between key tourism organizations. Many initiatives have been taken with varying degrees of success, and often undermined by organizational insularity and/or counter-productive or ineffective interpersonal relationships. Staff and stakeholders of the various agencies, as well as the general public (and through the TMP Delphi sessions) have identified increased communication, coordination and collaboration as critical elements in achieving many of the goals of a strategic tourism plan. This will require a shift in some of the organizational cultures. Such changes should be implemented utilizing an explicit change management strategy.

Expected Outcomes:

- Mechanisms are established to foster and facilitate more effective communication and collaboration between the major stakeholder agencies
- Improved communication minimizes overlaps between agency activities and maximizes the use of limited human and financial resources

Guidelines for Implementation:

- Meet individually with the Minister of Tourism and relevant members of the political directorate, as well as organizational leaders to discuss the value and importance of developing better CCC between agencies, and obtain their support on taking urgent action to promote this as a critical modality for TMP implementation
- Dialogue with leadership and senior officers of each organization to clarify their perspectives on the level of CCC with other agencies and the value to them and to their clients /stakeholders in improving CCC with other agencies, i.e. addressing their WIIFM (what's in it for me)
- Organize a forum (symposium / conference / workshop - with a dynamic title) to:
 - Facilitate an innovative process for sharing mandates, priorities and activities of each agency (always an eye opener)
 - Identify (once again) areas of overlap, similarity and gaps
 - Identify the WIIFMs (areas of self interest) that counter more effective CCC
 - Identify the constraints / blockages to effective CCC
 - Identify practical ways of overcoming constraints and blockages
- From such a forum, create / enhance the process(es) for ongoing collaboration
- Agree on a systematic but simple process for follow-up

Challenges With Implementation:

- Recognize difficulties in countering the culture of operating within silos and exhibiting inertia
- Will leaders (both political and organizational) be prepared to support greater CCC?
- Recognize that this will require change in the organizational culture or traditional methodologies, in addition to the need for other change management interventions

<p>Recommended Implementation Agency: Ministry of Tourism and International Transport</p>
<p>Priority / Implementation Timeframe: High/Short Term: This is viewed as an urgent priority action in the TMP Implementation Plan (refer Report I, Section 5.0)</p>
<p>Target Users: Key tourism stakeholder organizations (MTI, BTA, BTII, BHTA, MFE)</p>
<p>Who Benefits:</p> <ul style="list-style-type: none"> • Key tourism stakeholder organizations • General public
<p>Risks:</p> <ul style="list-style-type: none"> • Leaders in the selected organizations do not support the initiative to improve CCC • Insularity and resistance from leaders and senior staff / technical officers may constrain short term results
<p>Estimated Costs: BDS\$20,000</p>
<p>Source Of Funds: Ministerial budgets</p>
<p>Revenue Generation Potential: N/A</p>
<p>Further Development Work Required:</p> <ul style="list-style-type: none"> • Establish fora with key leaders • Develop structures through which collaboration and follow-up mechanisms can be realized
<p>Other Considerations: Linkages with Marketing, ICTs and New Media</p>

3.1-2 Align Key Tourism Sector Institutions

Description:

Restructuring and realignment of the portfolios of key public sector stakeholders in the tourism industry.

Context: Both the White Paper and Prior Options Scenarios Assessment highlighted the need to separate marketing and product development functions. The BTII already has a track record of effective development - primarily in the area of infrastructural development. It is proposed that rather than creating a new organisation (the Barbados Tourism Product Agency, BTPA), it would be more cost effective and efficient to bring the BTII under the mandate of the MTI and expand its mandate to include product development. This would also ensure that the key elements for tourism development – marketing and product development, fall under the ambit of the Ministry. Implementing such changes should utilise an explicit change management strategy

Expected Outcomes:

- BTII operates under the Ministry of Tourism and International Transport, facilitating greater synergies in the tourism sector
- There is clear differentiation between the (continuing) role of the BTA for marketing and an expanded role for the BTII in product development
- The Ministry develops and maintains its strategic mandate, focusing on research and policy, without having to deal with product development

Guidelines for Implementation:

- Develop a communication strategy to gain the support of leaders of the key institutions the value of the proposed restructuring and its implications for their ongoing programme activities
- Develop an effective communication plan for employees and the public at large
- Undertake an organisational review to clarify the job positions and competencies required for restructured organisational roles and mandate
- Develop and implement a holistic organisational change and development process, to gain staff buy-in to new or changed positions, more strategic approaches and what is expected of them and their organisations, and how this will create value for the sector. The organisational change process should include relevant aspects of Kotter's 8 Step organisational change process and the Prosci ADKAR approach.
- Develop mechanisms for increased collection, evaluation and analysis of data on the outcomes and results of programmes and initiatives to monitor action taken and to provide informed data to facilitate adjustments where necessary

Challenges With Implementation:

- The Political Directorate is hesitant to authorize the required changes
- Leaders do not wish to undertake change which threatens the status quo
- Staff resist changes in roles and positions

Recommended Implementation Agency:

MTI to lead the process, but will be supported by external organisational change consultants

Priority / Implementation Timeframe:

High /Short Term: This is viewed as an **enabling** priority action in the TMP Implementation Plan (refer Report I, Section 5.0)

Target Users:

Key Tourism Stakeholder Organizations (MTI, BTA, BTII, MFE)

Who Benefits:

- Key Tourism Stakeholder Organizations
- General public

Risks:

- Leaders in the selected organizations do not support the initiative
- Turfism and resistance may be high among leaders and senior staff / technical officers and may hinder progress to achieve the desired results

Estimated Costs:

\$150,000

<p>Source Of Funds:</p> <p>Ministry budget</p>
<p>Revenue Generation Potential:</p> <p>N/A</p>
<p>Further Development Work Required:</p> <p>Dialogue with each agency and gain readiness for an customised organisational change management intervention</p>
<p>Other Considerations:</p>

3.1-3 Enhance Strategic Leadership in Tourism

Description:

Development of approaches to enhance leadership effectiveness and strategic orientation within key tourism stakeholders.

The Institutional Assessment and Prior Options Scenarios Report highlighted that strategic leadership was one of the critical elements for improving organizational capacity, achieving the change required of the major tourism organizations in order to address the pressing issues in the tourism sector. Facilitating leadership development should utilize an explicit change management strategy.

Expected Outcomes:

- Leaders of major tourism stakeholder agencies develop and commit plans for their leadership and organizational development
- Leaders take steps to address and improve leadership capacities

Guidelines for Implementation:

- Review and draw on findings of the organizational assessment undertaken through the Institutional Assessment Project, which highlights opportunities and challenges for each tourism stakeholder organization
- Develop a powerful short multi-media presentation to identify the “burning platform” for a more strategic approach of key tourism stakeholders and secure the buy-in from the political directorate and board leadership to address this, identifying the benefits to each organization
- Dialogue with leaders (in the Board and senior management) of key tourism stakeholders to confirm / clarify their perspectives on previous strategic approaches, and opportunities for enhancing them for their organization
- Identify the sources for inertia and develop an approach to foster a sense of urgency for developing strategies and actions to address the current crisis in the tourism sector, identifying the benefits to each organization
- Develop processes appropriate to each organization to review and improve programme strategies
- Arrange for strategic development sessions with leadership of each organization
- Agree on a systematic but simple process for implementation, monitoring and follow-up

<p>Challenges with Implementation:</p> <ul style="list-style-type: none"> • Will leaders (both political and organizational) be prepared to support a more strategic approach? • Leaders may not wish to undertake change that threatens the status quo and vested interests • Recognize there are many difficulties in countering the culture of “silos” within each organization
<p>Recommended Implementation Agency: MTI with the support of an external change management consultant</p>
<p>Priority / Implementation Timeframe: High/Short Term: This is viewed as an enabling priority action in the TMP Implementation Plan (refer Report I, Section 5.0)</p>
<p>Target Users: Key tourism stakeholder organizations (MTI, BTA, BTII, MFE)</p>
<p>Who Benefits:</p> <ul style="list-style-type: none"> • Key tourism stakeholder organizations • General public
<p>Risks:</p> <ul style="list-style-type: none"> • Leaders in the selected organizations do not support the initiative • Insularity and resistance is too high among senior staff / technical officers for short term results
<p>Estimated Costs: BDS\$100,000</p>
<p>Source of Funds: Combination of ministry budgets and donor support</p>
<p>Revenue Generation Potential: N/A</p>
<p>Further Development Work Required: Dialogue with each agency to gain readiness for an organizational intervention which is customized to meet their specific needs</p>
<p>Other Considerations: Linkages with HRD</p>

4.0 Tourism Awareness

Summary

The crafting of a vision for the tourism sector in 2012 was an important step in building an integrated and coherent approach to the development of tourism and its contribution to the economy of Barbados.

“The Tourism Vision: Delivering an unmatched experience that is truly Barbadian, created by a warm, welcoming, friendly people, ensuring benefits to the entire nation”
(from the November 2011 Visioning Workshop held by the Ministry of Tourism).

Sector assessments have repeatedly highlighted that many stakeholders at all levels do not fully appreciate the value of tourism to the local economy and to their own livelihood and lifestyle. Building tourism awareness is one of the elements critical to the success of the TMP, and goes beyond simply undertaking specific awareness initiatives, to ensuring that the value of activities in the Visitor Economy are highlighted, marketed and promoted to stakeholders and the public-at-large.

This strategy underscores the need for a systematic and integrated approach to building awareness in this sector and improving the service ethic and training that can result in poor productivity. The challenge still remains to develop effective mechanisms to change the mindset and foster broader interest and participation of stakeholders. Excellent recommendations came from the first Roundtable on Tourism (MTI Roundtable, 2011, p. 9):

“Make people feel that their life depends on tourism by showing the effect that interaction with a tourist can have on them...from the provision of food for individuals to the ability of government to provide its services.”

The TMP recognizes the many initiatives undertaken at different levels to sensitize specific target groups and the general public about the value of the tourism sector and the role they can play in it. Current initiatives of the Ministry of Tourism and International Transport should be continued, ensuring that there is a higher level of cohesiveness between them: *Barbados Tourism Awards; Tourism Week; Tourism Education, Awareness and Me (TEAM) Programme; and the Barbados Tourism Information Guide.*

In addition to specific new initiatives, the TMP identifies three critical strategies that should also be fully embraced in implementing a tourism awareness component:

- National Tourism Host Programme (NTHP)
- Barbados Tourism Awareness and Information Tool
- Schools Tourism Educational Programme (STEP)

National Tourism Host Programme (NTHP) – This programme seeks to create and sustain a culture of excellence at all levels. One of its components, *Barbados Together*, aims to improve the knowledge base of the “hosts” through educational and awareness capacity building actions. The *Hosting Bajan Style* component aims to improve the institutional policy

framework in an effort to ensure that this destination retains and improves its competitive edge internationally and regionally.

Barbados Tourism Awareness and Information Tool – This is an interactive multimedia programme designed for use with new and existing employees working directly or indirectly with the tourism industry. The flexible tool can be adapted for use with a variety of audiences to convey key messages about the importance of service to our economy.

Schools' Tourism Education Programme (STEP) - This collaborative programme between the BHTA and the Ministry of Education is aimed at extending tourism awareness in schools. The programme uses innovative approaches to enable teachers and students to experience the industry as guests. It also embraces existing initiatives including careers showcases, and a programme to twin primary and secondary schools with tourism businesses; as well as community-wide involvement elements for children, parents and teachers.

The TMP urges support of the major tourism awareness activities outlined above. In addition, to promote greater tourism awareness among stakeholders and especially among the upcoming generation, the following Actions are recommended in support of Strategic Imperative 3 on '**Change the Tourism Mindset**' and corresponding Strategy 3.2 which states: '*Increase awareness activities and provide formal and informal education opportunities to foster changes in perceptions, attitudes and behaviours within the Barbadian populace towards the BVE*' (see Report I, Sections 4.4 and 5.0).

3.2-1 Develop a Tourism Awareness Campaign for all Target Groups – Greater tourism awareness is needed in all target groups in Barbados, including politicians, public servants, private sector, stakeholders, educators, students, clergy and the general public.

3.2-3 Create High Visibility Tourism Awareness Caravan Mobile Exhibit - There is no systematic way of informing the general public of the value of tourism and the Visitor Economy to their lives and livelihoods. An innovative mobile exhibit would provide a flexible method for educating and sensitizing various target audiences to their importance. Development of a high visibility mobile caravan utilizing environmentally friendly technologies for state-of-the-art exhibits and multi-media presentations that will disseminate key tourism messages to the public at schools, communities and national events (like Agrofest and Community or Church fairs, etc.) is therefore recommended.

3.2-6 Data Gathering of Community Perception towards Tourism- This involves assessment of views and perceptions of the general public and communities towards tourism issues. While there have been several initiatives and projects to build awareness of the importance of tourism, there has been little systematic data gathering on the impact of these on the perceptions and attitudes of stakeholders.

3.2-7 Enhance Opportunities to Promote Entrepreneurship in Tourism Sector - There is a need for the establishment of a pilot project to help local (and especially youth) entrepreneurs understand, explore and utilize opportunities for providing goods and services to the tourism sector.

Entrepreneurs of all ages do not know or understand the opportunities to provide quality goods and services to the tourism sector and ways of increasing benefits to themselves. Development of a process to identify and promote “unsung” heroes of entrepreneurs achieving success in the tourism sector is likely to encourage other people. Documentation (through print, video or social media) of the success stories will be used to stimulate and encourage others to see the business opportunities of the tourism industry and its potential benefits to their lives and the wider community and society.

3.2-8 Youth in Tourism “Speak-Out” Activities - Series of fora and events where young people (both in and out of school) can talk about, explore, and share ideas on tourism.

Many young men and women have a limited perception of tourism and the myriad of ways in which the Visitor Economy impacts their lives, hence many feel alienated from the tourism sector. A pilot programme would take advantage of popular culture and social media platforms (Twitter, Facebook, etc.) to inform young people about existing and emerging opportunities in the tourism sector. Linkages would also be made with youth organizations or tourism bodies to identify youth champions for tourism and link them to possible careers or scholarships.

3.2-9 Careers Awareness in Tourism - It is proposed to develop an Extended Tourism Careers Section within the national school’s Careers Showcase. Currently, there are limited opportunities to showcase the wide range of careers in the hospitality sector and to demonstrate to students career and job creating opportunities that they could pursue.

4.1 Enhancing Tourism Awareness

In November 2011, stakeholders representing the Social Partners (public, private, labour) joined the Minister of Tourism and International Transport in a Visioning Workshop. This was an important step in building an integrated and coherent approach to the development of tourism and its contribution to the economy of Barbados. A critical output of this workshop was the creation of a vision for the Barbados Tourism Sector:

“Delivering an unmatched experience that is truly Barbadian, created by a warm, welcoming, friendly people, ensuring benefits to the entire nation”.

This initiative was driven in part from the analysis of some of the key constraints to competitiveness presented in the White Paper, which outlined the lack of a clearly articulated and inspirational vision that resulted in an *“ad hoc, disjointed and reactive approach to the management and development of the industry”* (Strategic Solutions Inc., 2012, p. 60).

Central to this vision is the contribution and participation of industry stakeholders and the public at large. Yet many studies and assessments that have been carried out on the tourism sector have highlighted that many stakeholders at all levels do not fully appreciate the value of tourism to the economy and to their own livelihood and lifestyle (PCS, 2009, p. 9). Gaining the interest, support and buy-in of stakeholders at all levels is one of the critical elements to the success of the TMP.

The reality is that people do not understand how tourism affects them. They do not always see and appreciate the links between the Barbados Visitor Economy and how it impacts them in subtle, direct and indirect ways. Building tourism awareness is not just about undertaking specific awareness initiatives, but also ensuring that the value of activities in the Visitor Economy is highlighted, marketed and promoted to stakeholders and the public at large.

The value of the visitor economy may be perceived differently by different stakeholders. While it may not necessarily be important to develop a differentiated strategy for various stakeholder groups, it is important to identify, acknowledge and respond to their varying concerns in order to ensure their full and positive involvement in the development of the tourism sector. Such data gathering will assist in determining the best approaches for building stakeholder's awareness of benefits brought by visitors, and aid in presenting the importance of making the "our guests" not only feel welcome, but wanting to return (refer Action 3.2-6).

The Stakeholder groupings can be summarized as:

- Direct Tourism Service Entities (DTSE) - Those supplying services directly to the guests, including such establishments as *hotels, restaurants, attractions*
- Indirect Tourism Service Entities - Those supplying services to the DTSE such as *food and beverage distribution outlets, manufacturers and suppliers of appliances, linen, china and equipment* used in hotels and restaurants
- Induced Tourism Service Entities - Those providing services generally for the local population, but from time to time will supply services either directly to the guests or to the Direct Tourism Service Entities. Examples of this latter group include *banks, supermarkets, petrol stations, hospitals*

4.2 Critical Issues

The PCS (2009) study highlighted the "Human Factor" relative to the tourism industry in Barbados, and underscored concerns about the poor service ethic and training that often results in poor productivity. In its recommendations to address this area, the study emphasized the need for a concerted strategy to educate and generate interest and commitment to excellence in personnel services. The study also highlighted the urgent need to design PR programmes for the workplace and the public domain to emphasize positives and dispel inaccurate myths.

The White Paper reiterated this urgent need. It noted the poor track record of the tourism industry in educating and sensitizing Barbadians to the value of the industry in their lives, which has resulted in a disconnect between the industry and the people (Strategic Solutions Inc., 2012, p.69). Drawing on the excellent feedback from the Round Tables on Tourism, the White Paper also highlighted the inadequate education training and awareness of people that is critical to the sustainability of the industry.

It suggested that the benefits of the industry are presented in quantitative terms, without clearly demonstrating the multiplier effect of the tourism dollar throughout the economy. The

White Paper also referred to a 1971 study on the tourism industry, which suggested that the local population perceived tourism as generally detrimental. It corroborated the views of many persons that *“this negative mindset has manifested itself in the inability of many to differentiate between service and servitude which has a debilitating impact on service levels in the sector”* (Central Bank of Barbados, 2011).

A *Resident Involvement and Attitude Survey* undertaken for the CTO (2007, p.11) revealed that while 86% of the Barbados respondents indicated that they made visitors to their island feel welcome, almost two thirds of these stated that their interaction with tourism was infrequent or never. This is in despite of the fact that a comprehensive initiative, the *“Tourism Awareness and Me”* Programme, had been developed through a 1998 partnership initiative between the BHTA and the Ministry of Tourism. The challenge still remains on how to change the mindset and foster broader interest and participation of stakeholders. Valuable recommendations came from the first Roundtable on Tourism that focused on “People”. One of these is repeated below:

“Make people feel that their life depends on tourism by showing the effect that interaction with a tourist can have on them. The effect of tourism is widespread from the provision of food for individuals to the ability of government to provide its services. Policy decision makers should break down to Barbadians what tourism should mean to each individual.” (MTI Roundtable, 2011, p.9)

Building such awareness will require creative approaches, utilizing ICT interactive media with a flexible and highly visible methodology (refer Action 3.2-3; see also Report IV, Section 1.0).

4.3 Overview of Key Tourism Awareness Initiatives

Many initiatives have been undertaken by the various tourism stakeholders to build awareness of the value of the tourism sector and the role they can play in it. One slogan, *‘Tourism is Our Business, Let’s Play our Part’*, still resonates with many Barbadians.

Many of the collaborative ventures or initiatives have created synergy between the various stakeholders, such as the Ministry of Tourism and International Transport, the BTA, the BHTA, the Tourism Development Corporation (TDC) and various Ministries and non-governmental organizations. Some of these initiatives are presented below:

Barbados Tourism Awards – These awards honour and showcase the achievements of Barbados’ tourism workers, and also foster awareness of global standards of excellence in the tourism sector.

Tourism Week – This is a collaborative activity between the Ministry of Tourism, the BTA, the BHTA and the Barbados Workers’ Union (BWU). The week of celebration launches the start of the December tourist season, with activities highlighting the value of tourism to Barbados’ development, and stimulating awareness among the general populace and visitors about the industry.

The Tourism Education, Awareness and Me (TEAM) Programme – This programme seeks to sensitize and educate Barbadians about the important role that tourism plays, and demonstrates how they can become involved in the industry. The TEAM Awareness programmes include: development and airing of TV promos and spots on tourism themes, speech competitions for schools – including the selection of a Junior Minister of Tourism, Schools Tourism Awareness Competitions and a variety of activities to promote and support the annual World Tourism Day (27th September).

The Barbados Tourism Information Guide– The guide which was launched in 2012 succinctly captures key facts about Barbados for the visitor and tourism stakeholder, and complements the Tourism Awareness Tool (see below).

The TMP highlights three additional initiatives that are integral to the implementation of the tourism awareness component of the TMP, and which should be fully embraced as strategies for TMP implementation:

- The National Tourism Host Programme (NTHP)
- The Barbados Tourism Awareness and Information Tool
- The Schools Tourism Educational Programme. (STEP)

National Tourism Host Programme (NTHP)

This programme was developed by May Hinds Consulting Inc.(2012) under the auspices of the BTA. In its design, the programme drew heavily on the *Jamaica Team - Meet-the-People* programme and the *Bahamas Host – People-to-People* programme. However, it is developed with specific sensitivity to the unique Barbadian culture and context.

The Barbados National Tourism Host Programme is designed to realize Barbados' potential as a tourism destination – seeking to create and sustain a culture of excellence in all aspects of the destination's management. The NTHP includes *Vision, Mission and Core Values* statements that complement the National Vision for Tourism mentioned above:

- *The NTHP Vision: We will create a sustained national consciousness that allows us to proudly share our home and serve all persons with dignity and by so doing, deliver a positive and intimate experience every time*
- *The NTHP Mission - To guarantee that at all times our guests are immersed in an unmatched all embracing warm Barbadian experience that ensures Barbados is perceived as a destination of first choice*
- *NTHP Core Values - Empathy / Caring, Courtesy, Creativity, Responsibility, Integrity / Honesty / Passion*

The NTHP recognizes that there are three key elements in tourism: the *Guest* (international, regional and domestic), the *Host* (the Barbadian public), and the *Place* (destination policies and infrastructure). The NTHP outlined two components to address these as follows:

- The ***Barbados Together*** component is aimed at improving the knowledge base of the hosts through educational and awareness capacity building actions. This initiative has various components including the People Excellence component with a series of modules linked to the *BHTA Tourism Awareness and Information Tool* (see below). It recognizes the importance of addressing both tourism workers as well as other key stakeholders, i.e. the wider Barbados public, expatriates, youth and the informal sector and cottage industry. The programme is intended to ensure that stakeholders gain a comprehensive understanding of what we offer in Barbados, and the value of tourism to the economy.
- The ***Hosting Bajan Style*** component is aimed at improving the institutional policy framework with Government in an effort to ensure that the destination retains and improves its competitive edge internationally and regionally. It outlines the institutional and policy framework required for the sustained success of the programme and achievement of its ultimate objectives. This component recommends the creation of a dedicated Quality Assurance Unit that is mandated by legislation and should include policing of general standards across the country, and well as facilitating opportunities for guests to interact with Barbadian Residents in meaningful ways so they can experience the “real” Barbados. The Hosting Bajan Style promotes linkages with the wider community through the Parish Ambassadors and with the BHTA’s STEP programme outlined herein.

The Barbados Tourism Awareness and Information Tool

The *Tourism Awareness and Information Tool* is an interactive orientation tool designed for use with new and existing employees working directly or indirectly with the tourism industry. The aim is to ultimately create a well informed and knowledgeable workforce that fully comprehends the importance of the tourism industry to the Barbadian economy and quality of life, and the significant role that the workers play in ensuring that the industry is a success. This will help to generate greater “buy-in” to tourism from the workers in a way that would ignite their passion for the industry, and motivate them to strive to achieve excellence on a continual basis.

Utilizing a dynamic multimedia approach, the *Tourism Awareness and Information Tool* identifies and responds to typical questions about the tourism industry in a manner that is appealing to a variety of industry stakeholders and others, covering nine areas: *An Overview, Our History, Barbados Tourism Vision, Our Tourists/Guests, Unmatched Barbadian Experience, Warm Welcoming, Friendly People, Benefits to the Entire Nation, and What We Can Do.*

Presented in a flexible format, the tool can be adapted for use with a variety of audiences. It covers some of the key messages to help them to understand the importance of service to the economy, and will be used in conjunction with the STEP programme, as well as the NTHP.

School’s Tourism Education Programme (STEP)

The STEP programme is a collaborative programme between the BHTA and the Ministry of Education, Science, Technology and Innovation (METI), using science and technology to

enhance tourism education at the primary and secondary levels within the existing framework and syllabus. The current STEP programme built on an earlier BHTA Adopt- A-School Program (1993- 2011) that established formal relationships between the Barbados hotels and hospitality services, and schools to promote tourism awareness.

In 2011, the BHTA went one step further in developing a collaborative programme with the METI to extend the tourism component. Noting the lack of understanding of the critical importance of tourism to the economy and to the livelihoods of every resident of the country, BHTA asserted the need to ensure the sustainability of the industry by conveying to new generations “the importance of the industry to our livelihood as a nation while demonstrating the fact that there are excellent career opportunities within the industry” (BHTA, 2011, p.2).

The programme was therefore designed with a Pilot Phase using innovative approaches to enable teachers to learn about the importance of tourism through an immersion programme. This enabled them to experience the tourism industry as “guests”, and through them, enhancing their ability to pass on their knowledge to students. This would ensure that young people were educated to the importance and dynamics of this main engine of economic growth, and how it impacts the lifestyles of each Barbadian.

The Pilot Programme launched in mid-2011 included:

- *Careers Showcases* – These were undertaken in collaboration with the Guidance Teacher’s Association. Extending this even further would facilitate an even greater outreach to the students and teachers (refer Action 3.2-9).
- *Tourism in Schools* – This programme included a Pilot Project for twinning primary and secondary schools with tourism businesses, while providing opportunities for selected teachers and students to experience the tourism product. It also promoted links between teachers and sector leaders to promote understanding and awareness of opportunities in the tourism sector, and fostered use of CTO-developed teacher handbooks and age group-segmented materials designed to assist teachers in the classroom, as well as orientation and tours of tourism businesses for children of adopted schools and summer camps.
- *Community Involvement* – This segment would include day tours of tourism businesses/organizations (tours, attractions and hotels) in association with the national summer camp programme, and sensitizing the community through a tourism road show and the promotion of the *Staycation* concept to children, their parents and teachers.

The STEP Pilot Project is to prepare the education system for a full implementation of the programme across the school system in Barbados - in collaboration with private and public sector organizations including the METI, CTO, NISE, BTA, UWI and the BCC. The full launch is also expected to include attachments for students at the tertiary level who demonstrate a high level of enthusiasm for the industry, as well as promoting mentors for participating students who seek a career in the sector.

4.4 Complementary Approaches for Creating Tourism Awareness

In addition to supporting these excellent programmes outlined above, the TMP identifies other strategies for building Tourism Awareness. The strategies and actions proposed emphasize the focus on the upcoming generation, while highlighting ways in which people, and especially young men and women, can maximize the benefits from the visitor economy.

Following is a snapshot of recommended actions that are presented in greater detail in Section 4.6.

- **Develop a Tourism Awareness Campaign for all Target Groups** - Design and deliver a media / tourism awareness campaign to all target groups (refer Action 3.2-1)
- **Create High Visibility Tourism Awareness Caravan Mobile Exhibit** –Development of a high visibility mobile caravan utilizing environmentally friendly technologies for state-of-the-art exhibits and multi-media presentations that will disseminate key tourism messages to the public at schools, communities and national events, e.g. Agrofest and Community or Church fairs, etc.(refer Action 3.2-3)
- **Data Gathering of Community Perception Towards Tourism** - Assessment of views / perceptions of the general public and communities towards tourism issues(refer Action 3.2-6)
- **Enhance Opportunities to Promote Entrepreneurship in Tourism Sector** – Establishment of a pilot project to help local (and especially youth) entrepreneurs understand, explore and utilize opportunities for providing goods and services to the tourism sector (refer Action 3.2-7)
- **Youth in Tourism “Speak-Out” Activities** – Series of fora and events where young people (both in and out of school) can talk about, explore and share ideas on tourism (refer Action 3.2-8)
- **Careers Awareness in Tourism** – Extended Tourism Careers Section within the national school’s Careers Showcase (refer Action 3.2-9)

4.5 Change Drivers and Challenges

While there have been several initiatives to build awareness of the value of the Visitor Economy to the lives of the general population, these have been sporadic. People generally do not see themselves as “hosts” to the many types of visitors / guests who travel to Barbados.

In addition, there has been little or no assessment of the impact of any tourism awareness or sensitization programmes. There is an urgent need to undertake a baseline assessment of the level of public awareness of the tourism sector and the Visitor Economy, and to determine success factors and effective approaches to creating positive views of tourism. Appropriate mechanisms also need to be put in place for monitoring changes in attitudes.

At another level, entrepreneurs are not generally aware of business opportunities in the tourism sector and how their products and services can contribute to, and benefit from, the tourism economy. Further, many young people do not perceive tourism in a positive light, nor are they aware of career opportunities in tourism and how they can benefit from

opportunities in the Visitor Economy. Greater support needs to be provided to existing programmes and for the development of new initiatives that would capture the imagination and interest of the general population and specific segments of the population (e.g. youth, entrepreneurs, schools, workers in the hospitality industry, etc.).

Activities could be undertaken in collaboration with organizations that promote business and entrepreneurial development (e.g. the Youth Entrepreneurship Scheme) in order to highlight opportunities that can be gained from the Barbados Visitor Economy. In particular, specific programmes using ICT and new technologies should be used to reach out to young people in formal and informal settings.

Building awareness and maintaining consciousness among the Barbadian populace regarding the value of the tourism sector to their lives and livelihoods is a dynamic and ongoing process. While there are many existing tourism awareness initiatives, there is need for a more integrated and cohesive approach that incorporates specific initiatives and enables them to complement each other.

Tourism awareness activities also need to ensure that potential income-earning opportunities are highlighted, marketed and promoted to stakeholders and the wider public so that people see the benefits of tourism and the Visitor Economy in their own lives. This will further increase the likelihood that individuals and communities will develop products and expand the existing tourism products currently being offered, and embrace tourism in a more meaningful way.

4.6 Actions Recommended to Promote Tourism Awareness

In order to promote greater tourism awareness in Barbados, the following Actions are recommended in support of Strategic Imperative 3 on '**Change the Tourism Mindset**' and corresponding Strategy 3.2 which states: '*Increase awareness activities and provide formal and informal education opportunities to foster changes in perceptions, attitudes and behaviours within the Barbadian populace towards the BVE*' (see Report I, Sections 4.4 and 5.0).

3.2-1 Develop a Tourism Awareness Campaign for all Target Groups

Description:

Prepare and deliver a media/tourism awareness campaign to all tourism sector target groups. Some of the potential target groups include:

- Politicians, senior public servants, and Government employees
- the private sector
- stakeholders
- educators and students
- the public
- the clergy

The first priority is to make a presentation to Cabinet, regarding the current state of tourism in the country, and the implementation of the strategies and actions contained in this

Tourism Master Plan that can guide growth of the BVE. Similar presentations will be required for other stakeholder groups, along with associated print materials and communications through new media technologies. The tourism awareness caravan traveling throughout the country and going to different venues, will be a good means for presentation of many of these messages.

Create a “chair” whose role it is to monitor, design, organize a range of venues for tourism awareness delivery, and the associated required materials. An initial task for the chair will be to prepare an inventory of all stakeholders who have roles and functions in the BVE

Expected Outcomes:

- Politicians and senior public servants getting full awareness of the Barbados visitor economy, their role in it, and the things they need to do to grow the BVE
- a better awareness by all target groups about the importance of the BVE, their roles in it, and the things they need to do to improve the situation
- growth of the BVE

Guidelines for Implementation:

- retain the tourism Master plan Consultants to make a special presentation to Cabinet, to the house, and to senior public servants
- Design and deliver a tourism awareness campaign to all other target groups which would focus on the BVE, their roles in it, and the opportunities it presents

Challenges With Implementation:

- Lack of recognition at the most senior levels of their needs for awareness building
- Lack of funds to design and implement an effective tourism awareness programme

Recommended Implementation Agency:

MTI in collaboration with critical stakeholders such as BHTA, BTII, BTA

Priority / Implementation Timeframe:

High/Short Term: This is viewed as an **urgent** priority action in the TMP Implementation Plan (refer Report I, Section 5.0)

Target Users:

All tourism stakeholders

Who Benefits:

- All tourism stakeholders
- Visitors
- Residents
- The BVE

Risks:

Decision makers not accepting the need for this at all levels

Estimated Costs:

- Initial design and delivery through TMP Team BDS \$100,000
- Delivery on an on-going basis through MTIT personnel

Source of Funds:

MTI

Revenue Generation Potential:

Indirectly substantial growth of the BVE

Further Development Work Required:

Retain TMP consultants

Other Considerations:**3.2-3 Develop a High Visibility Tourism Awareness Caravan****Description:**

There is no systematic way of informing the general public of the value of tourism and the visitor economy to their lives and livelihoods. An innovative mobile exhibit would provide a flexible method for educating and sensitizing various target audiences to the importance of tourism and the visitor economy.

The development of a high visibility mobile caravan is recommended utilizing environmentally friendly technologies for state-of-the-art exhibits and multi-media presentations, which will disseminate key tourism messages to the Barbados public at schools, communities and national events, e.g. Agrofest and Community or Church fairs, etc.

Expected Outcomes:

- Improved local awareness of tourism initiatives across the island
- Maximization of popular cultural events and activities for dispersing important information
- Highlighting of environmentally friendly technologies

Guidelines for Implementation:

- Undertake an impact assessment of benefits and challenges of existing mobile exhibitions in Barbados and other countries
- Collaborate with the Barbados NTHP and STEP programmes to ensure consistency in the tourism awareness “message”
- Develop state-of-the-art exhibits and multi-media presentations that can be used with different target groups, including maximizing the use of ICT and social media and ensuring that messages are presented in a fun way to capture and maintain interest
- Convert a bus to a high visibility tourism awareness caravan, utilising solar and alternative energy sources for powering exhibits, and including hands on activities inside and outside the caravan
- Caravan should be able to travel to schools, communities, and be available at various functions / exhibitions (e.g. Agro fest and Community or Church fairs etc.) where there are captive audiences
- Use this mobile bus exhibit to provide information on key tourism messages and sensitize the public in general, as well as specific target groups (e.g. schools, workers in the hospitality sector, workers in tourism related enterprises) on how tourism benefits us all
- Highlight the importance of tourism to our Visitor Economy, and spotlight business

<p>opportunities in the tourism sector, benefits of tourism and the positive roles each individual can play as a host to our visitors</p> <ul style="list-style-type: none"> • Build in a process for ongoing data gathering , monitoring and evaluation which can inform improvements and the development of complementary programmes
<p>Challenges With Implementation:</p> <ul style="list-style-type: none"> • Conversion of bus to a caravan to utilize solar and other alternative energy sources • Development of mechanisms for monitoring and maintaining the exhibit, and maintenance of high quality exhibits • Gaining donor support (international and private sector)
<p>Recommended Implementation Agency: MTI in collaboration with the BHTA (must complement the Barbados Host Programme)</p>
<p>Priority / Implementation Timeframe: High/Short Term: This is viewed as a sustaining priority action in the TMP Implementation Plan (refer Report I, Section 5.0)</p>
<p>Target Users:</p> <ul style="list-style-type: none"> • General public • Specific target groups – schools, churches, communities, workers in the hospitality sector, workers in tourism related enterprises
<p>Who Benefits:</p> <ul style="list-style-type: none"> • Tourism entities • Specific target groups (schools, churches, communities, workers in the hospitality sector, workers in tourism related enterprises)
<p>Risks: Maintenance and constant upgrading needed to keep the caravan exhibit up to date with state of the art products and equipment</p>
<p>Estimated Costs: BDS\$1,000,000</p>
<p>Source Of Funds: Private Sector sponsorship</p>
<p>Revenue Generation Potential: Basic cost to organizations to have bus present – to cover maintenance costs</p>
<p>Further Development Work Required: Impact assessment of benefits and challenges of existing mobile exhibitions</p>
<p>Other Considerations: Linkages to Community Tourism; Marketing, ICTs and New Media</p>

3.2-6 Data Gathering of Community Perceptions Towards Tourism

Description:

While there have been several initiatives and projects to build awareness on the importance of tourism, there has been little systematic data gathering on the impact of these on the perceptions and attitudes of stakeholders. Assessment of the views and perceptions of the general public and communities towards tourism issues is therefore recommended.

Expected Outcomes:

- Improved communication of community needs and public perceptions to tourism stakeholders
- Availability of data sources for tourism planning

Guidelines for Implementation:

- Dialogue with the Barbados Host programme (NTHP) to ensure that it complements this initiative
- Use a research service (e.g. the Systematic Marketing and Research Services Inc.) to provide some preliminary baseline data on key issues related to how people view tourism
- Ensure that key stakeholder agencies, including the MTI, BTA and BHTA and other agencies undertaking tourism awareness, are consulted in identifying issues or questions for the survey
- The Systematic Household Survey is carried out on a monthly basis by an experienced survey team to a stratified sample of the Barbadian population at a nominal cost per query (a query may include several questions on a related issue)
- Results will provide quantitative baseline data on key issues central to TMP success, and specifically information on attitudes and perceptions of stakeholder groups.
- A mechanism for periodic data collection should be established to assess how perceptions and attitudes may change, and some of the factors influencing such changes.

Challenges with Implementation:

Decision makers do not recognize the value of ongoing data collection, and do not allocate the resources to undertake both the baseline data collection and ongoing data collection.

Recommended Implementation Agency:

Ministry of Tourism in collaboration with the BHTA

Priority / Implementation Timeframe:

High/Short Term: Collecting baseline data is a critical first step to monitoring and evaluating change.

Target Users:

- TMP team
- Tourism Organizations

Who Benefits:

Tourism Organizations

Risks: Tourism Organizations may be resistant to having their initiatives assessed
Estimated Costs: BDS\$20,000
Source Of Funds: External Donor or Partner Agency
Revenue Generation Potential: N/A
Further Development Work Required: Dialogue with BTA, MTI and BHTA which undertake tourism awareness activities
Other Considerations: Linkages with Marketing, ICTs and New Media; Community Tourism

3.2-7 Enhance Opportunities to Promote Entrepreneurship in Tourism

Description:

Entrepreneurs of all ages do not know or understand the opportunities to provide quality goods and services to the tourism sector, and ways of increasing benefits to themselves. Development of a process to identify and promote “unsung” heroes of entrepreneurs achieving success in the tourism sector is likely to encourage other people. Documentation (through print, video or social media) of the success stories will be used to stimulate and encourage others to see the business opportunities of the tourism industry and its potential benefits to their lives and the wider community and society.

The establishment of a pilot project to help local, and especially youth entrepreneurs understand, explore and utilize opportunities for providing goods and services to the tourism sector is being proposed.

Expected Outcomes:

- Widespread awareness of entrepreneurial activities in tourism
- Public awareness of tourism success stories
- Stimulation of business participation

Guidelines for Implementation:

- Conduct a needs assessment of current offerings by entrepreneurs (services and products, e.g. gifts, tours, etc.) to the tourism sector
- Identify gaps and business opportunities for local entrepreneurs
- Develop / increase linkages with organizations that promote and support entrepreneurship, e.g. the Barbados Entrepreneurship Foundation (BEF), Small Business Association (SBA), Youth Entrepreneurship Scheme (YES), Fund Access etc. These organizations work with people (youth and adults) in both formal and informal sectors
- Identify a private sector agency willing to support a Pilot Project to link interested local entrepreneurs and tourism entities. The Pilot Project could include sponsorship of a competition with prizes and incentives for innovative products and services for the

<p>tourism sector</p> <ul style="list-style-type: none"> • Develop programmes (including sessions / workshops) to sensitize organizations' respective constituencies to some of the current and emerging business opportunities which could respond to the needs of the tourism related sectors (e.g. for services, tours, agro products, crafts, etc.) • Integrate tourism issues / offerings / opportunities in the current programmes offered by these organizations (e.g. YES training course and summer camp) highlighting need for quality and consistency in supply of goods or services • Document (in print and video) and promote existing (and emerging) success stories as examples of what people have achieved to stimulate and encourage others
<p>Challenges With Implementation:</p> <ul style="list-style-type: none"> • Identification of agency willing to develop, coordinate and roll-out the programme • Identification of funding for the Pilot phase which would address initial problems
<p>Recommended Implementation Agency: Small Business Association (SBA) and BHTA</p>
<p>Priority / Implementation Timeframe: Medium/Medium Term: Development of such a project will take some time</p>
<p>Target Users: Persons developing business ventures in both formal and informal sectors</p>
<p>Who Benefits:</p> <ul style="list-style-type: none"> • Organizations promoting entrepreneurship • Tourism entities (hotels, tour guides, restaurants) • Private sector agency providing sponsorship
<p>Risks: Enthusiasm is generated among young and adult entrepreneurs, but tourism entities do not utilize goods and services produced</p>
<p>Estimated Costs: BDS \$250,000 for Needs Assessment, Feasibility Study, Pilot project development and implementation</p>
<p>Source Of Funds: Private sector companies with interest in tourism or entrepreneurship</p>
<p>Revenue Generation Potential: Income for small entrepreneurs</p>
<p>Further Development Work Required:</p> <ul style="list-style-type: none"> • Meetings with each of the organizations that promote and support entrepreneurship • Costing of a pilot project • Selection of sponsor
<p>Other Considerations: Linkages to Community Tourism; Marketing, ICTs and New Media</p>

3.2-8 Organize Youth in Tourism ‘Speak-Out’ Activities

Description:

Many young men and women have a limited perception of tourism and the myriad ways in which the Visitor Economy impacts their lives, and many feel alienated from the tourism sector. These would be used to develop a pilot programme to use popular culture and social media platforms (Twitter, Facebook etc.) to inform young people about existing and emerging opportunities in the tourism sector. Linkages would also be made with youth organizations or tourism bodies to identify youth champions for tourism and link them to possible careers or scholarships.

The development of a series of fora and events is recommended where young people (both in and out of school) talk about, explore and share ideas on tourism.

Expected Outcomes:

- Widespread awareness of the Barbados Visitor Economy (BVE) and individual roles and responsibilities of locals in supporting and expanding the BVE
- Maximization of popular social media opportunities for tourism promotion

Guidelines for Implementation:

- Hold collaborative discussions with Ministry of Culture, Sports and Youth
- Arrange focus groups with young men and women to get their views on the best way to reach their peers with the tourism development “message” regarding value of opportunities in the sector
- Develop a series of events for young people to talk about, explore and share ideas on tourism, and also sensitize them to existing and emerging opportunities in the tourism sector
- Collaborate with selected (popular) entertainment personalities or DJ’s to get the message out to the young people using ICTs and social media
- Explore innovative ways of using social media to get young people involved - (incentives to get people on a Facebook page, competitions, etc.)
- Identify private sector sponsors who would provide prizes and incentives for great ideas; or scholarships for selected young people to undertake tourism studies and training

Challenges With Implementation:

- Building interest among young people, where there are many competing concerns
- Identifying an organization that would take responsibility for implementation
- Getting active participation through an innovative activity
- Identifying a sponsor to support the programme and organize media promotion

Recommended Implementation Agency:

Ministry of Tourism

Priority / Implementation Timeframe:

High/Short term: This activity should be ongoing – undertake annual speak-off activities annually targeting 500-1,000 youth and use new media to target 20,000 youth annually

<p>Target Users: Young men and women (between ages 15 – 30)</p>
<p>Who Benefits:</p> <ul style="list-style-type: none"> • Young men and women (between ages 15 – 30) • Tourism Organizations • Youth organizations • Private sponsors (media promotion)
<p>Risks: Developing an approach to reach out to young people that will be adaptable and sustainable, while maintaining their interest</p>
<p>Estimated Costs: BDS\$30,000</p>
<p>Source Of Funds: Private sector organizations</p>
<p>Revenue Generation Potential: N/A</p>
<p>Further Development Work Required: Identification of organizing body and sponsor(s)</p>
<p>Other Considerations: Linkages with Educational Tourism</p>

3.2-9 Organize Careers Awareness Initiatives for the Tourism Sector

Description:

Currently there are limited opportunities to showcase the wide range of careers in the hospitality sector and to demonstrate to students the career and job creating opportunities that can be pursued. This initiative aims to develop an extended Tourism Careers Section within the national schools' Careers Showcase.

Expected Outcomes:

- Tourism career promotion
- Heightened understanding of tourism stakeholder roles
- Encouraging future tourism entrepreneurship

Guidelines for Implementation:

- Organize an extended Tourism Careers Showcase as part of the national schools' Careers Showcase
- Develop a full floor of exhibits showing tourism linkages and opportunities with careers that would interest young men and women but are not necessarily perceived as being

<p>part of the hospitality sector.(e.g. cosmetology, health and wellness, accounting)</p> <ul style="list-style-type: none"> • Extend the showcase or use exhibits to hold a custom designed workshop to sensitize teachers and guidance counsellors to opportunities in the tourism and hospitality sector • The showcase could include dynamic workshops to be structured as part of the curriculum and course offerings of the secondary and tertiary educational institutions
<p>Challenges With Implementation:</p> <ul style="list-style-type: none"> • Getting tourism organizations and hospitality entities to provide exhibits • Gaining the support of the Guidance Teachers Association
<p>Recommended Implementation Agency: BHTA and MTI (BHTA generally shares a booth / tables with MTI at the annual Careers Showcase. This would expand the scope of the showcase for BHTA's programme for 2014 and beyond)</p>
<p>Priority / Implementation Timeframe: Medium/Short Term: This activity is not likely to be a high priority action for the stakeholders</p>
<p>Target Users:</p> <ul style="list-style-type: none"> • Students • Teachers and guidance teachers • General public
<p>Who Benefits:</p> <ul style="list-style-type: none"> • Students • Teachers and guidance teachers • General public
<p>Risks: The National Careers Showcase generally takes place near the end of the tourist season (mid-march) when hospitality entities are busy and may not see this as a priority for their time and resources.</p>
<p>Estimated Costs: BDS\$18,000 over 3 years</p>
<p>Source Of Funds: Most exhibitors will provide their own materials. Cost will be primarily to support booths and some special or multi-media exhibits</p>
<p>Revenue Generation Potential: N/A</p>
<p>Other Considerations: Linkages with Marketing, ICTs and New Media; Education Tourism</p>

5.0 Youth in Tourism

Summary

According to the White Paper on the Development of Tourism in Barbados:

“Involving the youth to secure the future is one of the key fundamentals to transforming the Barbados Tourism industry” (Strategic Solutions Inc., 2012, p. 54).

This should be understood both as engaging local youth in the design and implementation within the Visitor Economy, as well as attracting greater numbers from the youth tourism market segment, because as UNWTO (2008, pp. 4 - 5) indicates, there is an estimated 160 million international tourist arrivals a year of which youth travel accounts for over 20%. Therefore, it is critical that local youth become more active in the local industry, and it is also vital that products, activities and services within the Visitor Economy be developed to attract the youth segment of the market.

Therefore, proposals for engaging youth in the future of the Barbados Visitor Economy are based on recommendations that were received from three youth tourism meetings convened between 2011 and 2013, as well as research into what the youth segment is seeking from the destinations that they visit. These recommendations fall into the following seven categories:

1. Youth entrepreneurship in tourism
2. Education and awareness to improve youth engagement in the industry
3. Beach-focused sports and entertainment, and improved beach facilities
4. Festivals
5. Technology and innovation
6. World Heritage Site
7. Cultural heritage

Youth entrepreneurship in tourism – This aspect of youth involvement can be promoted through the organization of small businesses in which young Barbadians use their skills to engage young visitors and as a consequence raise visitor awareness with respect to Barbadian culture. The active promotion of both traditional as well as newer non-conventional sports in the local Visitor Economy can aid in expanding visitor awareness and participation in local sport. Youth talent can also be invaluable in promoting the creative and performing arts displayed in a diversity of arenas within the Visitor Economy, e.g. on cruise ships, in cruise port facilities, at local hotels, and other popular venues frequented by visitors. There is also opportunity for trained ‘youth ambassadors’ to be engaged at a diversity of events across to island, as well as participating as tour guides to share vital information about the local Visitor Economy.

Education and awareness to improve youth engagement in the industry – In order to further engage youth in future tourism activities, more infusion of tourism into the formal school curriculum, as well as interactive tourism education in informal settings would need to be instituted.

Beach-focused sports and entertainment and improved beach facilities – Enhancement of the experience at beaches for local youth as well as visitors in their age groups can be facilitated through the incorporation of live entertainment, the addition of attractions, as well as improved facilities.

Festivals – The production of an increased number of local festival events and opportunities for youth to participate and display their talents is recommended, thereby increasing the entertainment provided to the visitors.

Technology – The incorporation of more advanced information technology and innovation into the industry is also considered a priority. Internet-based advertising should be a particular focus, and websites should not only be created but also maintained; they should be attractive and continuously updated. In addition, more technology classes should be provided at schools to encourage and equip students with the skills to develop the necessary software that could enhance the local tourism product.

World Heritage Property – Littering and vandalism in key areas such as Bridgetown were regarded by the youth as a significant concern. Recommendations from the youth emphasized the enforcement of strict rules and regulations against dumping. Further, the renovation of heritage buildings and the placement of interpretive signage were noted as key tasks to be completed for visitors to learn about the history of the buildings. Improved education in schools regarding the World Heritage Site was identified as a fundamental requirement to enable young persons to appreciate the importance of Historic Bridgetown and its Garrison.

Cultural heritage –The opportunities for visitors to engage with locals within communities to learn the culture should be enhanced, i.e. how Barbadians live, cook, socialize, play sports, etc.

Youth in Tourism therefore promotes strategic events that engage youth in a range of tourism-related activities. These include taking full advantage of both direct and indirect communication skills through social media, in addition to school-based interaction and sports development.

Each of the above elements is a key aspect of Barbados' future tourism development thrust, as both private and public sector tourism stakeholders forge ahead to explore the full potential of the internet, tap sports tourism avenues, increase local and visitor awareness regarding cultural heritage products, and provide authentic and personal experiences to the visitor.

Action 3.2-10 is recommended in support of Youth in Tourism, under Strategic Imperative 3 on '**Change the Tourism Mindset**' and corresponding Strategy 3.2 which states: '*Increase awareness activities and provide formal and informal education opportunities to foster changes in perceptions, attitudes and behaviours within the Barbadian populace towards the BVE*' (refer Report I, Sections 4.4 and 5.0). This Action is more fully described in Section 5.9.

5.1 Introduction

According to the White Paper on the Development of Tourism in Barbados:

“Involving the youth to secure the future is one of the key fundamentals to transforming the Barbados Tourism industry.” (Strategic Solutions Inc., 2012, p. 54).

This should be understood both as engaging local youth in the design and implementation within the Visitor Economy, as well as attracting greater numbers from the youth tourism market segment. Why should Barbados aim to attract this segment? Research has shown that with an estimated 160 million international tourist arrivals a year, youth travel accounts for over 20% of international tourist arrivals. Moreover, the youth travel market is worth an estimated US\$ 136 billion a year, or around 18% of worldwide international tourism receipts. Due to longer average trip duration, a typical youth traveler spends more in the destination (around 60% of their budget) than the average tourist during his/her trip. Thus the average youth traveler spends between US\$1,000 to US\$6,000 per trip. It has also been shown that the youth travel industry has grown faster than global travel overall, and is expected to increase in coming years as young people access more disposable income and travel becomes more affordable. By 2020 it is estimated that there will be 300 million international youth trips per year (UNWTO 2008; UNWTO/WYSETC, 2011).

In order to determine the most effective ways of engaging local youth in the future of the Visitor Economy and attracting more foreign youth to Barbados, discussions were held with youth in three events between 2011 and 2013, namely:

- February 4th 2011: one of the meetings convened during the public consultation process to gather information for the preparation of the White Paper on Tourism Development in Barbados.
- September 19th 2012: a youth forum convened at the 8th African Diaspora Heritage Trail Conference, Barbados September 17 – 19, 2012 at the Lloyd Erskine Sandiford Conference Centre
- March 7th 2013: a special forum convened to facilitate the formulation of recommendations that would inform the preparation of the Tourism Master Plan.

Based on the outcomes of these three meetings the information has been placed into seven categories as follows:

1. Youth entrepreneurship in tourism
2. Education and awareness to improve youth engagement in the industry
3. Beach focused sports and entertainment, and improved beach facilities
4. Festivals
5. Technology
6. World Heritage Site
7. Cultural heritage (Cumberbatch 2011; 2012; 2013)

These categories were found to coincide closely with the main activities targeted by youth travelers (see Table 5.1).

Table 5.1. Activities youth travelers most enjoy when taking a long trip abroad.

Activities	%
Visiting popular, well known tourist attractions	46.3
Visiting cultural attractions (museums, galleries, heritage sites, etc.)	45.4
Meeting local people	45.1
Eating and drinking	43.3
Getting off the beaten track/visiting non-tourist areas	36.9
Relaxing on a beach	26.8
Attending events and festivals	25.0
Learning a language	19.6
Hiking/trekking	18.7
Visiting friends and family	18.0
Sports (surfing, skiing, water sports, etc.)	16.3
Gaining work experience/developing new skills	9.8
Other	2.3

Source: (UNWTO, 2008, p. 24)

5.2 Youth Entrepreneurship in Tourism

Students and graduates of the Pommarine, the University of the West Indies [Hospitality Institute], the Samuel Jackman Prescod Polytechnic, Barbados Youth Service, and Barbados Youth Development Council who participated in the Youth Forum in 2011, shared many ideas about how youth could be actively involved as entrepreneurs in the Visitor Economy. Specific areas in which it was felt that youth could be engaged were sports, the visual and performing arts, as well as in special ambassador programmes.

Youth's active interest and involvement in sports – traditional such as cricket, indigenous such as road tennis, and non-conventional such as kite surfing – provides a logical opportunity for the organization of small businesses in which youth use their sporting acumen to engage younger visitors, and as a consequence raise cultural awareness among visitors (refer Action 2.1f-3 in Report V, Part 2, Section 3.2.1.6, and Action 2.1n-1 in Report V, Section 3.2.2.6). The UNWTO study revealed that 16% of youth stated that sports was among the activities they enjoyed when taking a trip abroad (refer Table 5.1; UNWTO, 2008, p. 24).

Therefore, the establishment of an annual youth sports festival, in which international sporting personalities are invited to participate, would provide visibility and prominence to these sporting businesses (refer Action 3.2-10). In addition, the implementation of special promotional activities such as competitions facilitating promotional trips to Barbados, would provide additional visibility to these small businesses (refer Action 2.1g-4 in Report V, Part 2, Section 3.2.1.7).

The youth are also very active in the performing and visual arts. These talents should be displayed in a diversity of arenas within the Visitor Economy, e.g. on cruise ships, in cruise port facilities, at local hotels, and other sites frequented by visitors, and also on social networking sites. Products/souvenirs created by youth should be highlighted and marketed at air and seaports, within the Ministry's Bajan Pride Exposition, and at other retail venues frequented by visitors. Youth performances should be showcased in local tours so that they could be afforded opportunities to interact with visitors, thereby providing them with exposure that would enhance their skills as business people, and at the same time promote Barbadian culture (refer Actions 2.1J-8 and 2.1J-10 in Report V, Part 2, Section 3.2.2.2). These shows could be hosted at revitalized community centres or pavilions and be an additional tour opportunity for visitors. In addition, select tours should be conducted within local communities, utilizing the youth as tour guides to interpret the combination of local talent in music, culinary and performing arts (see also Report V, Part 2, Section 3.2.2.4 on Community Tourism).

Importantly, the youth are well placed to perform the role of tourism ambassadors on the island. Trained youth ambassadors could be engaged at a diversity of locations and events across to island, as well as participate in tours as guides to share up to date and vital information about the local Visitor Economy with visitors (refer Action 2.1L-3 in Report V, Part 2, Section 3.2.2.4 and Action 2.3-8 in Report VI, Section 9.4). The fact that every student who attends the Hospitality Institute is required to take a second language means that there is a cadre of youth capable of speaking to visitors in their own language.

The development of the ambassador programme could be achieved through an expansion of the existing Junior Minister of Tourism Program into a full youth arm of the Ministry, which would provide an institutional context for these programmes. The youth arm would also facilitate engagement of youth in research and development, i.e. youth, guided by the Tourism Development Officers, would design and implement research projects geared at collecting information on innovative ways of enhancing product development and destination management.

5.3 Education and Awareness to Improve Youth Engagement in the Industry

The youth who attended the three meetings indicated that there needed to be a greater infusion of tourism into the formal school curriculum as well as interactive tourism education in non-formal settings. Specific suggestions made by the young people at the three fora were as follows:

- Introduce tourism as a subject in both primary and secondary schools to improve understanding and awareness of tourism's importance to the economic development of Barbados.
- Provide focussed school education regarding UNESCO World Heritage (refer Report VI, Section 5.0, Actions 2.2b-4 and 2.2b-5)
- Develop innovative workshops with activity-based exercises on tourism for the youth

- Incorporate relevant subjects such as Barbadian history and heritage into school syllabi
- Fully integrate foreign languages into secondary school curricula (make it mandatory that students learn different languages in schools) since not only English speaking tourists visit the island
- The hospitality industry should also explore partnerships with school organizations. For example, hotels can involve youth groups, school groups such as choirs and drama clubs in performance events
- Hotels can also be encouraged to donate appropriate supplies to schools to invest in the communities and youth who will, in return, invest in the success of the tourism industry (refer Report V, Part 2, Section 3.2.1.7, Action 2.1g-1)

The recent addition of tourism as a subject for the Caribbean Advanced Proficiency Examination (CAPE) will be a stepping-stone for those wishing to pursue tertiary tourism studies within the region. Moreover, existing initiatives such as the BHTA's Schools Tourism Education Programme (STEP) should be continued and expanded to promote opportunities for young people to be exposed to the industry (see also Section 4.0, Action 3.2-9).

5.4 Beach-Focused Sports and Entertainment and Improved Beach Facilities

The beach emerged as a place where a majority of young people visits to socialize and pursue both active and passive recreation. This was stated by both the participants in the three meetings as well as by 26% of those surveyed in the UNWTO study (Table 1). Consequently, the youth recommended the enhancement of experiences at local beaches, for themselves as well as young visitors, through the incorporation of live entertainment, additional attractions, and improved facilities. The preferred beaches for these activities were Browne's Beach, Miami Beach and Brandon's Beach. Disabled access to beaches was also of particular concern. Specific forum recommendations were to:

- Incorporate live entertainment to encourage beach events, such as steel pan, performances by local calypsonians, and sport activities. Create additional attractions such as water parks
- Promote sports and sporting competitions at the beach, including cricket, volleyball and water-sports
- Improve the facilities at the beaches. For example, ensure that bathrooms are accessible to the disabled, and extend the opening hours to 9 p.m. Provide external taps for access to fresh water and improve the beach furniture by providing additional picnic benches
- Make the ocean more accessible to the disabled. For example, increase the provision of the specially designed chairs that enable physically challenged persons to be seated and have a bath in the sea (refer Actions 2.1a-2 and 2.1a-3 in Report V, Part 2, Section 3.2.1.1)
- Improve lighting at the beaches at night. For example, sites such as Accra require better lighting to prevent robberies. However, care is needed with regard to the type of lighting used, since some of these areas are turtle nesting beaches
- Have a greater police presence and life guards on the beach to enhance safety and security (see also Section 6.0)

5.5 Festivals

With respect to festivals, forum attendees advocated an increase in the number of local events and the opportunities for youth to participate and display their talents thereby increasing the entertainment provided to the visitors. Specific recommendations included:

- The provision of smaller festivals throughout the year to complement the Grand Crop Over. Current examples are the UWI, St. Philip, and West Coast carnivals
- The development and promotion of a music festival featuring new artistes in order for emerging local talent to be discovered and offered formal entertainment opportunities, as exemplified by Rihanna's commercial success. More artistes achieving international fame would allow potential visitors to learn more about Barbados. The event could be scheduled during a weekend and performances assessed by talent scouts (refer Action 2.1J-10 in Report V, Section 3.2.2.2)
- While the Jazz Festival is a tremendous outlet for international and local artists, it needs to incorporate more local talent e.g. Honey Jam artistes, who may perform alongside international artists. In addition, the development of a wide-ranging talent show modelled after performance events such as *America's Got Talent* will allow all age ranges to showcase their skills
- Strategic marketing should also be focused on drawing international students taking Spring Break vacations. Activities such as beach-events and sports should be planned to target these students

5.6 Technology

Research shows that young travelers are consulting a growing number of information sources when planning their trips. The Internet is now used by more than 80% of young travelers to search for information before their trip; and the proportion of Internet searches converted into bookings has significantly grown (UNWTO, 2008). Aside from advertising service providers (e.g. airlines, hotels, budget accommodations and travel agents), the Internet has also multiplied the opportunities for travelers to gain first-hand and personal travel advice. For example, consulting friends' photos of past trips on Facebook, checking TripAdvisor, arranging to stay with locals through Couch-surfing, or seeking advice from blogs helps young travellers to make informed decisions (UNWTO/WYSETC, 2011). As a consequence, local youth sport tourism businesses should be marketed on social media sites such as Facebook, which are frequented by youth travelers.

Not surprisingly the participants at the three youth meetings made a number of recommendations to incorporate more advanced technology into the tourism industry. The youth also proposed that internet-based advertising was critical, but cautioned that websites should not only be created but also maintained; and they should be attractive and continuously updated. Through forum participants believed that more technology classes should be offered at schools to encourage and equip students with the skills to develop the necessary software that could enhance the local tourism product. Specific recommendations included:

- The creation of virtual tours on websites to promote authentic hot spots and attractions. These websites can be used for local, regional and international advertising
- The incorporation of current GPS tools for use on tours and with smart phones was a focal point for future industry development (refer Action 2.3-7 in Report VI, Section 9.4)
- Investment in electric vehicles for visitor transportation and tours was also proposed
- The installation of interactive features such as touch screens at the air and sea ports or hotels to provide information of interest to tourists, e.g. where to dine, places of interest, or biodiversity facts. They could also be in the form of cell phone/tablet applications that can be downloaded
- The application of technology to provide self-guided tours that replace the need for tour guides. This is already provided at a number of international World Heritage Sites where individuals can receive an electronic wrist band with a recording which gives instructions on the path to follow, and provides details at each stop or key node. Visitors obtain the full information of the area without requiring a map
- Electronic map displays (using a flat screen device) can also be placed at bus stops allowing visitors to navigate and learn about Barbados, as printed maps can be unclear. Security of devices, however, would be a concern

5.7 UNESCO World Heritage Site

Local youth were very proud of the World Heritage Site designation, and made contributions regarding the enhancement and protection of Historic Bridgetown and its Garrison. Littering and vandalism were of keen concern as such behaviours spoil the beauty and good reputation of the island. Suggestions regarding improvement and maintenance of the designation were as follows:

- Enforcement of regulations regarding dumping in Bridgetown and its Garrison should be prioritized
- The architectural heritage of Bridgetown and its Garrison should be preserved and the historic infrastructure maintained and interpreted for the benefit of all visitors
- School-based educational tools developed around the World Heritage Site should be introduced into the school curriculum so children can appreciate the prominence of Historic Bridgetown and its Garrison (refer Action 2.2b-4)
- The development of an environmental ambassadorial team consisting of young persons who would assist in the maintenance of local environments, particularly Bridgetown, through clean-ups and monitoring (refer Report V, Part 2, Section 3.2.2.6, Action 2.1n-3; and Report II, Section 3.0, Action 11.1-5, and Action 11.1-8)
- The importance of tram development for the Garrison Historic Area was also highlighted

5.8 Cultural Heritage

Youth displayed keen interest in enhancing the opportunities for visitors to engage with locals and youth within communities to learn the culture, e.g. exploring how Barbadians live, cook, and socialize. Specific recommendations included:

- Creating chattel house experiences for visitors so they can engage in authentic local culture and customs, including the preparation of indigenous foods. The development

of a dedicated Chattel House Village where visiting youth would have the opportunity to live like Bajans, eating typical Barbadian food, listening to folk singers in the village, and seeing local animals such as black belly sheep would be an asset. The availability of youth ambassadors interacting with visitors within the village would lend to heritage interpretation and provide a stage for showcasing indigenous talent (refer Action 2.3-8 in Report VI, Section 9.4)

- Job creation in which youth become tour guides and display aspects of Barbadian youth culture (refer Action 2.1L-3 in Report V, Part 2, Section 3.2.2.4)
- Designing and promoting local clothing as part of Black History month
- Developing theatre arts programmes so that youth can produce plays and films on what life is like growing up in Barbados. These plays or films could portray different moments of Barbadian history and promote the island and the Caribbean on the world market
- Refurbishing old buses for use as tour buses and having more neighbourhood tours to encourage visits to less well-known areas. Trained youth guides would also serve on tours

In addition to these areas of interest, the use of local iconic figures, particularly in the music industry, to paint positive pictures of Africa and African culture was seen as important for portrayal of Barbadian heritage. The integration of African history in primary school education would set the stage upon which students can later interpret and represent local cultural heritage experiences. Developing the natural potential of seaside communities to exploit their particular resource, e.g. net casting, net knitting, miniature boat building, and darning, was seen as important. The preservation of cultural practices and history through increased exposure within the formal school environment will be critical to the long-term sustainability of authentic local character in the tourism product.

5.9 Actions Recommended to Support Youth in Tourism

The findings of international research as well as the input from local youth confirm that Barbados should facilitate more opportunities for youth to participate in the Visitor Economy and by so doing create products and services that would attract the youth segment of the market. The proposed strategy draws on the suggestions made by the youth in the three meetings as well as the areas of interest identified by research as those that cater to the needs of the youth market segment.

Therefore, for Youth in Tourism, the following Action is recommended in support of Strategic Imperative 3 on '**Change the Tourism Mindset**' and corresponding Strategy 3.2 which states: '*Increase awareness activities and provide formal and informal education opportunities to foster changes in perceptions, attitudes and behaviours within the Barbadian populace towards the BVE*' (refer Report I, Sections 4.4 and 5.0).

3.2-10 Develop an Annual Youth Sports Festival

Description:

This recommended action seeks to draw together a number of the features that have been identified by the youth of Barbados in ways that would enhance their participation in the visitor economy. The development of a 3 to 7 day sports tourism festival would aim to attract at least one international sporting star so that it could gain the attention of an international network such as ESPN. The festival would combine indigenous, traditional and newer, non-conventional sports that are both land and marine-based events.

Highlights of the festival would include:

- A sports festival at which locals and visitors participate and compete
- Combining indigenous sports such as road tennis and marble cricket; traditional sports such as volley ball; and newer sports such as kite surfing
- Featuring both land and marine-based activities including bike races, biking stunts, road tennis, table tennis, cricket; football, beach volley-ball, swimming and water polo
- Participation of amateur as well as strategic professionals (e.g. Robert Roberts, a Barbadian and former Caribbean table tennis champion, now residing and operating a table tennis facility in New York)
- An accompanying entertainment package in which local young artistes perform at various venues each evening to end the day's activities with a party. The genre of music would be diverse – including folk, alternative, jazz, calypso and reggae

Expected Outcomes:

- International exposure for Barbados, especially within youth communities
- Increased opportunities for youth to engage in sporting activities while interacting with visitors
- Cross-cultural exchange
- Revenue generation through main events and associated activities such as cultural performances

Guidelines for Implementation:

- Meetings convened between the relevant stakeholders in the public and private sector tourism and sporting organizations
- Development of a local and international marketing strategy to attract participants
- Development of a local management committee to plan and implement the event
- There would be a registration fee for all participants, both locals and visitors, to generate income. Special rates for locals or regional/ CARICOM visitors can be applied

Challenges With Implementation:

Select sporting infrastructure and adjunct facilities on the island need refurbishment

Recommended Implementation Agency:

Agencies to be engaged would be the BTA, the National Sports Council, the BHTA, Ministry of Tourism, and National Cultural Foundation

Priority / Implementation Timeframe:

Medium-Low/Short Term: The festival could be implemented by year two of TMP implementation

Target Users:

- All local sports enthusiasts
- Local young performing artistes
- Visitors with an interest in an existing sport or who are adventurous and would like to learn an indigenous one

Who Benefits:

The beneficiaries are primarily the local sports community. The local performers would also benefit

Risks:

Financing support for the initiative may not be substantial enough for implementation of the full range of events

Estimated Costs:

BDS\$200,000

Source of Funds:

- Sponsorship by international sporting companies, e.g. Nike – especially if international sports personalities are involved
- Private-public joint funding

Revenue Generation Potential:

- Registration fees for sporting events
- Registration of vendors booths for events and associated cultural performances
- Performers will also generate income

Further Development Work Required:

Investigate what has happened with other Sports Tourism Initiatives

Other Considerations: Linkages to Sports Tourism, Cultural Heritage and Attractions

6.0 Safety and Security

Summary

Safety and Security is one of the pillars on which Barbados' tourism has been built and has thrived. Barbados is a preferred destination on the basis that visitors perceive it as a safe and secure location. This is reflected in the White Paper on the Development of Tourism in Barbados (Strategic Solutions Inc., 2012, p. 123), which states:

“Another priceless brand asset that Barbados possesses is the fact that visitors consider the island to be a safe, secure and stable destination, especially when compared to some others in the Caribbean and around the world.”

In Barbados, as in other Caribbean islands, the incidences of crime have been a worrying fact of life. However, these crimes are not generally directed against the visitor. Barbados and the Caribbean are therefore still considered as safe havens for visitors because so far the Caribbean has remained, for the most part, outside the beaten path of acts of terrorism. However, incidences of crimes against the visitor, harassment, drug trafficking and sickness and health fears have been occurring with increasing regularity. Although the tourism product has been negatively impacted, thankfully, it has not reached crisis proportion as yet.

Policy Initiatives on Safety and Security

Safety and Security is gaining in prominence but for all the wrong reasons, and what was once a prized industry asset, is increasingly coming under the threat of being lost as a brand of Barbados' tourism product. This must not be allowed to happen. It is precisely for the purpose of maintaining this brand that the Tourism White Paper (Strategic Solutions Inc., 2012, p. 242) has outlined a set of policy initiatives. This set of policy initiatives is based on the premise that Safety and Security has an individual perspective, as well as a national, regional and international one.

At the individual level, it is recognized that persons must take responsibility for their own security. At the national level, the state establishes the broad security environment through the operations of its security forces, but cannot provide 24/7 security to each individual. At the regional level, national and regional Safety and Security agencies come together, interact, form partnerships, and exchange information/intelligence, all aimed at making the region safe and secure. In a similar way, at the international level, representation is made through the various regional bodies in international fora and through various media outlets, thus providing the global perspective.

Regional Agencies and Safety and Security

At the regional level, there are several agencies and institutions involved in providing safety and security. Whether they be anti-crime and anti-terrorism units, whether they provide guidance on disaster planning and management, whether they deal with corruption and money laundering, or are designed to track the movement of persons of interest, or to prevent/restrict the movement of contraband goods, these agencies collaborate with each

other, with national agencies and international partners with a common interest to keep the Caribbean, and by extension Barbados, a relatively safe and secure place to live and visit.

Impact of International and Regional Terrorism on Barbados

Barbados and the rest of the Caribbean region have previously been negatively impacted by international acts of terrorism, the most notable of which is the 9/11 international terrorists' attacks against the USA that impacted Caribbean tourism, throwing the many tourism dependent economies into financial and economic chaos. It is obvious then that Barbados and the Caribbean must remain conscious of the impact of international terrorism on the region, and proactively put in place mechanisms to prevent or mitigate these threats to the extent possible.

The Caribbean has also been affected by regional terrorism. The October 1976 crash of a Cubana aircraft in Barbados waters, the commandeering of the Trinidad & Tobago Parliament in 1990, and the uncovering of a 2007 plot against the JFK airport in New York, allegedly involving nationals of Guyana and Trinidad and Tobago, have all impacted Barbados and the Caribbean in one form or another. Despite these instances, the Caribbean still remains a zone relatively free of terrorism. By acting together to combat terrorism and the threat of crime and its fall out, Caribbean nations will ensure their economic viability for a long time.

Local or 'Home Grown' Terrorism

While Barbados has had no incidents of internal terrorism, there have been incidents of bomb scares and threats against airlines, Government ministries and departments, and other private sector interests. These threats have all been taken seriously and have been investigated. Internal terrorism is a more difficult issue. Bomb threats and other terrorist threats must be taken seriously. In such cases, the training of 'first responders' is fundamental to discovering or preventing crime and terrorism. First responders, e.g. maids, janitors, office workers or a better-trained member of the emergency team, must be able to respond to unusual situations. Such persons must be able to recognize unusual objects or unusually placed objects, e.g. an unfamiliar bag, an unusual substance in a bathroom. It is critical for every person in the building or the affected area, particularly security personnel, to be trained in detecting and responding to security and emergency situations. They should know, through well-practiced rehearsals and drills, the set of procedures each emergency situation is likely to require.

Electronic Crime and Terrorism

Electronic media and cyberspace, particularly the computer and the internet, are increasingly being used to perpetrate crime and plan acts of terrorism. Hacking into individual computers systems to steal personal identities, to interrupt national electronic networks and to deliberately cause large-scale disruption of computer networks is fast becoming the crime of preference. People are using social networks to post sexually explicit images and social media to plan meetings and commit crimes. Many of the terrorists' attacks on countries or particular groups have had their origins or some portion of their planning via the internet. It seems that countries/institutions are finding it difficult to prevent

these types of criminality. Barbados has had its share of interference with Government's electronic information, and like other jurisdictions, must develop legislation and programmes to counter this invasion.

Actions to Combat Crime

Given that some action must be taken to safeguard our safety and security brand asset, there are things that can be done to effect this. These include short to medium term options, e.g. removing vagrants from the streets, having a greater security presence and better lighting at places where locals and visitors congregate, introducing programmes that are job creating, dealing effectively with the issue of 'cash for gold', identifying and removing those who harass our visitors and locals on beaches or elsewhere, and identifying those visitors who blatantly attempt to corrupt our culture through drugs and other unsavoury activities, and then taking the appropriate action.

Safety and security would also be enhanced by upgrading the standards of delivery of service by security personnel. This could be achieved through establishing and methodically enforcing basic standards for safety and security practitioners, the organized training of guards in the private and public sectors, and awarding of the appropriate accreditation on successful completion of training.

There is also the need to examine and make the necessary changes to the legislation to give effect to improved performance of security practitioners, upgrade guard service, and generally foster the formation of national and regional safety/security associations in the interest of cross fertilization of security information and knowledge, and in the interest of further raising standards locally and regionally.

Some thought should also be given to creating a local educational environment for safety and security practitioners to pursue tertiary training, such as a diploma or degree in the field of Safety & Security. This would elevate this area of service to parallel with other services provided in tourism, instead of being perceived as an adjunct to tourism.

Safety and Security at GAIA

Barbados must comply with the international safety and security requirements as mandated by ICAO as they relate to threats to Civil Aviation, i.e. the unlawful interference with aircrafts, airports, air navigational aids and installations. Particularly as a tourism destination, this requires that all persons working in the civil aviation environment have a safety and security consciousness while still maintaining a friendly and welcoming face to the visitor.

Safety and Security at GAIA is the remit of two separate departments, the Safety Department and the Security Department, with a high level of collaboration and cooperation between the two. The airport has its own staff, but employs other private security providers in specialized areas of its operations.

Safety and Security at and around the airport are strengthened by the presence of the RBPF post on the airport compound, the RBPF training facility at Paragon, the BFS station at the

airport, by the presence of the BDF at Paragon, and the location of the RSS secretariat, also at Paragon.

The issue of 'plane watching' near the Wilcox/Fairy Valley junction is a serious security threat. This is addressed in the GAIA Master Plan 2010, which also addresses other safety and security issues within the airport expansion. The TMP suggests that this practice represents an ever-present threat to airport and aircraft safety and security, and should be outlawed immediately.

Safety and Security at BPI

The Barbados Port Inc. (BPI) has its own security unit headed by a Manager. There is also a RBPF post within the Port. These two agencies collaborate closely on a daily basis. The marine arm of the RBPF and the Barbados Coast Guard (BCG) also collaborate to provide seaward security to the Port.

There exists a port security plan that is approved by Government and reviewed every 5 years in accordance with International Maritime Law. The latest issue was in 2010, which is due for review in 2015. This plan contains all of the Port's procedures, SOPs, disaster procedures, etc. There is also a Port Safety Committee chaired by a Manager of Human Resources (HR), which deals with all internal safety issues. The HR Manager also sits on the Board of the Department of Emergency Management.

Port security extends to most Ports in Barbados, i.e. the Bridgetown Port, Arawak Cement Plant, Careenage, Oistins (Oil terminals), and Spring Garden (Oil terminal). This does not include Port St. Charles or Port Ferdinand, and generally not Speightstown. In all ports, the BCG visits annually to carry out inspections and to view arrangements. Lighthouses are also under the jurisdiction of BPI.

The BPI security manager feels that there is need for more cooperation/collaboration between Port Security personnel in the Caribbean. Tourism, especially cruise tourism, is usually a regional undertaking. A cruise liner comes on an itinerary to the Caribbean. There should be a joint association of port security personnel and immediate sharing of information especially where it involves threat to another port. Currently, BPI Security has to generally act on police/Coast Guard intelligence, but an association of their security personnel could also be helpful in disseminating information, and helping to capture criminals and reduce trans-border crime.

Immigration and Customs

The Immigration Department (ID) is a Government agency, and the only agency in Barbados that is tasked with controlling entry to and exit from Barbados through airport and seaport, as well as other official entry/exit points, e.g. Port St. Charles and the Arawak cement plant.

Given this mandate, the ID has to be at the forefront of combating cross-national crimes, drug trafficking and health threats that come with the free movement of people. The ID is part of a team that provides 24/7 surveillance at the ports of entry/exit.

Staff training and the technology acquisition are being undertaken to move the ID to electronic finger printing in the near future. In addition, applications for passports and visas that are partially electronically done with the availability of the appropriate forms on-line, will move towards full electronic filing in the period of the TMP.

The Barbados Customs, Excise and VAT department is one of the agencies at the forefront of the safety and security of Barbados. Customs is tasked, *inter alia*, with expediting and facilitating trade and travel, and controlling the import and export of contraband goods. By being one of the agencies at a Port of entry, Customs plays a significant role in Barbados' border security.

Customs has a Development Plan that dovetails with the GAIA and the BPI Master Plans. Both of these plans will expand the areas provided for Customs, and provide improved customer service, particularly as they relate to facilitating the movement of passengers through the points of entry/exit and the boarding and inspection of vessels.

Given the nature and mandate of these agencies, they will always be the subject of public scrutiny. The ID and Customs must not waiver in their commitment to a safer and more secure Barbados. However, as a frontline agency, they represent the face of Barbados. Their staff has a responsibility to be courteous and polite to visitors and locals alike, and must be seen to be fair and impartial in dealing with the public at large, from within or outside the region.

Other Areas of Safety and Security

Matters relating to our safety and security do not revolve solely around detection and prevention of crime. Though these are extremely important in their own right, there are other areas of Safety & Security that must also engage our attention, including:

- Highways and roads
- Beaches and the sea
- Man-made & natural disasters
- Health related issues
- Occupational health issues
- Water supply systems
- Food supply
- Information (including electronic)
- Standards

Road Safety and Security

In respect to road safety, this section reviewed the issue of accidents, the need to reduce them, and the need to keep formal records that involve visitors. Pedestrian safety was examined and suggestions made on how to improve this on highways and road networks. The practice of channeling vehicles through residential districts was deemed undesirable and a possible breach of security. Speed control “humps” or “sleeping policemen” were considered necessary to limit speeds of vehicles through residential districts, but there is

need for uniform designs and proper advanced warnings of their existence. They should also be properly painted and highlighted so that they are easily seen at night and during bad weather.

The matter of 'jambusting' (i.e. the legitimate movement at roundabouts where a driver may overtake another on the left and vie for entry into a single emerging lane) was addressed, and it was noted that this would soon be a thing of the past. There is need for a policy on roundabout use, and the matter of pedestrianization of Bridgetown should be reviewed again. The safety on rural highways and roads should be enhanced through the use of traffic markings, greater use of roundabouts, highlighting of road edges and centre lines with reflective paints, the more effective use of safety, as well as directional and informational signs, the trimming of overgrowth, and the safe location of lighted pedestrian crossings.

Safety on the ABC and the Ronald Mapp Highways was improved with the construction of 'jersey barriers' to divide opposing directions of traffic, but this has resulted in safety issues for access of emergency services where there may be a very serious accident or incident on a section without an exit between roundabouts. A recommendation is to install temporary removable sections at determined intervals in the jersey barriers to be controlled by police and to be operated only in serious emergencies.

Safety and Security on the Beach and in the Water

On the matter of safety of visitors and locals on the beach and in the water, the report examined the proper use of jet skis and other recreational equipment, and suggested safety protocols for visitors/locals using sea equipment, and the proper location of access points and routes for the safe operation of such equipment.

Safety and Security from Disasters

In the case of disasters, man-made and natural, it is noted that the Ministry of Tourism has a hurricane plan in collaboration with BHTA for vertical and horizontal evacuation; high-rise hotels will move their guests/staff and nearby guests/staff from low-rise hotels to higher floors. Those that cannot be accommodated at a higher level will be moved inland to designated 'shelters'. While for disasters that would make it unsafe for accommodation on coastal properties, the plan is to move persons to shelters on higher ground. The plan is to be further developed to identify appropriate facilities on higher ground.

In the case of earthquakes or other seismic activities, there is a regional monitoring and detection system that records this activity and relays it to national stations for early warning information to the likely affected areas. Barbados is in the process of developing an early warning system that will allow every affected person to be aware of what is going on so that appropriate action can be taken.

In the case of a tsunami, there is also a regional sea level monitoring network, which will detect changes in sea level as a result of tsunamis or any other sea level-related hazard, e.g. storm surge, sea level rise, and winter swells. Barbados contributes to the network with stations at the Coast Guard, Bridgetown Port and Port St. Charles. Other areas are being

considered for placement of other stations. Again, Barbados is in the process of developing an early warning mechanism to inform likely impacted areas.

Health Safety and Security

For health related matters that may impact visitors or locals, Barbados has a robust mechanism that deals with seaport and airport health safety. Health is included as part of a team stationed at the ports of entry on a 24/7 basis to ensure that visitors do not bring international diseases into Barbados, and to prevent local diseases going international. In addition, Barbados has a wide ranging health policy that covers many areas that are visitor related, including health care for the visitor, HIV/AIDS and the sex worker who may interact with visitors, how to handle illness aboard a visiting vessel, health safety at accommodations and on the beach, the repatriation of the remains of a visitor who dies in Barbados, inspection of hair salons and a policy on setting up a health business in Barbados. Barbados is also designated to inspect and issue ship sanitation certificates.

In the area of food safety and security, a team effort comprising Health (Public Health and Veterinary Services), Customs, Immigration, and Agriculture (Vegetable & Plant Inspection Services) ensures that all imports of food, live plants and animals are inspected to ensure that foods are fit for consumption and that live plants and animals are free from diseases.

The Environmental Health Department of the Ministry of Health plays a vital role in tourism through inspection and licensing of restaurants and bars, supporting a national food safety programme with BCC, and building capacity within the hotel industry through the development of an institutional hygiene training course. It is also achieved through the development of a vector control programme to keep visitors and others from contracting vector borne diseases, and through the implementation of the Hazardous Analysis Critical Control Point (HACCP) spearheaded by UWI Cave Hill.

In terms of food security, the National Nutrition Centre of the Ministry of Health has commenced a project that addresses what is grown so that the country may become more self-sufficient. The idea is to examine the full cycle of a 'Farm to Table' concept, which would enhance the availability of fresh local foods for consumers (see also Section 3.2.1.3). The Ministry of Health food security programme aiming at 'growing far more local foods' will also help to reduce the county's food import bill.

Water Safety and Security

Barbados is a water scarce country, i.e. the natural supply is limited and will expire unless measures are taken to resupply the aquifers and to augment the reserves. In addition, Barbados must continue to pursue means to protect and increase/improve the quantity/quality of supply for the benefit of locals and visitors.

Standards in Safety and Security

Mention has been made of a basic security training standard developed by the TVET Council. The tourism sub-committee on transport has also developed standards that address, *inter alia*, areas of safety and security in the provision of public transport services.

Standards represent best practices, and the policy should be to continue to develop and implement best practices in all areas of tourism, particularly in the broad areas of Safety and Security.

Recommended Actions to Assure Safety and Security

Aside from the recommendations presented in this section that address issues pertaining to safety and security in Barbados, the following Actions are proposed, and are more fully described in Section 6.11, in support of Strategic Imperative 9 on '**Assure Safety and Security of Visitors and Residents**' and corresponding Strategy 9.1 which states: '*Enhance the capacity of the security forces to assure the safety and security of all visitors and residents*' (refer Report I, Sections 4.4 and 5.0).

9.1-1 Create a Rapid Response Task Force

9.1-2 Train Safety and Security Personnel

9.1-3 Develop a Safety and Security Training Module

6.1 Introduction

In any environment, the personal safety and security of the individual is the foremost priority on the mind of that individual, whether he/she is a visitor, resident or national. The fact that the visitor's personal safety and security is paramount to his/her choice of a vacation destination is aptly outlined in the White Paper (Strategic Solutions Inc., 2012, p. 242) which states that:

"In the face of increased incidences of terrorism, crime, civil unrest, natural disasters and health pandemics around the globe, safety and security has become one of the major concerns of today's traveler and heavily influences their choice of destination".

That Barbados is a preferred destination on the basis that visitors perceive it as a safe and secure location is also reflected in the comments of the White Paper (Strategic Solutions Inc., 2012, p. 123) which states that:

"Another priceless brand asset that Barbados possesses is the fact that visitors consider the island to be a safe, secure and stable destination, especially when compared to some others in the Caribbean and around the world."

Although in some of the other Caribbean islands the incidences of crime have been occurring at an alarming rate, these crimes are not generally directed against the visitor. Barbados and the Caribbean, in general, are therefore still considered as safe havens for visitors because to date, the Caribbean has remained for the most part, outside the beaten path of acts of terrorism. However, incidences of crime, harassment, drug trafficking and sickness and health fears have been occurring with increasing regularity, the fallout from which can negatively impact our tourism product, although thankfully, it has not reached crisis proportion as yet.

According to an article on Caribbean tourism by eTN (2009), fears of abduction, muggings and unfamiliar surroundings were keeping large numbers of tourists confined to cruise ships that bring them to the Caribbean for its marine life, sun and blue skies, and that added to those discouraging factors were perceptions that onshore law enforcement was lax and emergency medical treatment non-existent.

Almost four years later and in a similar vein, the Bahamas Prime Minister Perry Christie is reported to have issued a warning that there is no bigger threat to the future viability of tourism in the region than crime. *"It is a major problem for all of us"* Christie is quoted as saying. Noting that the problem did not only manifest itself in crimes against tourists (which he said has statistically remained limited), he argued that the stigmatization of entire nations or tourism destinations as crime-ridden enclaves was destructive, and that the problem was being underestimated at the region's peril (eTN, 2013).

It is obvious that Safety and Security is gaining in prominence but for all the wrong reasons, and what was once and probably still is a prized industry asset is increasingly coming under the threat of being lost as a brand of our tourism product. We must not allow this to happen.

6.2 Policy Initiatives

6.2.1 Tourism White Paper Proposals

It is for these reasons that the Government of Barbados, in its White Paper (Strategic Solutions Inc., 2012, p. 242), has deemed these negative acts and behaviours as *"...a national problem that will require a national response, involving the assistance and attention of all Barbadians..."* and has outlined the following set of policy initiatives:

- *adopt a zero-tolerance approach to ensure a safe and secure Barbados is maintained for locals and visitors alike by dealing swiftly and comprehensively with issues of crime and all forms of deviant behaviour*
- *provide adequate and relevant information at points of entry and accommodation to visitors that will help to improve their safety and security;*
- *ascertain the root causes of crime to stem any further growth of this scourge on Barbadian society*
- *support preventative and rehabilitative measures that focus on mentorship and self-help programmes for 'at-risk' youth that provide entrepreneurial and job skills development*
- *support the development of a legal and institutional framework to deter crimes against visitors including the creation of a tourism police task force*
- *educate stakeholders about the existing laws regulating public vending and invite those operating without license to regularize their status and educate them of the benefits to be derived from coming on board in order to achieve their 'buy-in'*
- *enforce legislation that outlaws illegal vending*
- *support the improvement of human, technological and physical resources of the security force*
- *counter the sub-culture of violence and illegal drug use by deploying more intense beach patrols by security forces and the strengthening of community policing*

- *continue to work closely with regional security counterparts to strengthen border controls and benchmark best practices to combat drug and gun trafficking*
- *encourage business continuity planning to mitigate against external shocks and to restore operations in a timely and efficient manner after a disaster*
- *facilitate an effective and operational national disaster management plan that, among other things, focuses on an educational component that includes the tourism sector*
- *facilitate the effective management of natural and man-made disasters in the tourism sector through contingency plans and simulation exercises*
- *enforce public health controls at the air and sea ports to prevent and minimize the spread of communicable, vector borne and other diseases*
- *implement standards and practices to ensure food safety*
- *adopt and promote the use of international health and safety standards at all types of accommodations within the country*
- *take suitable action to prevent and minimize the spread of communicable and other diseases which impact the tourism sector*
- *provide adequate resources to maintain Barbados' reputation as the premier healthcare provider in the region*
- *ensure Barbadians and visitors are provided access to health care facilities for emergency services*

6.3 Definitions

Wikipedia (2013) defines **Safety** as 'the state of being "safe" (from the French *sauf*), the condition of being protected against physical, social, spiritual, financial, political, emotional, occupational, psychological, educational or other types or consequences of failure, damage, error, accidents, harm or any other event which could be considered non-desirable.'

It also defines **Safety** as the control of recognized hazards to achieve an acceptable level of risk. This can take the form of being protected from the event or from exposure to something that causes health or economical losses. It can include protection of people or of possessions.

Wikipedia (2013) also defines **Security** as the process or means, physical or human, of delaying, preventing, and otherwise protecting against external or internal, defects, dangers, loss, criminals, and other individuals or actions that threaten, hinder or destroy an organization's "steady state," and deprive it of its intended purpose for being. **Security** is also called social safety or public safety. Security is the risk of harm due to intentional criminal acts such as assault, burglary or vandalism.

In the TMP, the words '**Safety**' and '**Security**' are used interchangeably and primarily used together as '**Safety and Security**'.

6.4 Perspectives on Safety and Security

6.4.1 National Perspective

A major significance of Government's policy initiatives as outlined above is the recognition that the effort to maintain a safe and secure environment is not the remit of a single Ministry, agency or organization, but requires a multi-disciplinary, multi-agency, multi-sectoral and multi-dimensional approach, and must therefore be treated to in this manner. There may be no short fixes or overnight panacea. It will require the intervention of all institutions-the individual, the family unit, the lead agencies charged directly with providing some measure of protection for our visitors and residents alike, the justice system, the penal reform system, and all the other national systems and institutions that impact directly or indirectly on safety and security.

6.4.2 Regional Perspective

In fact, these policy initiatives recognize that Safety and Security is not only a national issue requiring the involvement and intervention of all nationals, residents and visitors, but it is also a trans-national issue that must be recognized and preserved if our nations are to survive the current hard economic realities. If there were ever any doubts that economic development of this region is closely aligned to Safety and Security, these doubts would have been dispelled following the 9/11 event and the resulting economic chaos into which the entire world was plunged as a result of this single event. In between the 9/11 event and this current global economic downturn, the speed and extent of economic rebound of the relatively peaceful and stable Caribbean archipelago of islands in an otherwise tumultuous world, are additional testimony to the link between Safety and Security and economic progress.

The comments ascribed to the Bahamian Prime Minister, and referred to earlier in this text, are recognition that he understands the connection between the maintenance of Safety and Security and economic development. In TMP discussions on Safety and Security at BPI, the Manager of Security Operations, in stressing the need for sharing of useful information between ports of call in the Caribbean, noted that "*Tourism, especially cruise tourism, must be seen as a regional undertaking. A cruise liner comes on an itinerary to the Caribbean and not just to Barbados*" (pers. comm., Anthony Benn, Manager, Security, BPI, September 2012). He also understands the regional perspective of our tourism industry and the regional significance of Safety and Security. Hopefully, we as a group of nations in the Caribbean, understand the regional significance as well.

6.4.3 The Wider Perspective

Matters relating to our safety and security do not revolve only around detection and prevention of crime and its fallout. Though these are extremely important in their own right, there are other areas of safety and security that must also engage our attention. These include, but are not necessarily limited to the following:

- On our highways and roads
- On our beaches and in our waters
- In the face of disasters, man-made and natural
- Areas that are Health related
- Those pertaining to Occupational Health and Safety
- Of our water systems
- Of the foods we consume
- Of information (including electronically stored)
- Standards

6.4.4 Maintaining a Clear Perspective

Some events that have occurred recently within the local tourism sector, the wider Caribbean, and internationally have caused panic in our tourism sector. Despite the fact that there may be no immediate or simple solutions to some of these issues that have impacted safety and security in a negative way, the good work that has been done by the agencies and individuals involved in maintaining a safe and secure environment must first be acknowledged, ably lead by the RBPF.

In his address to the BHTA's quarterly meeting on November 15, 2012, the RBPF Commissioner of Police (COP) stated that crime against the visitor was very low; a figure of 1 in 9,000 to 10,000 visitors or about 0.01% was stated. These statistics are of course little consolation to the victims and/or relatives, and the international press may not be in sympathy with Barbados, even given these low statistics, if a heinous crime like some recently reported have been committed.

It seems that it is the perception rather than the reality of increased crime against the visitor that must be managed. To ensure that Barbados does not lose its image as a safe and secure destination, it is apparent that we must seek to:

- a) Reduce even further that statistic of 0.01% crime against the visitor ideally to 0%
- b) Manage the publicity surrounding any crime against the visitor in a way that the information put out by the international and local press on such incidents would not damage Barbados' reputation in the international forum
- c) Try to significantly reduce the overall incidents of crime in Barbados.

There are some actions which as a nation we have been doing right and that have sustained our Safety and Security environment at a high level. These should be identified and enhanced. Let us also identify those negatives and take corrective action. There are initiatives that have not been adopted due to the lack of collective will to do so or enforce; and there are steps that can be taken in the short, medium and long term to restore confidence in our ability to manage the changing situation and to confound the critics. It will be necessary to examine these steps, implement those that are immediately implementable, and prepare the groundwork for those that need further action before they can be adopted.

6.5 Regional Agencies Involved in Safety and Security

The Regional Security System (RSS) - This was established by a Treaty in 1996 for smaller independent states in the Eastern Caribbean to have a mechanism to respond, on request, to a stricken member state. The RSS's functions and purpose show that there is a remit to respond to any issue, including a threat to tourism or to any of the other economic bases) that threatens the national security of member states.

In Barbados, anything that threatens tourism, in turn threatens our national security, for example, a cruise ship incident. The role of the RSS is to coordinate a response on the request of the affected state(s). The request has to do with mobilization, as RSS can only mobilize on request of the stricken state(s).

The RSS is managed by a Board comprised of the Prime Ministers of participating states, who chair the entity on an annual rotating basis. In addition, it has a Secretariat that is managed by the Coordinator and specially selected staff. The coordinator also chairs a committee of military and police chiefs of participating states.

The RSS has some air capability and assists in surveillance, in search and rescue and in drug interdiction. It will soon acquire some marine capability as well (pers. comm., Grantley Watson, Coordinator, RSS, June 2012).

CARICOM - through its various agencies including the following:

- IMPACS which is a CARICOM agency for general Safety & Security. It is responsible for the implementation of Crime and Security policies/strategies; it develops overarching strategies for member states of CARICOM
- The Joint Regional Communications Centre (JRCC) This is an arm of IMPACS and is responsible for procedural border safety & security within & among CARICOM states
- Advanced Passenger Information System (APIS). This is an electronic automated data interchange system which JRCC operates. It was established for aviation and maritime operations and has the capability of enhancing border security over the region by supplying Law Enforcement Officers with data on passengers and crewmembers prior to arrival and departure from CARICOM Member States. Legislation on the statute books of the participatory states requires all commercial air and sea carriers operating inbound and outbound to electronically transmit APIS data on all passengers and crewmembers to JRCC.

The required time for submitting the API data is as follows:

- Commercial air carriers must electronically transmit their passenger data within 15 minutes of a flight's departure
- Private and non-commercial air carriers must submit 30 minutes before departure; the crewmember data must be submitted prior to the flight's departure

- Commercial sea carriers must electronically transmit their passenger data within 24 hours of a vessel's arrival into the region and 1 hour for departure within the region
- Private and non-commercial sea carriers must submit 30 minutes before departure
- The crewmember data must be submitted prior to the flight's departure.

The JRCC has also provided a web service for all carriers who would like to submit their APIS information online. The APIS allows for the tracking the movement of '*persons of interest*' through the Caribbean (pers. comm, Michael Jones, IMPACS).

Caribbean Disaster Emergency Management Agency (CDEMA)- A super-CARICOM Organization (some of its member states are not CARICOM member states).

Caribbean Tourism Organization (CTO) – This is also a super CARICOM organization.

Caribbean Aviation Safety And Security Oversight System (CASSOS) - A CARICOM civil aviation organization was established on the signing by the Governments of Barbados, Guyana, Saint Lucia, Suriname and Trinidad and Tobago of the Agreement establishing CASSOS and designated it an Institution of the CARICOM by the Conference pursuant to Article 21 of the Revised Treaty of Chaguaramas.

Caribbean Financial Action Task Force (CFATF) – A CARICOM organization dealing with money laundering and other financial improprieties.

Regional Security Heads of Immigration - This is also a body comprising for the most part Chiefs of Police except in Barbados, where the Immigration Department was born out of the RBPF but is a separate agency that works closely with the Police.

Caribbean Customs & Law Enforcement Commission (CCLEC) – This agency has liaison officers in every island; they are on the lookout for the movement of narcotics and for incidences of fraud. Some of these agencies are linked electronically and share/exchange security information/intelligence.

6.6 National Agencies Involved in the Safety and Security of Barbados

The agencies involved in the Safety and Security of Barbados include:

Prime Minister's Office - The Prime Minister is Minister of National Defence and Security. He chairs the National Security Council (NSC) on which body sits the Attorney General, the Ministers of Foreign Affairs & Foreign Trade, COP RBPF, COSBDF, Comptroller of Customs, Excise & VAT Division, PSDS is Secretary to the NSC.

Security Review Committee – This is a sub-committee of the NSC chaired by the Permanent Secretary Defence and Security (PSDS). Members are COSBDF, COP RBPF, Head of Special Unit RBPF, Comptroller of Customs, PSMFA.

There are other sub-committees of the NSC relating to the security at GAIA Inc. and at BPI, all of which have reporting functions to the NSC, so that the Prime Minister is aware on a daily basis of the security issues across the country. In addition, the Police reports and reports from security agencies such as the airport, the seaport, the BDF, Immigration and Customs are all submitted for the PM's information on a regular basis, so that any necessary action may be taken in a timely manner.

Royal Barbados Police Force - The RBPF is responsible for the enforcement and maintenance of Law and Order during peace time in Barbados. The RBPF also manages on-street parking and public carparks. From its central office locations in Bridgetown, together with its subsidiary offices located island wide, the RBPF enforces the laws of Barbados, including the Road Traffic Act and deals routinely with matters relating to locals and visitors.

The RBPF has appointed a senior officer as Liaison Officer for Tourism and she interacts with BHTA and other agencies involved in Tourism. The mandate is that where visitors have issues, the Police have some responsibility to show some empathy with the victims, to work through these issues with them, and to bring them a degree of comfort and satisfaction even if the issue is one of litigation rather than mitigation. (pers. comm., Inspector Jordan, RBPF, January 2013).

The Police also carry out joint beach patrols with the NCC rangers in the areas of their respective jurisdictions and joint island-wide patrols with BDF particularly in areas frequented by locals and visitors. The RBPF also has a cadre of persons assigned to it known as Island Constables (IC) who are detailed and sent out on joint patrols with police and NCC rangers.

In some quarters, there have been repeated calls for a separate tourism police body. The White Paper speaks to this as a policy, when it states that Government would:

“Support the development of a legal and institutional framework to deter crimes against visitors including the creation of a tourism police task force” (Strategic Solutions Inc., 2012, p.242).

Others have called for the establishment of a special court to deal with crime and other tourism related offences. We see these suggestions/calls as desperate cries for action to demonstrate to the world, or at least to the Barbados source markets, that Barbados is serious about its tourism product and is prepared to be different in its approach regarding the protection of its visitors.

The Island Constables (ICs) concept of assistance to the police is worth revisiting. Traditionally, ICs were drawn from the community, such as shopkeepers, watchmen and other active persons in the community that could provide support to the police; persons working in their own establishments and other security personnel. Currently, ICs are all administered to by the RBPF. We need to examine whether there are not other ways of significantly increasing these numbers, without further pressure on police resources for their

administration. What Barbados needs is the maximum number of 'eyes and ears' in every area of our economic and social life.

Barbados Defence Force (BDF) - The BDF consists mainly of the Barbados Regiment (BR), the Barbados Coast Guard (BCG) and the Barbados Cadet Corps (BCC). There are other units providing support to these. The BCG, along with the marine arm of the RBPF, has responsibility for the security of waters around Barbados. The BDF through the BR has been invited by the Police from time to time to give assistance in some of its operations. Such use has to be selective, as regular use of the army may send the wrong message to the international community and to our tourism source markets.

Barbados Fire Service (BFS) - Strategically located across Barbados, the BFS provides safety and security services in respect of fire, search and rescue, disaster management and other services.

Government Security Guard Service (GSGS)- This service commenced in 1976, and is used mainly to provide security to government property. The service is utilized at times to assist at public functions.

Private Security Guards Service (PSGS)- Registered private security guards and security companies offering guard services, electronic and other forms of security services to a wide range of clientele in Barbados.

NCC Rangers - Employees of the National Conservation Commission who provide security services to parks and beaches under NCC control and they regulate selling at these locations.

Market Security - Employees of the Ministry of Agriculture, Fisheries and Water Resources who provide security at agricultural and fish markets.

Barbados Transport Board (BTB) Security - Employees of the BTB who provide security services to the Board's operations.

Grantley Adams International Airport (GAIA) Security - GAIA Inc. has its own Safety and Security services. The services are provided by two separate units who work closely to ensure a safe and secure airport environment. These are complemented by the RBPF, which has a presence at the airport, and by hired private security.

Barbados Port Security - Barbados Port Inc. also employs its own security force. This is headed by a Manager of Security and is complemented by the RBPF which also maintains a presence at the Seaport.

Customs & Excise Department - This department provides safety and security to Barbados by controlling the entry and exit of goods.

Immigration Department - This department of Government has sole responsibility for determining the individuals who enter and leave Barbados through our access ports, i.e. the airport and seaport.

6.6.1 Other Agencies

Others involved in providing safety and security in Barbados include the following Government agencies:

- Defence & Security Division (DSD) of the Prime Minister's Office
- Ministry of Health (MH) providing international and local Health Safety & Security
- Ministry of Agriculture (MAG) - Food Safety and Security
- Ministry of Social Care (Rehabilitation, Protection, Housing, etc.)
- Barbados Water Authority (BWA)-Water Safety & Security
- Ministry of Transport & Works (MTW) - Road and Traffic Safety & Security
- Ministry of the Attorney General (AG)- Legislation regarding Safety and Security
- Ministry of Home Affairs (MHA) - Safety and Security through RBPF and HMPS
- Law Courts of Barbados

In addition, every individual, resident or visitor needs to be sensitized to and take responsibility for their own personal security and the safety and security of people around them. Coastal residents/businesses need to be sensitive to illegal access by sea around them, and visitors to the island must be sensitized to the need for alertness and for their own security.

6.7 Terrorism

Definition

There is no consensus on the definition of terrorism perhaps because of its international nature, and also the difference of opinion regarding interpretation between 'victim' and 'perpetrator'. According to Wikipedia (2013), *"the US army counted 109 definitions of terrorism that covered a total of 22 different definitional elements"*.

In an attempt to speak to the definition of acts of terrorism, the United Nations Security Council adopted the following Resolution 1586 in 2004:

"criminal acts, including against civilians, committed with the intent to cause death or serious injury, or taking of hostages with the purpose to provoke a state of terror in the public or in a group of persons or particular persons, intimidate a population or compel a government or an international organization to do or abstain from doing an act, which constitute offences within the scope of and as defined in the international conventions and protocols relating to terrorism are under no circumstances justifiable by considerations of a political, philosophical, ideological, racial, ethnic, religious or other similar nature".

The Federal Bureau of Investigation (FBI) admits that there are no universally agreed definitions of terrorism, and defines 'Terrorism' in its Code of Federal Regulations (CFR) as:

“the unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population or any segment thereof, in furtherance of political or social objectives (Ref. 28 CFR section 0.85).

International (External) Terrorism

There have been no acts of terrorism to date, directed specifically at Barbados. However, the Caribbean region, including Barbados, has previously been negatively impacted by international acts of terrorism. The most notable case is the 9/11 international terrorists' attacks against the USA that impacted Caribbean tourism, throwing the many tourism dependent economies into financial and economic chaos.

This prompted the Prime Minister of St. Vincent and the Grenadines, Hon. Ralph Gonsalves, in addressing a specially convened session of the OAS Permanent Council in October 2001, to speak to regional security and economic issues. In doing so, he lamented that the attacks represented *“a massive blow to the poor worldwide”*, that *“much of the resources which were earmarked for poverty alleviation will inevitably be diverted to national security and law and order”*, that *“tourism, the main foreign-exchange earner in the region, has been dealt a severe body blow”*, and that *“the economic crisis has (also) particularly affected the fragile banana-based economies of Dominica, St. Lucia and St. Vincent and the Grenadines”*(Conaway, 2002).

It is obvious then that Barbados and the Caribbean must remain conscious of the impact of international terrorism on the region and proactively, to the extent possible, put in place systems and mechanisms to combat or mitigate the fallout from such acts.

Regional Terrorism

According to Singh (2011), the ‘most horrific act of terrorism in the Caribbean’ referred to the October 1976 crash of a Cubana aircraft in Barbados waters in which 73 persons on board perished, as *“...the single worst tragedy in the history of the Caribbean region to result from international terrorism....”*. There is no doubt that this ‘act of terrorism’ was directed at a regional nation, namely Cuba, and can therefore be termed as ‘regional terrorism’.

There are other instances of regionally occurring or exported terrorism. The Jamaat al Muslimeem commandeering of the Trinidad and Tobago Parliament in 1990 resulting in the death of one Member of Parliament, sent ripples of fear through the Caribbean; and Buddan (2007) referred to *“the discovery of a plot against the JFK airport in New York, allegedly involving four men from Guyana and Trinidad and Tobago suspected of trying to blow up a supply line that might have killed hundreds (that) has put the Caribbean in the spotlight of the war against terrorism”*.

Despite these instances, the Caribbean still remains a zone relatively free of terrorism. By acting together to combat terrorism and the threat of crime and its fall out, Caribbean nations will ensure their economic viability for a long time. As noted by Buddan (2007):

“Caribbean hoteliers must take a realistic perspective of the security benefits of the CARICOM Single Domestic Space. If fear of the Caribbean is allowed to lodge in the

minds of American travelers, hoteliers will suffer. Ease and convenience of travel are ideal, but porous borders are insecure borders and travelers need to know that they will be safe and secure wherever they go”.

At the regional level, there are enough mechanisms in place to counter external terrorist threats to tourism in the Caribbean. Between the national security agencies, the Regional Security System and CARICOM agencies supported by the US, Britain, France, the Dutch and other nations with interest in the Caribbean, there is enough intelligence sharing and regular exercises, such as the annual exercise code named “Trade Winds” designed to track and defuse movement of terrorists throughout the region and to counter cross border criminality and its attendant off-shoots.

Local (Homegrown) Terrorism

The difficulty comes when terrorism is internal. In such cases, the training of first respondents (formal and informal) is fundamental to preventing or discovering crime and terrorism. First responders must be able to respond to unusual situations. First responders may be a maid, a janitor, an office worker or a better-trained member of the emergency team. That person must be able to recognize unusual objects or unusually placed objects such as a bag, an unusual substance in a bathroom and so on. It is critical for every person in the affected building or area, especially security personnel, to be trained in detecting and responding to security/emergency situations. They should know through well-practiced rehearsals, the Standing Order of Procedure (SOPs) for each likely emergency situation, whether it be a medical threat like a health epidemic, an aircraft incident, a bomb threat or other emergency situations.

Hospitals and polyclinics should be strategically located to deal with epidemic situations. There should be enough laboratory capacity to quickly test for suspected cases of an illness. There is a worry for places where large crowds congregate, such as Sheraton Park, LESCC, UWI Cave Hill, QEH, the airport, the seaport, schools and colleges. If we are serious about combating terrorism and crime, then private security agencies should be trained and engaged as well to help monitor the safety and security of commercial activities, the hospitality agencies, the agricultural sector and all the various sectors and institutions that contribute to our economic well being.

Electronic Crime/Terrorism

Electronic terrorism is terrorism perpetrated via the electronic media mostly the internet. Electronic Crime (e-crime) may be defined as crime involving the use of computers or networks such as the internet.

Cyber Crime/Terrorism

Wikipedia (2013) defines cyber-terrorism as the use of internet based attacks in terrorist activities including acts of deliberate large scale disruption of computer networks especially of personal computers attached to the internet, by the means of tools such as computer viruses.

Electronic crimes and cyber attacks/terrorism are fast becoming the order of the day. People are using the internet and the electronic media, including the social networks, to post sexually explicit information and to embarrass others. They use the social media to plan and to commit crimes. Many of the terrorists' attacks on countries or particular groups have had their origin or some portion of their planning via the internet. It appears that countries/institutions are finding it difficult to prevent these types of criminality, whether it is by creating software programmes to prevent hacking, or through the development of appropriate legislation to prosecute offenders.

6.8 Measures to Combat Crime/Terrorism

The question needs to be asked: What measures can be adopted or introduced to enhance visitor safety and security? What are the safety and security issues and strategies related to Tourism? Government's position of "a no-nonsense approach to preventing crime" does provide a guide as to what can be done in the short, medium and long term to redress this issue. This can best be achieved through the following initiatives:

Removing Vagrants from the Streets

This is a security issue that Barbados seems to lack the courage or will to deal with. There are a number of homeless people walking our streets and thoroughfares daily. For the most part, these persons are unkempt and uncared for. They find themselves, whether by design or by accident, in locations frequented by visitors. Some may be seen in and around Oistins, in Bridgetown and along Highways 1 and 7, precisely the areas frequented by visitors.

Whilst for the most part they are not a threat to our visitors from a criminal perspective, their condition, appearance and smell coupled, with the fact that some of them beg and eat out of the garbage cans, constitute a hazard to visitors and locals alike and needs intervention from the authorities to address this situation. Their mental and psychological state appears unstable, and it may be that some of them may even become aggressive and violent.

There are a few fledgling philanthropic organizations/agencies that, with limited resources, have attempted to bring some relief and care to some of these individuals. Between the appropriate Government agencies and these NGOs, a way must be found to take these vagrants off the street and properly house and provide care for them.

Maintaining Public Trust and Confidence in Law Enforcement Agencies

The public is a very important partner in the fight against crime and in the maintenance of safety and security. Law enforcement agencies and agencies involved in providing safety and security, not only the police, must do everything to maintain the trust and confidence of the people they protect. If the public has little or no confidence in our safety and security providers, then it will tend to withhold vital information that could be of assistance.

Dealing Effectively with the Cash for Gold Issue

The exchange of gold (or valuable) items for cash is nothing new. However, because of the bad state of the world's major economies and the sudden and marked increase in the price of gold and other precious metals, 'Cash for Gold' has gained in prominence, as law abiding people seek to exchange their valuables for money.

The problem occurs when the criminals (or would-be criminals) attempt to steal jewellery and dispose of them to official buyers. The act of taking jewellery or other personal belongings is usually accompanied by violence against the victim, especially if the victim resists. Some of our visitors have fallen victims to this type of crime as well. The RBPF has reported some success in recovery of some items and detaining suspects for questioning. The COP has reported that the Police Force was making substantial progress in the illegal cash for gold activity (Sealy, 2013).

Introduce Job Creating Programmes

The link between crime and unemployment has long been established and accepted. Crime increases as jobs are lost, and unemployment rises. Joblessness may not be the only determinant of crime, but it is a significant indicator. Research that has focused on the effects of unemployment on crime in the USA concluded that "*crime rates rise and fall with unemployment*" (Raphael and Winter-Ebner, 1999). In addition, Sloane (2013) noted that:

"It may not come as a surprise that there is a correlation between unemployment and crime and that joblessness is a major motivator in theft, burglary and violent crimes that can have a monetary motivation. Unemployment is only linked to certain types of crimes which are mostly perpetrated by men without a college education. A fall in wages, however, has a greater effect on crime, since low wages don't always provide workers with everything they want and need".

In an environment in which there is high unemployment, visitors would be greater targets, as they are perceived as having money/valuables that could meet the needs of the unemployed who are criminally minded. Add to this the fact that the majority of crimes are committed by younger males (forties and under) in our society. Putting young people to work and providing them with meaningful jobs would be expected to reduce both the unemployment and crime rates in Barbados.

The TMP has identified strategies and actions that, if implemented, should produce some 18,000 jobs by the end of the life of the Plan. At current unemployment rates, this figure represents more than 50% of the current number of persons without a job. Imagine the possibilities if similar exercises were conducted in other areas of the economy. There would be no unemployment. Rather, we would have to open our doors to welcome our Caribbean neighbours seeking employment.

Identify and remove those who harass visitors and locals on the beaches or wherever this scourge occurs

In a small open society as found in Barbados, it should not be difficult to identify the persons who harass visitors and locals enjoying the beaches and other public places. The NCC and the RBPF have the legal responsibility to control this activity on the beaches. It is recognized that the RBPF may be limited in the number of lawmen it could assign to these areas, while it may be a question of the confidence of NCC rangers to effectively perform their mandate on the beaches.

Identify those visitors who blatantly attempt to corrupt our culture through drugs and other unsavoury activities, penalize them and deem them persona non-grata once the penalty has been paid

In much the same way that we attempt to remove the source of harassment, we should also seek to deal with the cause for harassment; those, locals or visitors, who would seek to subvert our culture through the search for illicit drugs trade, sex trade and other nefarious activities in public places. These should be dealt with 'swiftly' and in the case of visitors, once the penalty has been paid, the Immigration department could quickly determine their status *vis-a-vis* future visits to Barbados.

Target the assets of Drug Pushers & Drug Lords

The drug trade between Mexico and the USA is worth around US\$12 billion in funds repatriated to Mexico annually. According to Burnett (2008), "as a tactic in the war on drugs, law enforcement pursues that drug money and is then allowed to keep a portion as an incentive to fight crime".

While we appreciate that this may not be as simple a matter as suggested, it is being done successfully in other jurisdictions. The 'dirty money' received could be put to good use in fighting crime and rehabilitative measures for offenders and victims.

Greater Vigilance on Beaches and Places where Visitors Assemble

A greater security presence is required in areas where visitors and locals assemble and along the corridors to those popular spots. Many visitors walk the Maxwell road area and the Sea Rocks road to/from Oistins at night. There is need for a greater security presence along these and other routes where there are heavy concentrations of visitors. Figure 6.1 illustrates a police outpost in St. Lawrence Gap. More of these outposts are needed in other popular tourist areas of Barbados.



Figure 6.1. Police post at St. Lawrence Gap frequented by visitors and locals.

More public relations exercises to alert the visitor/local to be more aware of and attentive to their environment

Hotels and places that accommodate guests must do more to raise guest awareness of the changed safety and security environment. It is acknowledged worldwide that the Safety and Security climate has changed all around and not for the better. Our visitors expect their hosts to be honest and candid about situations that they may encounter, and would rather be prepared for these situations than have us sugar coat them upfront, only to find out that we endanger their lives by concealing the facts. Our visitors and locals must be constantly reminded that they are first and foremost responsible for their own safety and security, and must avoid behaviours that compromise their wellbeing. Even in rooms where burglar bars are provided, they should be mindful not to leave valuables that could be fished through these bars. They should also avoid going places by themselves where they could be targeted.

Use facilities available to report crime and other unsavoury activities (such as Crime Stoppers International hotline and the RBPF hotline)

There are several organizations now available for the reporting of criminal activities. Some of these are Crime Stoppers International (with an accessible hotline), the RBPF also with hotline, INTERPOL and the FBI, to mention a few. In addition, persons have access to many Cable News TV network stations to report incidences of crime, disasters, etc. These facilities are available to Barbadians as well.

Increase in number and vigilance of neighbourhood watch groups

The RBPF initiative that established the Neighbourhood Watch programme should be extended to other neighbourhoods in Barbados, villages, gated communities, etc. Working in collaboration with the constituency councils, attempts should be made to establish neighbourhood watch programmes in all communities throughout the island. Within the tourism community, it may be feasible to extend this concept to groups of hotels.

Use electronic media now available (cell phone, web sites, emails, text messaging)

There are now many gadgets available for quick information that were not available 20 years ago. Personal gadgets, e.g. cell phone, iPad; the plethora of social networks such as Facebook and Twitter; the internet and search engines; are all available to access, research and inform the public. These are all useful tools in the fight against crime that can be employed locally.

Use of Local Mobile Cinema

Despite the advances in technology, there may still be elements of our society without access to these modern gadgets. The mobile cinema was used to inform and entertain as it travelled around the various communities. This medium is still available today with its upgrade in modern technology to bring information to the segment of society that may need it. Its use is recommended to sensitize residents of the security issues and to request their vigilance in the fight against crime.

Overt and covert but generous use of technology to target criminals

CCTV located in public places and properly monitored can be used to deter criminal activity, review footage and find information to assist in arresting criminals and responding to crimes. The cost of such electronic security devices is now well within reach of the average property owner. Because of the several businesses offering them on the market, the prices are competitive. Many of these companies now offer a package including installation, monitoring and contacting the appropriate authorities.

Government agencies, businesses (particularly tourism related ones) and homeowners should not be reluctant to use these facilities to prevent or detect criminal activities. The use of sensors and other devices that detect movement on property is also recommended. So too are mobile electronic signboards that could be used in public places with short appropriate messages on safety and security as well as on other areas. Figure 6.2 shows some types of electronic cameras used to survey properties to detect or prevent criminal activity. They range from the very overt visible ones to the covert virtually undetectable ones.



Figure 6.2. Examples of CCTV cameras.

Better lighting of areas frequented by visitors & locals

The authorities need to look closely at areas frequented by visitors and locals to see how they can be made safer. The St. Lawrence Gap/Dover areas, Maxwell Main Road and Maxwell Coast road, Oistins to Maxwell section of Highway 7, Enterprise Drive and Enterprise Coast Road, Miami Beach Road and the general beach area including the car parks; these are all areas in need of improved security in terms of lighting. There are others on the west coast as well.

Better lighting along streets that provide access to hotels and restaurants

The thoroughfares that lead to our main hotel plants and restaurants are Highways 1 and also 7. The observation has been made that these 2 highways may be among the most poorly maintained of the newer and traditional highways. We also make the observation here that these roads, Highway 1 even more so than Highway 7, are very poorly lighted from a perspective of driver safety and the safety and security of persons walking these corridors. If we are serious that Tourism is our number one business, then we must treat to it that way and do everything in our power to make it our priority. This includes the proper lighting of these corridors. The TMP recommends the immediate enactment of the policy enunciated in the White Paper (Strategic Solutions Inc., 2012, p. 242) which states that Government intends to:

“develop bi-annual product assessment tours with the Ministry of Tourism and representatives from the relevant agencies, to monitor and assess the quality of the tourism infrastructure, to ensure that standards are maintained on an ongoing basis and any gaps within the system are identified and documented to be addressed within specific timelines.”

This is a worthwhile policy initiative that is as applicable to Barbados' transport infrastructure, hotel plant infrastructure, and safety and security systems. There should be a repeat of this policy across all sectors of the economy, as well as to the safety and security systems (refer Action 9.1-1 in Section 6.11).

Weapons

The RBPF may want to offer amnesty to holders of illegal firearms to turn them in. In addition, greater penalties for incidences involving firearms may also be a consideration, as should improved surveillance at ports of entry for weapons and drugs and for cross border movement of criminals.

Establishment of a basic standard for safety and security practitioners

This is a long term investment in our security. Currently, the qualification required for a security guard job is a certificate of character in order to register with the Private Investigator and Security Guard Board. Individuals can then practice as a bona fide security practitioner. The security industry must be taken more seriously than this, and the standards of those entering the industry, both public and private, must be raised (refer Action 9.1-3).

TVET Council has developed a draft standard entitled “Occupational Standards For Providing Security Services”. This document has been developed with the input of individuals from all the relevant security agencies. This should be circulated to these agencies and to the BNSI for review and ratification. The standard should accord with the international standards that exist.

Establishment of basic standards for firms applying to enter the safety and security arena

Just like the current lax requirements for the individual, the requirements for a company to offer safety and security services are equally as inadequate in this security conscious age. At the moment, the requirements do not call for any knowledge or experience in this field. It is left to the discretion of the Board to determine the suitability of the applicant based on an interview and a review of documentation submitted, including curriculum vitae. These requirements should be reviewed and upgraded to ensure, *inter alia*, some mandatory requirement of formal safety and security knowledge, and experience of some of the main operatives in the company.

Enforce these standards methodically

Once this basic standard has been accepted and a date set for its commencement, it should be rigorously enforced. In order to enter the field, individuals must provide proof through a certificate that they have attained this basic standard. Alternatively, the hirer must ensure that the individual hired is trained to this basic standard before commencing the security assignment. Those already in the industry who have entered on the basis of current requirements should be trained and should be given a timeline (e.g. 2 to 3 years) to meet the requirements of the new standards. In the case of the firm wishing to offer services, the Board would now have new requirements to follow in its selection process for new companies entering the field.

Training of Guards

If these standards are to be maintained, then training would become essential, as this would be a prerequisite for the issuance of a certificate. The BDF and the RBPF train their recruits before using them in any official capacity. The BFS trains its recruits in safety procedures before they are utilized. Despite these formal training arrangements, security training in Barbados is for the most part still unorganized and disparate. The BHTA, with the help of RBPF, provides some training for security staff of its membership, and this is commendable. It has not been determined whether any training is provided for the independent security guards who work with the hotels that are not members of the BHTA. We believe that BHTA offers training to these guards at a cost.

The GSGS is assisted by RBPF and BDF. Some employees seek out their own training. GAIA and BPI provide training for their specialized safety and security situations. The guards in private security firms are expected to be trained by these firms. What is needed is uniform training across the industry. It is absolutely necessary for full agreement with, acceptance, and adoption of the basic security standards as a starting point for persons in, or entering, the industry.

Establish a training institute for the other safety and security personnel

The BDF and RBPF are recognized safety and security agencies with their own training institutes. The BFS conducts its own safety training and intends, as a component of its strategic development plan, to establish its training institute at its Arch Hall compound (pers. comm., Wilfred Marshall, CFO, BFS, 2012).

The GAIA and BPI also provide local specialized training for unique safety and security situations. What is needed is formal training arrangements for security personnel, especially those in Government, e.g. the GSGS, NCC rangers, and those in private security firms. This could take the form of a dedicated training institute (perhaps co-located with BDF and RBPF institutes at Paragon), as this area seems to be establishing itself as the training area for security services in Barbados. This suggestion is however a very long term and expensive option.

Register and recognize institutions that provide security training

As a shorter-term measure, it should be necessary to formally register those institutions that offer security training. Some training is offered by Professional Training Security Consultants, a private sector concern. In the public sector, the Government Training Unit and BCC could establish safety and security training departments.

Wherever training in Safety and Security is being offered, the METI and the Technical Vocational and Educational Training (TVET) Council should ensure that these are fully registered training agencies equipped to deliver courses leading to the basic safety and security accreditation. The TVET Council could probably subsidize the cost of training undertaken by the registered agencies.

Accreditation of Safety and Security Personnel

Once the basic standards have been reached through the appropriate training modules delivered by registered training agencies with the appropriate training staff, the successful recipient must be accredited. The TVET policy on accreditation, the issuance of Vocational Qualification, would be appropriate here. The particular institution may want to issue its own certificate for the promotion of itself and its business, but the TVET sponsored international accreditation must be the focus. The established training agencies, e.g. the BDF and the RBPF, should also weigh the merits of having their successful recruits accredited on completion of training, so they become more internationally marketable when they exit these organizations (refer Action 9.1-2).

Upgrade Government Security Guard Service (GSGS)

Established in 1976, the GSGS meets the day to day security needs of the Public Service, and emerged out of a necessity to upgrade security in Government ministries and departments beyond that of the casual watchman, and to centralize the service. The GSGS has operated reasonably well up to now given its mandate. It has suffered from lack of training and from the quality of personnel it has attracted at the operational level, mainly because of the requirements (or lack thereof) for entry into the service.

Given the heightened status of the Safety and Security environment in Barbados, it may be appropriate to take this security asset to the next level. Initially, there should be a name change from 'security guard' to 'security officer'. Secondly, both the BDF and the RBPF can offer the opportunity to those guards that meet their entry requirements to train jointly with their recruits.

Thirdly, once the basic safety and security standards have been established, both the BDF and the RBPF, individually or as a joint effort, should help bring the GSGS up to the required standard. Fourthly, promotion within the ranks of the service should not be entirely on length of service, but should be linked to performance and further academic achievements in relevant areas as well. The GSGS should create a commercial arm where its security service could be used by the private sector as is done with private security, as well as to move monies collected by Government agencies and the private sector; members of staff should be allowed and encouraged to pursue further self development.

Upgrade the Private Security Guard Service (PSGS)

The PSGS needs to be seriously upgraded along the lines of the recommendations made for the GSGS that are applicable to the PSGS. They too should undergo a name change from 'security guard' to 'security officer'. As this service is a commercial undertaking, it would be expected that some payment mechanism would be put in place for services rendered in upgrading the PSGS.

Formation of the Barbados Association of Security Guards (BASG)

Attempts have been made since 2003 to establish an Association of Security Companies. Such a body would have included the GSGS, the NCC rangers, the GAIA and BPI safety and security personnel, the markets security, the BTB security, the individual security guards that offer their services independent of companies, and others. The advice to this body was to be all inclusive.

It is natural for individuals/organizations to form themselves into groups/associations to advance the cause of group. In Barbados there is the BHTA, the BAPE, the BSA and the HRMB, to name a few. Enlightened associations provide opportunities for its membership to interact with and learn from each other. It is suggested that, either independently or collectively, the BDF and the RBPF should persuade the formation of this body by arranging the initial meeting and allocating a senior officer as a liaison to help establish the body.

Formation of Barbados Safety and Security Association (BSSA)

The BSSA would be a broader body consisting of BDF, RBPF and all the other safety and security organizations in Barbados. This body would have significant impact and influence, and could only improve the Safety and Security climate in Barbados.

Formation of Caribbean Safety and Security Association (CSSA)

The natural progression would be the formation of the Caribbean Safety and Security Association, which would be open to membership from all national safety and security associations. Such a body would augur well for the dissemination of information across the Caribbean.

Formation of the Caribbean Airports Safety and Security Association (CASSA) and Caribbean Ports Safety and Security Association (CPSSA)

The Manger Port Security has recommended the formation of the Caribbean Port Security Association. It is his view that this would be a vehicle for information and intelligence gathering and sharing. At present they act on information gleaned from the Police and the Coast Guard, but such an association would help strengthen the security of ports across the region; e.g. it would be natural for a cruise ship incident occurring in one port to be reported to security in other ports through port security personnel.

The formation of the CASSA should have the same impact on airports' safety and security as the CPSSA have on port safety and security.

Review and Upgrade Legislation

Examine and make the necessary changes to the legislation to give effect to improved performance of security practitioners. There are currently several such pieces of legislation in Barbados.

6.9 Approach to the Safety and Security Measures for Tourism in Barbados

The TMP considers the approach to safety and security as a subject so critically important to the Barbados tourism industry that it has been allocated as a separate consideration, although it is an over-arching subject that applies to all other subject areas. The topic of "sustainability" should also address the issue of "safety and security".

All surveys of travelers identify this as one of their primary considerations in the choice of a holiday destination. There are many examples of destinations that have had their tourism industry significantly impacted, or at least substantially reduced because of an incident(s). Not only is the reality of safety important, so is the perception.

6.9.1 Safety and Security at GAIA

International Requirements

The International Transport Division of the Ministry of Tourism and International Transport holds specific responsibility for the regulation and control of all aspects of civil aviation in Barbados. It is thus also responsible for oversight regulation of Grantley Adams International Airport Inc. In this capacity, the ITD therefore ensures that the international standards and regulations set by the International Civil Aviation Organization (ICAO) to which Barbados is signatory, are pursued and maintained.

Barbados must comply with the international security requirements as mandated by ICAO as they relate to threats to Civil Aviation, i.e. the unlawful interference with aircrafts, airports air navigational aids and installations. Particularly as a tourism destination, this requires that all persons working in the civil aviation environment to have a safety and security consciousness while still maintaining a friendly and welcoming face to the visitor. This is to ensure that persons flying into or out of Barbados, visitors to the airport, and airport staff would have a level of confidence, and the operators of aircraft would also be comfortable bringing aircraft to Barbados. This speaks to a safe and secure airport environment. The airport is the lifeblood of the economy. If it is closed for any reason for a long period, the economy will suffer. Everyone that uses the airport should therefore be vigilant.

The Vienna Convention requires that there be screening of all service providers within the airport/seaport environment. Aviation authorities are to ensure that they recognize the aspect of safety by having the required complement of staff and facilities to respond to all aviation situations. These would include adequacy of landing strips, parking aprons and taxiways; engineers to fix/service planes; safety of aviation installations and compliance with international standards (pers. comm., Joseph Johnson, COO, GAIA, September 2012)

Structure of Airport Safety and Security

Safety and Security at GAIA is the remit of two separate departments, the Safety department and the Security department. A serious breach of any of these two functions together or separately, can close the airport's operations. As a consequence, there is a high level of collaboration and cooperation between these two entities.

Airport Security is the oversight agency for all security issues at the airport, both landside and airside. These security issues include acts of unlawful interference, hijackings, bomb threats, forced intrusions on planes, using planes as weapons of destruction, injury and death, etc. Some areas of airport security are subcontracted to private providers of security services. All baggage undergoes full electronic screening before placing on aircrafts. Airport security is a 24/7 undertaking.

Landside Safety and Security

On the landside where the public has access, there is a security presence along the frontage to ensure the integrity of the area, to control passenger drop off and pickup, and to check passports and boarding passes to ensure the authenticity of the passenger. Mobile patrols

are carried out to enhance security of the airport compound. A series of CCTV cameras monitor movement throughout the compound, and a system of colour-coded airport passes controls access of staff and visitors beyond the general public access areas. A series of screening points and gates separate the landside from the airside of the airport.

Airside Safety and Security

The airside of the airport is considered to be that portion of the compound beyond the screening locations and the gates. Access to the airside is controlled in accordance with Annex 17 of the ICAO Regulations. Entry is controlled and passes must be displayed. Focus is now on the security of cargo as well as commercial planes, and there is now full screening of cargo as well.

Part of the Airport Master Plan is the construction of a new CARGO facility. This was an ICAO mandated requirement following the unsuccessful Yemen Plot against two cargo aircraft in which cartridge bombs were placed on board two aircrafts to detonate over the Atlantic, thus destroying all evidence. Thus, the focus is now on cargo as well as commercial airlines (pers. comm., Major Neville Brathwaite, Manager, Security, GAIA, 2012).

Shops are also checked and merchandize screened, and the mixing of in-coming and outgoing passengers is prevented. The airport safety department pays close scrutiny to the presence of birds, animals and objects on or around the runway to avoid aircraft accidents.

The issue of 'plane watching' near the Wilcox/Fairy Valley junction is a serious security threat. However, in the new Airport Master Plan, that section of Wilcox road adjacent to the landing/take off point will be closed off. The fence will be extended down to Parish Land road. Thus there would be a deterrent to 'plane watching' (pers. comm., Major Neville Brathwaite, Manager Security, GAIA, 2012). It is suggested that this practice represents an ever-present threat to airport and aircraft safety and security, and should be outlawed and stopped immediately (see Figure 6.3) below.



Figure 6.3. 'Plane watching' as a jet is about to take off from GAIA.

Training

The ICAO has mandated that everyone located at GAIA undergo training. The personnel on the airside should go through safety awareness training. This is a condition for the issue of an airport pass.

The authorities want to develop Barbados' airport as a hub, given its location as the most easterly country in the Caribbean, and also enhance its infrastructural development to ensure ease of arrival and departure. To this end, the airport is being constantly improved to ensure that these objectives are being achieved.

All front line persons interacting with visitors must employ effective customer service qualities. These front line persons include Border Security, Customs, Immigration, Airline Agents and all persons/customers coming in contact with the tourists. They must have customer service attitude and be hospitable while being safety and security conscious.

The airport authorities do some training in these areas, but the ideal situation would be for the MTI, in conjunction with the METI, to develop a training programme in visitor handling and appreciation so that the trained person would have a better appreciation of what are the visitor needs. This training would be almost like a 'blueprint' for Barbados that would be mandatory for persons operating in the airport/seaport environment.

The taxi operators should also undergo this training to increase their awareness of the security environment at the airport, and assist them in becoming effective ambassadors through instruction on how to promote, inform, and sell Barbados, and encourage the hospitable treatment of visitors. The National Host Programme should be advantageous in this regard.

Border Security personnel, including Police, Customs, Immigration, Port Health, and Animal and Plant quarantine officers, should be fully aware of issues pertaining to the protection, image and reputation of the country from the entry of harmful personnel and products.

Information should be provided to visitors and locals through education via closed circuit television (CCTV) monitors as they wait in Customs and Immigration. There should also be generous use of CCTV in areas within and outside of the airport frequented by visitors and locals. These cameras should be closely monitored.

Additional Safety and Security at GAIA

The presence of a Police post on the GAIA compound and the Police training school adjacent to the airport compound represent additional security resources available as required. The Police also carry out foot and mobile patrols of the compound.

The presence of the Barbados Fire Service station at the airport is another safety measure designed to provide additional protection against fire and other disasters in the interest of air travel.

The location of the BDF and its training facilities at Paragon next to the airport provide additional security resources to the airport as well. This is augmented by the presence of the headquarters of the Regional Security System and its training facilities that are co-located with the BDF units.

The RSS sits on the GAIA safety committee and helps with safety inspections of aircraft under the RSS rubric of assistance to member states. RSS coordinates the safekeeping, maintenance and servicing of aircrafts such as hurricane hunters, aircraft doing geographic surveillance, and military aircraft.

6.9.2 Safety and Security At the Barbados Port

International Requirements

The International Transport Division of the METI holds specific responsibility for all matters relating to shipping in Barbados, with the exception of ports, for which Barbados Port Inc. has responsibility. It is also responsible for oversight regulation of the Barbados Port Inc. In this capacity, the ITD therefore ensures that the international standards and regulations set by the International Maritime Organization (IMO), to which Barbados is signatory, are pursued and maintained.

International Safety & Security Requirements

Vessels, including those flying the Barbados flag, those entering Barbados waters, and the Barbados Port Inc. itself, are governed by IMO standards and regulations. The IMO Safety of Life at Sea (SOLAS) convention dealt previously with Safety only. Following 9/11, this convention has been modified by the International Shipping and Port Security (ISPS) Code designed to prevent the use of vessels as weapons of mass destruction.

Under the ISPS code, the BPI must submit a 5-year security plan for its ports and ships registered by Barbados. The current one is in operation until 2015, when a new plan is due (pers. comm., Anthony Benn, Manager Security, BPI, September 2012).

The Suppression of Unlawful Acts (SUA) Convention deals with safety and security of maritime installations, Oil Platforms and protection against unlawful acts.

There are other international initiatives dealing with criminal activity, piracy and robbery on high seas, such as the 2005 Protocol to the SUA convention "*that adds Article 3 (bis) which criminalizes the intentional transport of any material, equipment or software that is intended to produce a biological, chemical or nuclear weapon...*". The SUA protocol also criminalizes the transport of a person on board a ship knowing that they committed an offence under the SUA Convention or one of the other UN counter-terrorism conventions" (IMO 1992).

Regional Commitment to Safety and Security at Sea

The Caribbean Memorandum of Understanding is an agreement between a group of regional States that deals with port State control. It is committed to enforcing various instruments such as SOLAS and MARPOL.

The Regional Security System (RSS) is also committed to Safety and Security at sea. RSS has an air wing set up as a counter drug operation. The air wing does routine flights monitoring maritime airspace looking for movement of drugs. They inform the particular country who sends out its Coast Guard (CG) to do the intercepting. The aircrafts guide the CG to the suspected areas, and remains there to advise what is going on until the mission is complete. The RSS also gets involved in Search and Rescue operations (pers. comm., Grantley Watson, Coordinator, RSS, September 2012).

The Joint Regional Communications Centre (JRCC), an arm of the Implementation Agency for Crime and Security (IMPACS), is responsible for procedural border safety and security within and among CARICOM states. JRCC operates the Advanced Passenger Information System (APIS) where it is legislated within CARICOM. It states that all carriers (aircrafts as well as vessels) are required to submit, prior to arrival in the particular country, the manifest of passengers travelling on that unit. In the case of a commercial aircraft, the information is to be submitted to JRCC within 15 minutes of departure, and in the case of vessels within 24 hours of arrival. This allows for the tracking and the movement of 'persons of interest' through the Caribbean.

National Commitment to Port Safety and Security

IMO has no instrument in the form of code or convention to deal with eradication of institutionalized piracy. GOB may determine how it is prepared to deal with piracy and robbery within its territorial waters. It is the sole prerogative of Barbados to determine whether it wants ships on its register to carry arms to preempt piracy.

Shipping is subject to national and international laws. Safety and Security audits (surveys) are conducted regularly at various ports under BPI. Port State control is the mechanism whereby foreign ships in ports are subject to inspections for compliance with international instruments. The Flag State ensures that the owners of the nationally registered ships meet the requirements.

Harbour Master's Role in Safety and Security

The Harbour Master also has some responsibility for marine security, ensuring that ships are safely guided into/out of the inner port. In addition, the Harbour Master heads a committee that, prior to the season's commencement, looks at all areas, e.g. berthing. Issues are raised, discussed and acted on wherever possible, or referred to higher management for action/advice. The Barbados Coast Guard (BCG) and Marine Police are co-located at the Port and provide security for vessels in Barbados' waters.

Port Security-Barbados Port Inc. (BPI)

The BPI has its own security arrangement, and there is also a RBPF post in the port. These two agencies collaborate closely on a daily basis. There are also other safety and security measures, e.g. a network of cameras, Customs, Immigration, Port Health, complete perimeter fencing, and TV monitors that provide information to tourists as they wait in customs and immigration.

In addition, passengers on ships/cruiseliners are not allowed in the cargo areas, are not allowed to roam the Port freely, but are guided along particular paths. Passengers are not unduly exposed to risks or danger as a result of cargo operations.

Security of passengers at terminals could be further enhanced through the following:

- Planning and simulating exercises to counter/prevent acts of terrorism
- Counter terrorism training

Port Security personnel interact with RBPF through its Port post as well as with Customs in Port, and can interact with Immigration as well, although this is less frequent. There is a daily briefing of all operational personnel on port activities for the next day (except weekends). All managers in the Port are briefed.

There is in existence, a Port Security Plan that is approved by Government and reviewed every 5 years in accordance with International Maritime law. The latest issue was in 2010. This is due for review and implementation in 2015. This TMP contains all company procedures, SOPs and disaster procedures.

There is also a Port Safety Committee, chaired by the Manager of Human Resources, which deals with all internal safety issues. The HR Manager also sits on the Department of Emergency Management (DEM) Board. Port Security extends to all Ports in Barbados, i.e. the Bridgetown Port, Arawak, Careenage, Oistins (Oil terminals), Spring Garden (Oil terminal). This does not include Port St. Charles or Port Ferdinand and generally not Speightstown. In all ports, the CG visits annually to do inspections and to view arrangements. Light Houses are also under the jurisdiction of the BPI.

The Port Manager considers that there is need for more cooperation/collaboration between Port Security personnel in the Caribbean. Tourism, especially cruise tourism, is usually a regional undertaking. A cruise liner comes on an itinerary to the Caribbean. There should be a joint association of port security personnel and also immediate sharing of information, especially where it involves threat to another port. At the moment, Port Security have to generally act on police/CG intelligence, but an association of Port Security personnel could also be helpful in disseminating information and helping to capture criminals and reduce trans-border crime (pers. comm., Anthony Benn, Manager Security, BPI, September 2012).

Vessel Boarding Party

Regardless of the size of a boat or ship entering the Port, it is boarded by a boarding party consisting of Customs, Immigration and Port Health. In the current arrangement, ships have to dock first and wait for the Boarding Party on a first come first serve basis. To speed up the process, the shipping agents have to pay for putting additional boarding parties on board ships.

Port Security feels that this system is outdated and that in other jurisdictions ships are cleared electronically. Ships send forward relevant information so that clearance is quick

once the ship is in Port. This is done in other Caribbean ports and avoids ship captains' complaints about the associated delays and costs (pers. comm., Anthony Benn, Manager Security, BPI, September 2012)

6.9.3 Safety, Security and Immigration

The Immigration Department (ID) is a Government agency and the only agency in Barbados that is tasked with controlling entry to/exit from Barbados through Airport, Seaport and other point(s) of entry/exit, e.g. Port St. Charles.

Given this mandate, the ID has to be at the forefront of combating cross-national crimes, drug trafficking and health threats that come with the free movement of people. The ID is part of a team that provides 24/7 surveillance at the ports of entry/exit. The full team comprises Customs, Health, Immigration and Police.

The Immigration and Naturalization Act (Cap. 190) is the legislative authority for control of entry into Barbados. The Barbadian national is the only person with a right to enter Barbados and stay indefinitely, provided the citizenship can be established or proven. This right is enshrined in the Immigration and Naturalization Act (Cap. 190) of the laws of Barbados and in the Constitution of Barbados. A permanent resident has a right as well to enter Barbados, but this right may be withdrawn at the discretion of the Chief Immigration Officer (CIO).

CARICOM nationals also have a right to enter Barbados and stay for an initial period of 3 months, which can be extended at the discretion of the CIO. Citizenship of a CARICOM nation must be proven and the individual must be self-supporting and not be deemed as undesirable (pers. comm., Erine Griffith, CIO, ID, June 2012).

Bilateral Treaties

The functioning of the ID is also guided by certain bilateral arrangements including:

- The Treaty of Chaguaramas - A CARICOM treaty that allows for specialized individuals to travel and work in a sister CARICOM state and allows the general Caribbean public to travel between islands for vocational/recreational and other purposes except work
- Economic Partnership Agreement (EPA) Treaty – A CARIFORUM treaty between the EU and most CARICOM states. Neither the Dominican Republic nor the UK is a part of this treaty
- Bilateral arrangement between CARICOM and Great Britain

Visa and Other Requirements

Free movement of CARICOM nationals between CARICOM states is done without a visa requirement except for Haitians (Haitian Diplomats excepted) who are required to obtain a Visa to enter Barbados. Montserrat, as part of Great Britain, enjoys the benefits of the special arrangement between UK and CARICOM. There is also a CARICOM facility that

allows for the movement of CARICOM skilled nationals. The individual must be in possession of the particular skills certification.

Regional Commitments

The Immigration Department is part of JRCC (Joint Regional Communications Centre). As such, it is one of the agencies that the APIS information would be sent to. There is also a body of Regional Security heads of Immigration, which in most Caribbean states is the Chief of Police, except in Barbados where the ID was born out of the RBPF, but is a separate agency working closely with the Police.

Future of Immigration

At the time of the TMP discussions with the CIO and senior staff, the master plan for Immigration for the next ten years had not yet been devised. However, both the GAIA Master Plan, and the BPI Master Plan, which the TMP team did not have access to, have catered to Immigration in their future plans. Additional space and better laid out facilities will assist the ID in carrying out its functions at the ports of entry/exit.

Electronic finger printing as a means of identification is currently not being undertaken, but staff is being trained and the technology is being acquired to move the ID to this stage soon.

Applications for Passports and Visas are partially electronically done with the availability of the appropriate forms on line. These can be downloaded and submitted to facilitate setting up of interviews with ID staff. The ID is moving towards full electronic filing of applications for passports and visas.

Given the nature and mandate of this agency, it will always be the subject of public scrutiny. The ID must not waiver in its commitment to a safer and more secure Barbados, but as a frontline agency, it represents the face of Barbados. The staff has a responsibility to be courteous and polite both to visitors and locals, and must be seen to be fair and impartial in its dealing with the public at large from within and outside of the region.

Customs & Excise and Border Security

The Barbados Customs, Excise and VAT department is one of the agencies at the forefront of Safety and Security of Barbados. The Customs is tasked, *inter alia*, with expediting and facilitating trade and travel, and controlling the import and export of contraband goods. By being one of the agencies at the Ports of entry, Customs play a significant role in Barbados' border security.

In recent times, Customs and Immigration have been much maligned for handling of visitors (and locals as well) at the airport and seaport. At least one case is now the subject of litigation. In the words of the Chief Operations Officer GAIA Inc., "*All front line persons interacting with visitors must employ effective customer service qualities. These front line persons include Border security, Customs, Immigration, Airline Agents and all persons/customers coming in contact with tourists. They must have customer service*

attitude and be hospitable while being safety and security conscious” (pers. comm., Joseph Johnson, COO, GAIA Inc., September 2012).

Customs has a Development Plan that dovetails with the GAIA and the BPI Master Plans. The TMP consultants did not have access to these plans but were advised (pers. comm. Clayton Johnson, Deputy Comptroller Customs, January 2013) that at GAIA, it is intended to:

- Expand the areas provided for Customs
- Make better use of turnstiles for baggage
- Improve staff facilities
- Increase the number of staff on duty during peak flows
- Improve the colour-coded system of clearing customs

At BPI, changes to Customs operation will result in the following:

- Separation of passengers from cargo
- Changes in customs in new Port plan
- Separate cruise terminals for cruise ship arrivals/berthing

Customs is a member of the boarding and inspection party that conducts 24/7 surveillance of the main ports of entry/exit. At the seaport, boarding and clearance are done manually and on a ‘first come first served’ basis regardless of size of vessel. Three shifts operate on a daily basis between 6 a.m. and 10 p.m. Outside of this time window, agents for boats arriving/leaving must apply for and pay for the boarding party.

As there is only one boarding team per shift, the process is sometimes time consuming, leading to complaints and frustration on the part of vessels waiting in line. Where activity in port becomes hectic, the agent for a vessel may apply and must pay for additional boarding parties. Where ships are repeat visits, known to the Boarding Party and have a history of conforming to Port rules and regulations, they are allowed to operate with minimum of inspection. Customs has indicated that they are moving towards electronic clearance of vessels in the near future.

At GAIA, similar Boarding Party operations as for BPI are in place. This is also the case at Port St. Charles, as it will be at Port Ferdinand, when it comes on stream. There is no need for requests to inspect vessels outside of scheduled times at these two northern points of entry/exit, but the procedure would be the same as at BPI, if additional shifts were needed.

Vessels going to the Cement Plant, must report to the Bridgetown Port for inspection first. For first timers, a complete rummage is done of the vessel. A customs officer must be at quayside at the cement plant prior to arrival/departure of vessel. Vessels intended to berth in the Careenage and Carlisle Bay should ideally go to BPI for boarding and inspection before anchoring in the Careenage or Carlisle Bay. Some yachts anchor in Carlisle Bay or the Careenage and then report to the Port for clearance. This is a breach of security, and should be dealt with by BCG/Marine Police. This would be resolved with construction of the Marina dedicated to yachts.

For the proposed Ferry service between islands (refer Report V, Section 1.4), a full boarding party would be provided as for any arriving vessel. For a local ferry service between the towns in Barbados, out of an abundance of caution, the authorities would provide inspection on services between these local ports.

Relationship with other Agencies

Customs has a MOU with Marine Police/CG, where Customs perform operations with Police/BCG, enabling joint operations between the entities. Customs actually does the search of larger vessels.

RSS air assets are used in interdiction at sea as well. The Caribbean Customs and Law Enforcement Commission (CCLEC) has liaison officers in every island. They are on the lookout for narcotics and fraud. There are links with the US and UK.

Customs will soon be deeply involved in the setup and operations of a joint revenue collection agency for the collection of Government revenue.

Modernization of Customs & Excise Department

GOB, with the assistance of IDB, is embarking on a Customs, Excise and VAT modernization programme, the objectives of which are as follows:

- Improve efficiency of the Custom and Excise departments to improve collection of government revenue
- Facilitate and expedite legitimate commerce and travel
- Detect and interdict transnational crime
- Help improve Barbados' competitiveness in a global market

Customs and Excise modernization will strengthen CED's law enforcement capability in areas such as illegal narcotics, illegal firearms and ammunitions, commercial fraud, money laundering and terrorism. Embedded in this modernization exercise should be training of Customs staff aimed at improving relationships with public, and use of safe electronic devices for searches rather than physical invasion of people's privacy.

6.9.4 Safety and Security on the Roads

Accidents

Many visitors come from countries where driving is practised on the opposite side of the road. Many of them hire vehicles, use taxis, and/or public transport. Many of them walk the streets of the urban areas, especially Bridgetown, Holetown and Oistins, and many travel in organized groups to attend functions all over the island. The probability of visitors being involved in accidents is real, and some accidents have occurred involving visitors. The RBPF Traffic Division has reported very few accidents involving visitors. The RBPF has indicated that it keeps no separate statistics on accidents involving visitors.

Pedestrian Safety

Notice has been taken of the absence and/or shortage of sidewalks in the heavily populated tourism belts along the south and west coasts, and in the urban and suburban areas of Barbados. Where sidewalks are provided, they are generally narrow and uneven, and do not allow for easy access/use by the physically challenged.

Note has been taken of the limited provision of pedestrian crossings along busy streets, although there have been efforts in recent times to improve the quantity and location of these crossings, as well as methods of controlling traffic approaching them. Some efforts have also been directed to making crossing the major highways safer by way of traffic light controlled crossings, and crossings at intersections. However, the locations of some of these crossings should be reviewed to determine their safety.

The aim should be to have lights control all pedestrian crossings. These should be demand control lights wherever possible, but the flashing amber lights are also acceptable. There should be adequate advanced warning signs and carriageway markings to highlight the presence of these crossings. All crossings should carry street lighting over them to help the motorist identify when pedestrians are crossing at night. The crossing outside of Cable & Wireless playing field at Wildey on the ABC Highway is necessary but unsafe in the absence of adequate advanced warnings. This crossing should be adequately highlighted as soon as possible.

An overpass was recently constructed over the ABC highway outside of Parkinson Memorial School, but there is need for others and perhaps underpasses as well.

Safety through Residential Districts

The policy on controlling traffic through residential areas appears inconsistent. There is a time-controlled policy on traffic passing through certain residential areas, e.g. Elizabeth Park, Christ Church. However, vehicular traffic from the ABC highway into the Wildey area has been permanently diverted through Parkinson Field on a 24-hour basis. This could pose safety implications for residents (particularly children) in this neighbourhood, as well as drivers and occupants of vehicles including visitors. The intention is not only to keep visitors safe from being injured in accidents, but also to prevent accidents in which visitors cause injury/damage to locals. This section of the ABC highway should be revisited to remove the quantity of traffic from this residential district.

Speed Control “Humps” or “Sleeping Policemen”

Another issue associated with safety is the placement of speed control humps, or “sleeping policemen”, across roads in residential districts. While the policy achieves the objective of slowing vehicular traffic, it could lead to accidents as these humps are not properly designed and are inconsistent in their riding comfort. Some are not properly highlighted and others need to be re-marked. These could lead to unfortunate accidents to our visitors as well as local drivers.

Jambusting

One of the more controversial safety issues is the phenomenon of “jambusting”. This is a legitimate movement at roundabouts where a driver may overtake another on the left and vie for entry into a single lane coming out of the roundabout. This movement still remains a dangerous manoeuvre and has been blamed for several accidents. Fortunately, this has mostly been eliminated with the upgrade of the ABC highway to a 2-lane dual carriageway status in some sections. It is still in existence at the ABC-Graeme Hall and ABC-Kendall Hill roundabouts. Jambusting will be eliminated along the ABC highway with the upgrade of the Graeme Hall-Kendall Hill-Kingsland section of the ABC highway to a 2-lane dual carriageway.

A Policy on Roundabout Use

Another critical issue is the apparent inconsistent rules and regulations that govern the use of roundabouts in Barbados. These rules and regulations seem to vary from roundabout to roundabout, and could be daunting to the driver who is not familiar with them. Our visitors, particularly from Europe and more specifically, our British visitors, are accustomed to international signage and channelization that determine movements at these roundabouts. For the sake of safety of both visitors and locals, we should adopt these international standards for the roundabouts.

A Policy on Traffic Lights

Generally, traffic lights should operate on the basis of demand so that the green light shifts to the next demand for it in sequence. The time lag between shifts should be such as to minimize delays. The lights at Bridge Road/Station Hill junction appear to operate on a fixed time cycle regardless of traffic volumes. The lights at Cave Hill/Hinds Hill junction cause considerable delays because the changeover times appear inordinately long.

In the case of the traffic light system at the Welches/Tweedside road junction, the authorities should revisit the operations of the set of lights controlling the movement of vehicles going east along Government Hill from Welches Road, Tweedside Road and from the roundabout outside Government House. The merge of traffic from the Government House roundabout with that travelling east along Government Hill from Tweedside Road/Welches Road creates an unsafe situation at times. A similar situation obtains at the Dalkeith Hill/Garrison junction with some conflict between traffic travelling through the junction going east along Dalkeith Hill, and the traffic from Garrison Road making the right turn onto Dalkeith Hill.

Pedestrianization of Bridgetown

Daily, visitors and locals have to contend and compete with vehicular traffic while going about their shopping and business activities in Bridgetown. The linear layout of Bridgetown shops, primarily along Broad Street, encourages ‘jaywalking’, and although there are traffic light controlled pedestrian crossings along this street, these are used only by persons close to them. There is still a preponderance of risk taken to cross Broad Street at any point. There have been proposals in the works for some time now to remove vehicular traffic from

Broad Street, as has been done in Swan Street. This proposal once carefully planned and implemented, would remove the danger of accidents/injuries to locals and visitors alike.

Safety on Rural Highways and Streets

Rural highways and roads are for the most part, lacking sidewalks, so that pedestrians are forced to walk on the carriageways. In addition, pedestrians do not generally wear the proper clothing so as to be easily seen at night or during adverse weather conditions. There are few roads with well-defined edges and centre lines. There is overgrowth of trees over the roadways in some areas and street lighting, where available, is often poor. The riding surfaces of some country roads are in bad condition. Adequate signage and proper pedestrian and public transport facilities are required to be carefully examined, to ensure that driving conditions are improved. Along the ABC highway, the installation of Jersey barriers has improved safety to some extent, but because of their 'grey' colour, they are difficult to see at night and in bad weather conditions. Some form of highlighting material or painting should be used to bring driver attention to these barriers.

Emergency Services

Provision should be made for ease of access of emergency services (ambulance, fire service, police, health officials, disaster first respondents) on roads that have jersey barrier divides. At the moment these do not allow for easy access to accidents or other incidents along these roads. We suggest that removable sections, controlled by police or DEM, be installed to assist with facilitating access in cases of serious accidents/incidents.

Obstruction of Signs by Overgrowth

Many of the signs in the rural areas are overgrown by bush and shrubbery. The MTW has a tree trimming service that should be used more effectively in the clearance of these obstructions.

Safety and Security on Public Transport

The Final Report of the Barbados Public Transport Study 1994, Section 7.3.1 states:

"Matters relating to safety, security and quality need to be maintained. Any regulatory regime needs to control the appropriateness of the vehicle used, vehicle safety & road worthiness, driver quality & training, operator/owner obligations, adherence to traffic regulations and competitive behaviour".

The BTB has a reasonably impressive safety record given the number of units on the road at any one time. Apart from the deaths of 2 visitors within the last 15 years, accidents involving same have been few and far between.

The Board has instituted an aggressive **defensive driving programme** comprised of training in the classroom, on the road, in Customer Service, and in First Aid. In addition, the Board accident/incident policy forbids the driver/operator from speaking to anyone about the

matter (including the police) beyond calling and reporting to headquarters. The area of security of the units and staff on route and to some extent at the termini has been a challenge for the Board. There have been incidents of vandalism, attack on operators of units, attempts to rob units while on route and parked at termini. The Board has countered to some extent by the following:

- Having a very senior person, the Deputy General Manager, responsible for Security
- The use of tokens to replace cash although this is optional at the moment
- Discontinuing the changing of money by the operators for patrons who do not have exact fare
- The use of fare boxes that are less accessible to the would-be criminal, and
- The installation of cameras on units
- The prosecution of offenders and publicizing of incidents involving breaches of security

Up to now, the Board has resisted the use of security personnel on board units.

Although no statistics are available, a significant percentage of visitors use the Minibus and Route Taxi modes of transport mostly on routes along Highways 1 & 7 with the percentage higher on weekends, particularly Friday nights. There are no schedules available for minibuses, but they generally operate on the same schedule as, and just ahead of, BTB buses. There are generally few operational safety issues with the minibus. This mode seems self-regulating and generally stays within the law.

On the other hand, ZRs operate on route, but for the most part are uncontrolled. There are no schedules and there are safety and other issues that must be addressed, as these newer modes of public transport are gradually integrated and fully accepted as complementary to BTB in providing mass travel on the island. These issues include but are not limited to scheduling, appropriateness of design including standing height, the need for a centre aisle, aisle width, behaviour of driver/operator on route, dress code, regularity of inspections, training and proper integration into the public transport system.

The issue of 'Piracy' must also be firmly addressed, as it is unlikely that these vehicles are insured/licensed for this purpose, and victims of accidents/incidents involving this class of vehicle may find that compensation is not forthcoming.

6.9.5 Safety of Areas Frequented by Visitors

Those areas and sites where visitors are known to frequent should be specially targeted for security upgrade in the form of adequate lighting, regular security patrols, foot and mobile patrols, and where feasible, generous use of CCTV. These should be closely monitored and appropriate responses made.

At events where large crowds congregate, the use of proper screening techniques should become the norm. Car parks should also be covered by CCTV and patrolled by security personnel. Mobile security escorts for international groups/teams on route to and from events should also be considered.

A multi-disciplinary team of stakeholders from Government and the private sector should be assembled to visit places like St. Lawrence Gap, Oistins, Sea Rocks Road, Bridgetown, South Coast Road, areas along the West Coast, and other areas inland. This team could pay regular visits to these areas, first to conduct audits of safety, security and other provisions/needs, and to recommend improvements as necessary. Subsequent visits would be to review improvements and make further suggestions.

The public should be encouraged to report any suspicious activities or crimes being committed. The Police and other security forces should have access to social media facilities where the public can post photos, video clips, tweets, and text messages, and generally submit succinct information without compromising their own safety. Visitors and locals should be sensitized to observe threats to their own safety and security and how to avoid these threats. Brochures should be prepared to draw attention to these issues without creating too much alarm and fear.

Escape routes should be considered in cases of incidents/hazards that threaten the security of crowds, and a plan for evacuation in the event that this becomes necessary. These should be carefully documented and all emergency first respondents should be fully aware of such plans.

Safety of Visitors/Locals on the Beach and in the Water

Jet skis and other recreational facilities provide gainful employment, but their proper use must be ensured. Safety protocols for visitors/locals using such pleasure crafts should be developed and enforced. Specific locations for access from the beach into the sea should be identified and the appropriate slipway built (refer Report V, Section 1.4). There should also be clearly defined markings/lanes for the operation of speed crafts. There is legislation to deal with this but the problems are in the actual physical operations. The markings hardly remain in place for more than a year. Rough seas/adverse weather conditions usually move them out of position. The cost of replacing the marks is expensive and there may be no consensus as to where the markings should go (pers. comm., Charles Belle, Water Sports Operator, December 2012; refer also Report V, Section 1.4).

The regulations define a broad location, e.g. Browne's beach, where the channel is to be located. However, swimming areas are usually applied for by hotels and other interests, and may conflict with channel locations. These issues should be addressed by the appropriate authorities for the safety of persons using the beaches and the sea.

Sale of Drugs and Contraband Products

A considerable amount of legitimate activity is conducted at the beach through sale of products and souvenirs to visitors that must be encouraged and protected. Unfortunately, attempts to deal in illegitimate trading are also a reality on the beach. In this regard, the security forces must be vigilant and carry out their duties confidently and fearlessly. More intense beach patrols by security forces, and greater penalties for persons dealing in contraband products and drugs should all be considered.

Decriminalizing certain drugs is a strategy that has been used, with varying degrees of success in several countries/jurisdictions. It remains a matter of debate as to whether Barbadian culture would tolerate this approach. Seizing the assets of those persons who benefit significantly from such illegal activities has also been used in other jurisdictions with varying degrees of success.

Safety and Security at Visitor Accommodation

Owners/occupiers of tourism establishments must recognize that they do have some responsibility for the safety and security of the premises they occupy, and for persons (visitors/employees) to those premises. They must therefore build a business model that includes this and finance same. This would include funds for electronic security, physical security and training of guards, if hired directly. Training may include taking security personnel to tourism trade shows to expose them to what the markets look like in other jurisdictions.

Other Safety and Security measures at accommodation could include the following:

- electronic surveillance
- patrols by own security forces
- sensitizing visitors and locals on the premises to observe threats to their own safety/security and how to avoid these threats
- SOPs for natural or man-made disasters such as fires, hurricanes, earthquakes, bombs and other forms of disaster
- developing a basic standard in safety and security for each category of visitor accommodation on the basis of which, each property in that category would be inspected
- mandating each property to conduct an audit of its safety and security measures to bring them in line with the basic standard. These would include measures such as the use of electronic surveillance, hiring of personal guards, adequate alternate exits, proper signage, safe assembly locations, emergency lighting, fire extinguishers, fire alarm systems, water sprinklers and stairways as emergency escape routes. They should also have a report form that clearly sets out these items and their state of readiness
- Employers and employees should be properly trained and practised regularly to undertake any emergency actions required until first respondents arrive
- Each property would then be issued with a safety/security certificate
- Every property offering accommodation or visitor services should be registered with BTA and should have membership in BHTA
- The Hotel Registration Act should be appropriately amended to reflect any new legislative requirements

6.9.6 Safety and Security in Health

Barbados has a robust health programme targeted to protecting the health of the visitor to its shores, while at the same time protecting locals by attempting to prevent the importation of foreign diseases. The elements of this programme are as follows:

- a) *Vigilance at Ports of Entry* - The Ministry of Health is part of an international desk that is manned 24/7 at each point of entry. The other members are Immigration, Customs and Agriculture (for veterinary and plant inspection). The aim of having a health and veterinary/plant presence is to ensure that visitors do not bring international diseases to Barbados and to prevent local disease spreading outside of the island.
- b) *Cruiseship Health Incident Reporting* - Any incidences of illness among land/sea or air/sea passengers or crew members that occur aboard a cruiseline on the way to, or from a cruise in Barbados, must be reported in advance to health authorities in Barbados. If the sickness requires quarantine, this is done at a selected location, and the patient monitored until containment is assured.
- c) *Action to be taken aboard a Carrier from a Suspect Destination*- Barbados authorities order a ship or plane sprayed before entering its waters or airspace if the carrier is coming from a location that has or is suspected to have a disease that may be harmful to Barbados.
- d) *Designation to Issue Ship Sanitation Certificate*- Barbados is one of the countries in the western hemisphere designated by World Health Organization as a point of entry to issue a sanitation certificate to a visiting ship. This involves full inspection of all aspects of the ship, including food.
- e) *National Policy on Health Care for the Visitor* - Visitors needing emergency care must report to Accident and Emergency at the Queen Elizabeth Hospital. Such treatment is free. Visitors receiving care at polyclinics or other Government health institutions must pay in advance. There is however, a reciprocal arrangement with the United Kingdom whereby citizens of one country visiting the other must receive care at any public health institutions at no cost to the individual.
- f) *HIV/AIDS and Sex Tourism* - There is no direct prevention/intervention policies aimed specifically at visitors who are on island for short periods. Locals who regularly engage in sex with tourists are targeted and followed up to ensure that the risk of contracting HIV/AIDS is minimized. There is also a programme being done in conjunction with BTA/MTI to place both male and female condoms in hotel rooms, and literature advising visitors to practise safe sex. Some non-nationals who are, or believe they are HIV infected, come to Barbados for diagnosis and care. They spend a few days getting treatment and medication, and then leave. Previously this was provided free of cost. Now, a social worker assesses the individual's ability to pay and the quantum of payment is determined on this assessment. The MH also follows incidents of high-end activity where partners are brought in and given full treatment of limousine service, hotel accommodation. The MH also has an intervention programme for commercial sex workers.
- g) *Setting up a Health Business in Barbados* -There must be a clear system of accreditation for staff and business being conducted. Any external product being delivered must be of the highest quality to prevent Government from being held liable. Medical Tourism professionals must first register with the Ministry of Tourism.

- h) *Inspection of Hair Salons* -The MH is responsible for inspection and licensing of Hair Salons (male and female) under Health Services Hair Dresser Regulations. This protects both locals and visitors using these services.
- i) *Transport of Remains* -The MH is responsible for transporting remains (body) of a visitor who dies in Barbados, under the Health Services Transport of Human Remains Regulations.
- j) *Health Safety on Beach* -The MH is conducting a study to gauge the extent of *cutaneous larva migrans* - a type of worm found in dog faeces on beaches. In addition, the Environmental Health Department of the MH is assisting the Police and NCC to enforce animal control regulations on beaches. The Bridgetown Sewerage System and the South Coast Sewerage system have been installed and have significantly improved the quality of the beaches and marine environment in these areas. Plans are well advanced for the design and construction of the West Coast Sewerage System, with the aim of further improving the quality of the sea around our shores. The authorities should develop protocols for the proper use of jet skis and other recreational facilities. The safety protocols would apply to visitors/locals using the sea equipment-boats/ships, etc.
- k) *Health Safety at Accommodations* -The outbreak of legionella in Scotland is being closely monitored. Some cases were reported among some visitors to Barbados. The Environmental Health Department of the MH will start a research study soon to gauge the extent of the presence of this disease in the hotel industry. Some 160 hotels are involved. There are environmental control mechanisms at all places where visitors stay or frequent in Barbados. Swimming pools within the hospitality industry are tested for chlorine residuals and other micro-organisms (about 425 pools). The MH has ongoing swimming pool sanitation programmes targeted at operators of pools, a large number of whom have been trained to date. Indoor air quality and general sanitation of hotels and other visitor locations are regularly checked by the MH.

Food Safety and Security / Food Safety and Security at Points of Entry

A team effort comprising Health (Public Health and Veterinary Services), Customs, Immigration and Agriculture (vegetable and plant inspection services) ensures that all imports of food, live plants and animals are inspected to ensure that foods are fit for consumption and that live plants and animals are free from diseases.

In addition, the Environmental Health Department of the Ministry of Health plays a vital role in health tourism through the following:

- Inspection and licensing of restaurants and bars at hotels (350 such hotels) and food businesses visited by visitors
- National Food Safety Programme with BCC, where over 700 persons have been trained in food handling techniques in the hotel industry, as well as those outside the hotel that impact tourism
- Building capacity within the hotel industry by way of the development of an 18-hour institutional hygiene training course, starting in the hotel industry and extending this course to ancillary staff of the hotel, in an effort to get them to keep the hotel clean, and to other care institutions such as health clinics and educational institutions

- Development of an 18-hour vector control programme to keep visitors and others from contracting vector borne diseases
- Control of bedbugs which are fast becoming epidemic as well as mosquitoes and rodents
- A public relations programme encouraging hotels to build capacity by utilizing the services of the MH more, as these services are available at minimum cost per participant
- Mandatory inspection and licensing of hotels and food outlets under the Hotel Health Services Food Business Act
- Implementation of the Hazardous Analysis Critical Control Point (HACCP) mechanism. This is an international food safety control mechanism that is now a WHO requirement. This is being done in conjunction with UWI Cave Hill, and is considered a more advanced course than the ones run by BCC. The hotel pays UWI for participation of its staff. This system trains staff and ensures that principles are in place. Consumer countries are requesting a free sales certificate that is an international standard for food safety. Each exporting agency is to ensure that systems and recordings are kept up to date. Reports are compiled by the particular exporting agency and sent to CMO who vets it and sends it on.

Ministry of Agriculture in Food Safety and Security

The National Agricultural Health and Food Safety Control Agency (NAHFCA) is a tripartite body approved by Cabinet comprising the following:

- Agriculture – Primary production is food (growing, reaping, selling, slaughtering etc.)
- Health – Second level production accredited laboratory to facilitate food safety and security, now under review
- Commerce – Food importation

In addition to the set up of the Agency, a consultancy was undertaken to do a needs assessment and a building was proposed. However, Cabinet approved the system and agency (but not the building) in order to get the exports going quickly. Certification for the safety of exports is to be approved by the Chief Veterinary Officer. The initiative is to set up the infrastructure to give the export market confidence in accepting Barbadian exports.

Nutrition in Food Security

In terms of food security, the National Nutrition Centre of MH has commenced a project looking at what we grow so that we may become self-sufficient. The idea is to examine the full cycle of 'Farm to Fork' (pers. comm., Joy St. John, CMO, Ministry of Health, July 2012).

The recommendations of the Chief Medical Officer (CMO) include:

- Need for closer collaboration between Health and other tourism agencies. MTI has a monthly meeting with stakeholders to discuss areas of interest
- A Geographic Information System (GIS) recently developed for health is a useful tool for future planning. This is being extended to general health services

- The establishment of an Environmental Health Agency to deliver services such as Water Quality, Food Safety & Security, Health Education, Health Promotion, Solid Waste Management, Liquid Waste Management, Epidemiology, Port health, Vector Control, Enforcement and general services. Full approval should be sought
- The Control of building along coastlines and in watercourses that sets up situations that are not safe, should be carefully monitored
- There should be an attempt to grow far more local foods and reduce the food import bill, which is too high

6.9.7 Potable Water Safety and Security

Infrastructure Safety and Security

The Barbados potable water supply is protected from malicious damage and contaminants through a programme of constantly upgrading the above-ground facilities, such as pumping stations, reservoirs, etc. This infrastructure upgrade consists of:

- Establishing perimeter fences
- Creating a buffer in and around the facilities
- Securing windows, doors and other openings
- Improving lighting on and around the compounds
- Regular de-bushing of compounds
- General improving of aesthetics
- Improving sanitation
- Adopting other safety measures for facilities near to communities
- Electronic surveillance

The below-ground facilities are the network of pipes and connections that make up the distribution system. This system is difficult to access, and even if accessed, not much by way of tampering can be achieved. The safety mechanism in place is to report on any large purchases of explosives or poisonous materials. In addition, and to reduce water loss, old metal pipes are being replaced by plastic pressure pipes.

Chlorine and Chlorine Plants

Chlorine is a killer, and death occurs within minutes. There were deaths (three in St. John in the 1980s) as a result of a chlorine tank explosion. In addition, there were some accidents involving trucks transporting chlorine and some leakage from chlorine tanks. Tanks were also exposed to public view and direct sunlight. The BWA has improved safety by:

- Monitoring attempts to purchase chlorine, cyanide or explosives
- Employment of a professional Health and Safety Officer in its Operations department who is trained in the handling of chlorine
- The formation of 2-3 person units trained in the use and handling of chlorine. Their job is to:
 - Ensure that chlorine plants are working properly

- Plant settings are correct and residuals are at acceptable levels
- Chlorine tanks are transported properly and safely
- Repairs are done under correct conditions, quickly and safely
- Continuous training of other BWA staff
- Liaising with HAZMAT team on how to deal with leaking tanks, etc.
- Refraining from locating chlorine tanks in areas frequented by visitors

Protection of the Potable Water Supply

There are 5 levels of protection for the local potable water supply as follows:

Zonal Protection - This is the first level of protection of the water supply, and is done to prevent harm to the supply. There are 5 zones numbered 1 to 5 whereby the smaller the zone number, the more susceptible it is to contaminants.

A BWA/TCPO 1963 initiative places restrictions on activities/construction in these 5 zones to prevent bacterial levels from increasing above minimums allowed, and to stop additional chemicals reaching the water supply. These restrictions were modified in 1973 to take care of gas stations. The EPA introduced measures to prevent building of new stations in certain zones and to modify those already built by the double lining of tanks and chambers to reduce/prevent leakages. The Zoning system is currently under further review to take account of chemical contaminants.

Chlorination - This is the 2nd level of protection and consists of adding chlorine to the water supply, which is done to kill bacteria.

Monitor and Respond - This is the 3rd level of protection. BWA wellheads are examined for pollutants like nitrate and chlorides. Tests are done on a monthly basis for bacteria and chemicals, and on a quarterly basis for heavy metals and pesticides. A check is done twice a year for everything including hormones and antibiotics. Monitoring is extended to other sources of supply not under BWA control, including wells on private property, irrigation wells (by Government and others), and springs (Bath, Three Houses, Porey Spring, Pot House). EPD is used to extend these samples. BWA does safety sampling since they are used by sections of the public.

Public Protection - This is the 4th level of protection. Fifty samples are taken by BWA (only 20 samples are required to be taken). These samples are sent to Public Health (PH) for independent testing. Public Health also does sampling from same areas and results are exchanged.

Testing Water at Points of Entry - This is the 5th level of protection for visitors and locals. This testing is done on a weekly basis at seaport and airport by BWA and Public Health. Other areas are done on a rotational basis. PH/BWA also sample water to berths, cruise ships and planes. Notifiable diseases relating to water are reported to PH, who cooperates with BWA to resolve issues.

Applications to TCDPO for Developments

These are reviewed in 2 parts, i.e. for water quality and quantity required. An Environmental Impact Assessment Report is requested. BWA and EPA are part of the reviewing team. The issues include quantity, discharge area and method, size of development, impact on area, impact on water system and all potential threats.

Potable Water Security: Ensuring an Adequate Supply of Water

Barbados is a water scarce country. It produces 390 cu. m./per capita/year (a country that produces less than 1,000 cu. m./capita/year is considered water scarce), and is considered at the lower spectrum of scarcity. Water Resources and Water Loss studies of the mid-90s concluded the following (pers. comm., Dennis Yearwood, General Manager, BWA, September 2012):

- Conventional water resources of Barbados were then fully exploited
- Unaccounted for water, i.e. water loss through leakages, was about 62% (BWA considers it is closer to 45%)
- The distribution network is very old, and attempts to upgrade using BWA resources are not too successful
- There are, on average, 3 to 4 major breaks a day
- Barbados has to find means of augmenting its supply

Barbados has adopted the following measures with some success:

Augmentation Measures:

1. *Mains Replacement:*

- a. Some replacement utilizing the BWA annual budget
- b. Government signed loan with IDB for support to BWA; 28% of the loan to be used for Mains replacement.
- c. This is an on-going process that will see continuous replacement of the distribution system
- d. 2 positive outcomes of this measure:
 - Every unit prevented from leaking is a unit added
 - BWA is BL&P's largest consumer using 4% of energy. Reduced water loss means less energy used and more importantly less carbon emissions in keeping with Government's policy for a "Green Economy"

2. *Desalination*

This is the production of potable water from seawater. A Plant was built at Spring Garden in 2000. Capacity is 27,000 cu. m./day, but operates at 20,000 cu. m./day and adds 12% to the public supply.

3. *Waste Water Re-Use*

Both Bridgetown and the South Coast Sewerage Systems treat effluent and discharge it out to sea. This contravenes the Cartagena Agreement that Government signed. It is planned to upgrade plants to tertiary treatment and use water for irrigation and aquifer recharge. It may be necessary to consider investing in another plant.

4. *Impounding Run-Off Rain Water*

Natural rainwater that runs through gullies and ravines will be impounded by means of a series of weirs and wells. The run-off water will be collected in reservoirs and used to recharge the aquifers.

5. *Water Conservation*

This is a continuing effort to save water through:

- Public education and awareness programmes that also involve promotion of the use of water saving gadgets
- Tariff restructuring
- TCDPO initiative to collect and use roof rain water

6. *Importing Water from Water Rich Countries* (such as Dominica)

In the event that the above measures fall short, Barbados has the option of importing water from water rich countries such as Dominica.

6.9.8 Development Of Standards

Standardization is an activity that permeates all levels of economic and social activities. BNSI develops standards for all sectors with the collaboration of players in the particular sectors. The Tourism Services standards are developed by a series of various national technical committees. The National Commission on standards in the tourism sector comprises various stakeholders, including representatives from the tourism Industry, UWI (Cave Hill), MTI, BHTA, and BTA in collaboration with CTO. Depending on what the purpose for the standard is, there is a draw on the resource persons of the particular sector.

Previous mention has been made of a basic security training standard developed by the TVET Council. It is understood that there are also disaster management standards. BNSI has reported a marked increase in the number of organizations/ministries that request it to attend meetings and provide inputs, and that are using BNSI's resources for development of standards. There is also collaboration between tourism stakeholders in different countries, as well as consumer involvement in standards development.

The Tourism industry and stakeholders should continue this trend of standards development particularly in Safety and Security, and to internationalize these standards and maintain them, as this could only bring a greater level of efficiency to its operations and to the tourism product in general. There are standards that are in existence in the area of Safety and Security that are not practised, and still many more that need to be developed and practised if we are to be prepared as an industry for any eventuality.

6.9.9 Disaster Preparedness and Management

The Regional Situation

The Caribbean Disaster Emergency Management Agency (CDEMA), an inter-governmental agency that is an arm of CARICOM, has called for greater regional and national investment in comprehensive disaster management (Caribbean 360, 2013). Countries that depend on tourism for their livelihoods, as is the case for most Caribbean territories, should heed this advice, as most of the tourism products and infrastructure are located on or near the coastline, which undergoes severe battering from events such as hurricanes.

According to Bennett (2012), “*the best practice for preparing for a natural disaster is to get ready long before it takes place and know the risk level in your area*”. In this respect, the functions and mandates of some regional organizations involved in disaster preparedness are instructive.

Formerly known as Caribbean Disaster Response Agency (CDERA), the name was changed to CDEMA to reflect a more proactive approach to preventing or managing disasters and to planning for disasters even before they happen. In some cases, even predicting disasters and determining how best to respond and counteract them is also part of their approach.

CDEMA now reflects a broader operational mandate for the agency, moving from the reactive mode to the proactive mode, and from mitigation to prevention. CDEMA attempts to address all hazards including hurricanes, seismic activities, geologic activities, droughts, famines and man-made catastrophes. CDEMA embraces the entire population of its member countries so that the everyday activities of people are factored into its operations (pers. comm., CDEMA, L. Riley, Deputy CEO, June 2012).

There is an ‘Adaptation Guide’ that allows all countries to adapt to their cultural norms and nuances. Barbados is the most advanced in the Caribbean with the setup of Emergency Operating Councils (EOCs). For each sector, there is a sector sub-committee, e.g. for the tourism sector, there is a Tourism sub-committee.

CDEMA interacts with IDB through a mechanism established by IDB, the ‘Regional Public Goods Facility’, through which CDEMA and IDB develop Disaster Risk Management Strategies and Plans of Action for the Tourism Sector, which is a vital sector to the economies of many Caribbean states. (pers. comm., Liz Riley, Deputy CEO, CDEMA, October 2012). Tourism was elected as the preferred sector to initiate this activity due to:

- its economic importance to the region
- the geographical spread of countries in the region
- the Tourism sector was ready for the discussion
- the need to demonstrate risk issues

CTO is the CARICOM lead agency in Tourism, with some of its membership being non-members of CARICOM. CTO’s Tourism Policy is broken down into nine components, including a policy for the tourism sub-sector that treats to matters of Safety and Security. CTO has co-opted CDEMA to sit on its Sustainable Tourism Committee and to assist in formulating plans and agendas for sustainable tourism conferences. Sustainable tourism has national bodies/individuals who could feed into their respective sectors.

The RSS and CDEMA interact through the Regional Response Mechanism (RRM), which is a framework for CDEMA member states to assist each other in times of disaster. This assistance could be in the form of financial aid, personnel for technical assistance, search and rescue and damage assessment, or provision of relief supplies.

This interaction is at the operational level through the RRM, which draws on resources across the region in support of the affected state(s). The Caribbean Disaster Relief Unit

(CDRU) is coordinated by RSS and CDEMA and assists with relief coordination. CDEMA is not an operational entity; its activities allow a look at Safety and Security.

RSS also assists with air assets. Marine assets are fairly strong throughout the Caribbean, especially in larger countries such as Barbados, Trinidad & Tobago and Jamaica.

Regional Early Warning Systems

The Source of a distant or tele-tsunami that impacts an area is usually outside of the area and some distance away. For example, the 1755 Lisbon-Portugal earthquake affected the countries on the other side of the Atlantic, including Barbados which experienced waves of 6-7 feet that overflowed the beaches and streets of Bridgetown while it washed inland. However, there are nearby sources, such as the underwater active volcano, 'Kick 'Em Jenny', off Grenada will require very fast and appropriate action. It is therefore necessary to develop a mechanism that provides early warning to potentially affected islands or areas so that the appropriate steps can be taken to minimize or mitigate the impact of the disaster (pers. comm., L. Inniss, Director, CZMU, April 2013).

A regional Early Warning System is being developed for Tsunamis and Coastal Hazards that has the following components:

- a) *Monitoring and Detection System* (of source and tsunami). This is done at the regional level (the networks are regional, but the individual stations may be national). There is an earthquake detection station at Gun Hill which is part of the regional network of 124 stations. This network detects and records an activity wherever and whenever it occurs in the Caribbean. The system is so sensitive, that the station at Gun Hill did detect the activity that is popularly known as 'Arch Cot' incident in which a family perished as a result of a collapsed cave at Brittons Hill, St. Michael. In addition to the seismic regional network, there is also a regional sea level monitoring network, which will detect changes in sea level as a result of tsunamis or any other sea level-related hazard like storm surge, sea level rise, or winter swells. Barbados contributes to the network with stations at the Coast Guard, Bridgetown Port and Port St. Charles. Other areas are being considered for placement of other stations.
- b) *Caribbean Tsunami Warning Centre (CTWC)* – The CTWC is where all data and information from the above networks are transmitted. This is currently located in the Pacific, while the Caribbean is getting its centre operational. Warning products are disseminated to national focal points. The Barbados Meteorological Services has been designated as the national focal point for Barbados. They receive the messages and relay to the first responders and DEM, who then continue the relay process.
- c) *National Audio-Notification System* – It is critical that the information gets to as many persons, especially every single vulnerable entity, as quickly as possible. Redundancy must be built in to ensure 100% success. The information goes from the Focal Point and then to all persons/entities as quickly as possible in a number of ways, e.g. e-mail, fax, text, global telecom satellites and social media. Thus the technical standing committee is striving to source grant funding to build a national warning notification system.
- d) *Preparedness, Readiness and Resilience* – The Last Mile in any early warning system speaks to preparedness, readiness and resilience. If all of the warnings are timely and

reach the vulnerable populations, but they do not know how to respond, then the warning system is worthless. Thus education and awareness of individuals and visitors is crucial so that people know what they are supposed to do. Public education and awareness involves allowing every representative of the tourism sector (e.g. boating) to adopt the appropriate response.

- e) *Simulation Exercises* – These are appropriate exercises and drills that help countries respond in the correct way to an activity or incident. Table top exercises are useful in the early stages before an alert system is installed, but full evacuation drills are vital, to keep the public aware and prepared. More hotels are showing interests and are requesting assistance in conducting regular drills. (pers. comm., L. Inniss, Director, CZMU, April 2013).
- f) *The Science (understanding) of Tsunamis* – This is being done through a Coastal Risk Assessment and Management Project being funded by IDB/GOB (US\$30M/\$12M). The project will analyze and model wave behaviour during a tsunami, storm surge, winter swells and sea level rise. This data will be used to inform: e.g. the siting of coastal tourism infrastructure, land use planning, structural integrity of buildings, building code standards, and road system locations. When beaches and other marine ecosystems are impacted, the tourism infrastructure becomes more vulnerable.

National Disaster Management

The National Technical Standing Committee on Coastal Zone Hazards Management, co-chaired by the CZMU, has been mandated by the Cabinet of Barbados to:

- Develop a natural tsunami and coastal hazards Early Warning System for Barbados
- Develop a national Coastal Evacuation Plan for Barbados

The technical standing committee is striving to source grant funding to build a national warning audio-notification system that would allow information to be given to all persons simultaneously. The current procedure in notifying affected persons/entities is to go through the national focal point in Barbados, which is the Barbados Meteorological Services. This is not the most efficient method and does not guarantee dissemination of vital information to all.

Barbados Tourism Sector Tropical Weather System Plan

In respect of preparing for such disasters, the Barbados National Disaster Organization, through its secretariat the DEM, has prepared “A National Hurricane Plan for Barbados” that embraces and sets out actions to be taken in the various sectors before, during and after the passage of a tropical system. Using this as a guide, the MTI, with the assistance of a Disaster Management consultancy, and in consultation with its stakeholders in the tourism sector and with DEM, CTO and CDEMA, has prepared a draft plan for the tourism sector entitled *The Barbados Tourism Sector Tropical Weather System Plan (2007)*.

The plan is comprehensive, detailing the functions and responsibilities of the various actors, including the National Disaster Organization, the National Disaster Committee, the DEM, the NEOC and most importantly in the context of this TMP, the Tourism Sector stakeholders’

responsibilities including those of MTI, BTA, BHTA, the Accommodation sub-sector, Tour Operators, restaurants owners, ground handlers, airlines, attractions and others.

This weather system plan is however silent on the evacuation process, but the MTI has a plan with hotels for vertical and horizontal evacuation in which high rise hotels will move its guests/staff and nearby guests/staff from low rise hotels to higher floors. Those that cannot be accommodated at a higher level will be moved inland to designated 'shelters'.

The plan to evacuate the coastlines of Barbados in the event of a tsunami or other coastal hazards would have to be informed by adequate covered locations on higher ground to accommodate the large number of locals and visitors who would use them. The two largest buildings are LESCC and the Gymnasium, both of which are not necessarily on high ground depending on the nature and intensity of the hazard. Temporary housing in the form of tents may have to be an early consideration. Government may want to consider the construction of large multipurpose structures on high ground capable of accommodating large numbers of people and designed to withstand such hazards. The construction of 'strong' rooms at schools, churches and other large buildings on higher ground (as has been done at a recently constructed school) should also be addressed.

6.10 CONCLUSION

Safety and Security is one of the pillars on which Barbados' tourism has been built and on which it continues to thrive. The perception that Barbados is a safe and secure destination with a stable government is one of the main reasons why visitors choose it as a place to vacation over other destinations. However, incidences of crime have become a worrying fact of life, although generally these crimes are not directed against the visitor. In recent times, such cases of crimes against the visitor, harassment, drug trafficking and public health concerns have been occurring with increasing regularity. Although the tourism product has been negatively impacted, thankfully, the impact has not reached crisis proportions.

The severity of some of the criminal activities that have occurred recently in Barbados and especially to some of our visitors, have caused panic in our tourism sector and caused some, out of fear for the future of our product, to offer solutions that may not realistic. These suggestions, however outrageous they may seem, are desperate calls for action on behalf of the authorities to demonstrate to the international community and Barbados' tourism source markets that Barbados is serious about the protection of its visitors, and about the sustainability of the tourism product, its main economic driver.

To demonstrate this commitment, Government has outlined in the White Paper (Strategic Solutions Inc., 2012), a set of policy initiatives to deal effectively with safety and security issues that threaten to destroy the island's tourism product. These initiatives recognize that safety and security is as much an individual issue as it is a national issue that must include the involvement of all in order to be effective.

To successfully address these safety and security issues, the TMP has recommended, *inter alia*, the establishment of a "Rapid Response Team" comprising security specialists and

other stakeholders to respond quickly to incidents, and to examine and recommend areas where improvements could be effected. The training and accreditation of the security guard service, both in the public and private sector, is also recommended to raise the general level of security in the country.

The TMP also recognizes that there are other areas of Safety and Security that must be addressed. These include, but are not limited to, safety and security of the points of entry/exit, border safety and security, road safety, safety on our beaches and in our waters, safety in the face of disasters, man-made and natural, health related safety issues, occupational health and safety, and the safety and security of water systems, food production, and information shared in this electronic age.

Barbados has an excellent record of addressing these safety and security issues, and must continue to do so aggressively, if the island is to maintain its status as a safe, secure and visitor friendly tourist destination.

6.11 Recommended Actions to Promote Safety and Security

The following Actions are proposed in support of Strategic Imperative 9 on '**Assure Safety and Security of Visitors and Residents**' and corresponding Strategy 9.1 which states: '*Enhance the capacity of the security forces to assure the safety and security of all visitors and residents*' (refer Report I, Sections 4.4 and 5.0).

9.1-1 Create a Rapid Response Team

Description:

The establishment of a broad-based safety and security 'rapid response' committee is proposed to examine safety and security provisions, respond to emergency situations throughout Barbados (especially at places visited and frequented by visitors and locals), and make recommendations.

Some serious security issues have occurred recently that have caused panic in our tourism sector and caused some to offer solutions that may not be realistic out of fear for the future of the tourism product. There may be no immediate / simple solutions to some of these issues that have impacted Barbados' Safety and Security in a negative way. However, good work has been done to date in keeping the crime rate low, particularly in the tourism sector due to the agencies and individuals involved in maintaining a safe and secure environment, ably led by the Royal Barbados Police Force.

Safety and Security is not the sole responsibility of any one agency or individual, but rather the duty of all Barbadians and visitors. Barbados' Safety and Security is still essentially intact, but it may be necessary to intensify what has been done well in the past.

The establishment of working groups to review, brainstorm and resolve issues is the norm in Barbados. It is recommended that this concept be brought to bear on safety and security issues with the formation of a broad-based committee led by the main security forces in

<p>Barbados and having representation from key stakeholder interests.</p> <p>The broad aim would be to examine the issues, the current state of security systems and apparatus, the positives, the challenges, and what can be done through an action programme to overcome these and make Barbados an even safer place to live and visit.</p>
<p>Expected Outcomes:</p> <ul style="list-style-type: none"> • An inventory of safety and security provisions at each locality and along routes • A list of suggestions for specific high risk areas • List of suggestions on how to improve security generally throughout Barbados
<p>Guidelines for Implementation:</p> <ul style="list-style-type: none"> • MTI to invite the main players, i.e. RBPF, BDF, BFS, to be part of a team comprising BHTA, BTII, BTA, GSGS, private sector and others to be recommended, to a maximum of 10-12 persons • The team will develop a list of areas to be visited, and a preparation an inventory of safety and security provisions, and make recommendations
<p>Recommended Implementation Agency: MTI</p>
<p>Priority / Implementation Timeframe: High/Short Term: This is viewed as an urgent priority action in the TMP Implementation Plan (refer Report I, Section 5.0)</p>
<p>Target Users:</p> <ul style="list-style-type: none"> • Hoteliers - owners/operators • Guests/Visitors • Locals
<p>Who Benefits:</p> <ul style="list-style-type: none"> • All Barbadians • All visitors • Barbadian economy
<p>Risks:</p> <ul style="list-style-type: none"> • All team members available at the same time to meet/conduct tours • That this process be kept going and not allowed to lapse
<p>Estimated Costs: BDS\$20,000/year based on quarterly tours by hired coach, lunch and a stipend to non-government members of the committee</p>
<p>Source Of Funds: Government of Barbados through the Ministry of Tourism/BTII</p>
<p>Revenue Generation Potential: Indirect</p>
<p>Further Development Work Required: Consider whether (1) the committee's work should be restricted to public places or be all encompassing, and (2) whether it should be extended to private places where visitors assemble, e.g. hotels, restaurants, private car parks, etc.</p>

Other Considerations: Extending this concept to other areas of tourism such as transportation and infrastructure, as well as to other sectors, e.g. agriculture.

9.1-2 Train Safety and Security Personnel

Description:

Proposed training of unqualified security personnel already in the industry and persons seeking to enter the industry is recommended, and the issuing of National Vocational Qualification (NVQ) accreditation to successfully trained persons.

Once the basic standards have been reached through the appropriate training modules, delivered by registered training agencies with the appropriate training staff, the successful recipient must be accredited.

The Technical and Vocational Education and Training (TVET) policy on accreditation, the issuance of Vocational Qualification, would be appropriate here. The particular institution may want to issue its own certificate for the promotion of itself and its business, but the TVET sponsored international accreditation must be the focus.

The established security agencies such as the Barbados Defence Force (BDF) and the Royal Barbados Police Force (RBPF) should also weigh the merits of having their successful recruits accredited on completion of training so they become more internationally marketable when they leave these organizations.

Expected Outcomes:

- All successfully trained persons suitably awarded
- Issuance of internationally accepted national vocational qualification accreditation

Guidelines for Implementation:

- Arrange for training of untrained/unqualified personnel in the industry and those seeking to enter
- All persons trained and successful to be awarded certificates formally

Challenges With Implementation:

- Properly accredited agencies to undertake training
- Involvement of agencies such as RBPF, BDF, BFS, private sector agencies in training

Recommended Implementation Agency:

TVET Council in collaboration with the Ministry Education, Technology & Innovation

Priority / Implementation Timeframe:

High/Short Term: This is viewed as an **enabling** priority action in the TMP Implementation Plan (refer Report I, Section 5.0)

Target Users:

All unqualified security guards/new persons entering the industry

Who Benefits:

<ul style="list-style-type: none"> • All security guards • Security companies • All Barbadians • Visitors to facilities • Barbadian economy
Risks: Nil
Estimated Costs: BDS\$3 million over a 10 year period, based on 3,000 persons being trained @ \$1,000/person
Source of Funds: TVET, BHTA members, METI, other relevant Government ministries/departments
Revenue Generation Potential: Indirect
Further Development Work Required: None
Other Considerations: HRD

9.1-3 Develop a Safety and Security Training Module

Description:

Development of a basic training module for all persons entering the Safety and Security industry to ensure uniform training and practice among all safety and security providers.

Currently, the qualification required for a security guard job is a certificate of character in order to register with the Private Investigator and Security Guard Board. Individuals can then practise as a bona fide security practitioner. The security industry must be taken more seriously, and the security knowledge standards of those individuals entering the industry, both public and private, must be raised.

Persons gain confidence through knowledge. This is no less true for safety and security practitioners. Once trained, these officers will perform their duties with confidence, the public will be better served, and the standard of security provision in Barbados will be raised.

Expected Outcomes:

- Standardization of basic training for all safety and security personnel across Barbados
- Greater degree of competence and confidence in execution of duties by all safety and security personnel
- Improved safety and security across Barbados

Guidelines for Implementation:

A TVET Council sponsored draft document already exists. The committee that drafted this document should be reconvened and BNSI should be drafted on to that committee. The draft

document should be reviewed and then circulated to all safety and security practitioners/providers for their input (including DSD, METI and MTI) to ensure maximum involvement.
<p>Challenges With Implementation:</p> <ul style="list-style-type: none"> • Buy in by all stakeholders • May take time to reach a final module acceptable to all interests
<p>Recommended Implementation Agency: TVET Council in collaboration with METI, MTI, DSD, Office of Attorney General</p>
<p>Priority / Implementation Timeframe: High/Short Term: Commencement should occur immediately</p>
<p>Target Users:</p> <ul style="list-style-type: none"> • All unqualified security guards/personnel • All persons wanting to enter security industry • Business houses with their own security personnel
<p>Who Benefits:</p> <ul style="list-style-type: none"> • The safety and security industry in Barbados • All Barbadians • Visitors • Barbadian economy
<p>Risks:</p> <ul style="list-style-type: none"> • Delays in reaching a final accepted document • Changes to appropriate legislation
<p>Estimated Costs: BDS\$5,000</p>
<p>Source of Funds: TVET Council</p>
<p>Revenue Generation Potential: Indirect</p>
<p>Further Development Work Required: Consultation with stakeholders</p>
<p>Other Considerations: HRD</p>

7.0 Tourism Policy and Legislation

Summary

The Ministry of Tourism and International Transport in collaboration with the Barbados Tourism Authority provide policy and leadership to other stakeholders in the sector. For various reasons, there has been a lack of focused leadership in this area. However, the “*White Paper on the Development of Tourism in Barbados*” was recently developed to form the basis for tourism policy and planning (Strategic Solutions Inc., 2012). Its policy statements are summarized in this Section, and are supported by the TMP.

Stakeholder inputs during the White Paper development, as well as the TMP process of formulation during 2012-2013, added enriched insights and input. The key aspect related to policy and legislation is that most stakeholders consider that **implementation** of current policy and legislation is most critically needed, and not necessarily **more** policy and legislation. Perspectives include:

- **Adequate policy and legislation exists, but is under-utilized or not enacted:**
 - Lack of implementation and lack of enforcement
 - Monitoring of implementation of standards and regulations
 - Speed and timeliness needs to be improved on passing legislation and operationalising regulations
 - Operationalising current policy and legislation takes priority over adding more
 - Accountability for implementation, or lack thereof, is needed
 - Updating of old legislation and enactment of critical legislation is required (e.g. the draft Environmental Management Act is still not enacted)
- **Exceptions are The Shop Act and the Preservation of Antiquities and Relics Bill, which need revision:**
 - *The Shop Act* restricts the hours of operation of tourism businesses, whereas visitors require many goods or services 24/7.
 - The *Preservation of Antiquities and Relics Bill*, intended to protect cultural property, currently has no provisions to protect wrecks, artifacts and relics on the seabed, which should be addressed
- **Additional Incentives (tax, recognition, etc.) are needed in policy or legislation:**
 - For individuals and corporations, to encourage the use of local agricultural goods and services and cultural products
 - Particularly for accommodation providers, and attractions, and should be tied to such desired outcomes as performance (in terms of percentage of local consumption), or to maintenance of standards
 - To be used as one of several management tools to spread use (spatially or temporally) to ensure that tourism capacity is sustainable

A list of Actions are proposed below, and are more fully described in Section 7.5, in support of Strategic Imperative 12 on '**Update and Enforce BVE Policy and Legislation**' and corresponding Strategy 12.1 which states: '*Review local legislation to update existing and enact new laws to facilitate functioning of the BVE*' (refer Report I, Sections 4.4 and 5.0).

12.1-1 Ratify the Draft Environmental Management Act

12.1-2 Develop an Incentives Approach Through Policy and Legislation

12.1-3 Enact Legislation to Enable Accessible Infrastructure

12.1-4 Create an Environmental Hotline

12.1-5 Enforce Marine Pollution Legislation

7.1 Introduction

Barbados has had a strongly performing tourism economy, until 2004. However, in recent years there has been an economic recession, difficult global events, and competition from many emerging destinations for Barbados' key visitor markets. These economic difficulties have been compounded by inefficiencies in the Government sector, a labour market requiring improved capacity and attitude, a mature tourism industry built on a sun/sea/sand product, and the lack of new tourism products for Barbados.

It is within this volatile climate that Barbados is addressing impediments to the growth and diversification of the tourism industry, and the strategies for success. It is examining the diversification of the industry's product base, examining markets and their needs, and addressing regulatory and financial impediments to growth, fostering diversified tourism development, and encouraging the conservation of Barbados' unique natural and cultural heritage.

7.2 The White Paper

The role of the Ministry of Tourism and International Transport includes *providing policy and leadership to other industry stakeholders*, in collaboration with the Barbados Tourism Authority. However, to date, there has been a lack of leadership in this area for many years, which is not necessarily the fault of the Ministry. The "*Green Paper on the Sustainable Development of Tourism in Barbados – A Policy Document*" was developed in 2001. Although this has been the core of tourism policy to date, it was only a decade later that a "*White Paper on the Development of Tourism in Barbados*" was commissioned (Strategic Solutions Inc., 2012).

The White Paper is intended to form the basis for tourism policy and planning until 2021. The vision of the Policy is exceptional. The starting point for the White Paper was "***the Government's vision to develop a sustainable, people-centered, high yield, and innovative tourism industry***". This is a well-balanced and admirable vision. The White Paper also gives good overarching policy statements as summarized in Table 7.1.

Yet when the White Paper topics are examined more closely, it is evident that the degree of emphasis varies by topic (see Table 7.2). The content of any one topic may also be dealt with under another subject area. For example, under Product Development, which is a major area of concern for all stakeholders, and in previous studies there is a strong marketing focus, the White Paper has a separate policy section for “Marketing and Promotion”. Similarly, Product Development deals with Standards, yet there is also a stand-alone topic: Standards and Regulations. A recent Institutional Assessment study (Julian Laité Consulting Ltd., 2012) found that the White Paper as it stands does not give the necessary guidance in policy, and did not indicate with precision the ways in which the Government could implement its policy decisions, when they are made. However, addressing the topic areas more specifically might assist with this matter.

Table 7.1. Overarching White Paper policy statements (Strategic Solutions Inc., 2012, p. 216-252).

White Paper Overarching Policy Statements
National Tourism Policy: <i>“The Government of Barbados shall create an environment that facilitates the country’s sustainable tourism growth by addressing human resource development, community development, infrastructure and transportation development, investment promotion, accommodation issues, product development, and marketing”</i>
National Values: <i>“National pride will be the precursor to a clean, safe, and hospitable Barbados, where professionalism, innovation and efficiency become an ingrained part of the national DNA”</i>
Participation and Collaboration: <i>“To achieve responsible tourism planning and management outcomes, partnerships must be holistic in outlook, based on sustainable development principles and exist at the national and at local levels”</i>
Marketing and Promotion: <i>“It becomes imperative for Barbados to differentiate itself from its competition utilizing effective marketing tools to promote a consistent and identifiable brand”</i>
Community Tourism: <i>“The people-centered approach to the development of Government’s policy commits Government to involve local communities in the tourism development process. As a matter of priority, a tourism industry will be developed that is ‘of the people, by the people, and for the people’”</i>
Cultural Heritage: <i>“The enormous potential which heritage tourism presents to the differentiation of the Barbados Brand from its competitors”</i>
Culture: <i>“Cultural heritage tourism strategies must necessarily uncompromisingly showcase the skills and abilities of our people”</i>
Tourism Standards and Regulations: <i>“The products and services offered on the island must be commensurate with world class standards”</i>
Human Resource Development: <i>“A sustainable tourism model requires competently trained personnel at each level of the services delivery chain”</i>
Infrastructure: <i>“Barbados’ excellent infrastructure is a source of competitive advantage in the region”</i>
Information Technology: <i>“Encourage and facilitate the effective use of the telecommunications infrastructure and technology in the development of sustainable tourism”</i>
Product Enhancement and Development: <i>“The Barbados tourism industry must differentiate itself from the competition through the creation of innovative, creative, high quality product and services. Special emphasis must also now be placed on the expansion of the island’s product offering to showcase everything that the island has to offer”</i>
Foreign Investment: <i>“Systematic and sustained investment in product and infrastructure offerings will be essential over the coming years to improve the quality and standards of the overall tourism product”</i>
Health Safety and Security: <i>“Successful and sustainable tourism efforts rely indispensably upon the provision of an environment in which guests feel safe and comfortable. Barbados has maintained a reputation as a relatively safe and healthy destination”</i>
Research and Development: <i>“A culture of research and development and analytical thinking has to be established across the Barbados tourism industry”</i>
Youth Development: <i>“Youth will be one of the pillars upon which a sustainable Tourism industry will be built”</i>
Transportation: <i>The Barbados tourism industry is heavily dependent on reliable and affordable air transportation”</i>

Table 7.2. Topics discussed under select policy statements from the White Paper (Strategic Solutions Inc., 2012, p. 216-252).

<p>National Tourism Policy</p> <ul style="list-style-type: none"> • Sustainable Tourism Development • Inter-Sectoral Linkages <p>Participation and Collaboration</p> <ul style="list-style-type: none"> • Public Awareness <p>Marketing and Promotion</p> <p>Cultural Heritage</p> <ul style="list-style-type: none"> • Training • Private/Public Sector Collaborations <p>Culture</p> <ul style="list-style-type: none"> • Built Environment <p>Tourism Standards and Regulations</p> <ul style="list-style-type: none"> • Standards • Accessible Tourism <p>Human Resource Development</p> <ul style="list-style-type: none"> • Work Permits <p>Product Enhancement and Development</p> <ul style="list-style-type: none"> • Unique Selling Points <p>Youth Development</p> <ul style="list-style-type: none"> • Tourism Capacity Building and Awareness Programmes • Education and Sensitization Programmes • Creating Opportunities for Informal Interaction between Youth and Visitors • Using Technology to Involve Youth • Tourism in Schools <p>Transportation</p> <ul style="list-style-type: none"> • Air Transportation • Cruise and Maritime Transportation • Welcome at Entry Ports • Ground Transportation

7.3 Stakeholder Input

Stakeholder opinions from the two sessions of TMP Workshops in 2012 suggest a common consensus that existing legislation in Barbados should be properly enforced to close the gap between policy formulation and implementation capacity. This applies to those Acts that govern and regulate tourism.

Besides the White Paper direction, the inputs by many stakeholders in all sessions of TMP consultation were extremely valuable with respect to policy and legislation. A number of relevant comments were made in the various workshops and interviews, both directly and indirectly. A content analysis of the stakeholders' input revealed common themes in many comments related to policy and legislation.

Importantly, amongst the specific stakeholder contributions were the following points that relate to policy and legislation:

- Update legislation to ensure relevance to current situations
- Enact legislation to enforce fully accessible tourism plants
- Ensure stakeholders are familiar with legislation which affects them
- Revisit resource management legislation
- Institute a system of tax incentives
- Create philanthropic legislation relevant to attracting Foundations to Barbados
- Mandate hotels and restaurants to purchase a percentage of local produce by linking to other hotel sector incentives
- Consider enactment of cultural policies legislation
- Enforce legislation in the marine environment, e.g. beaches and water sports activities
- Promote incentives to maintain standards as it relates to attractions
- Ensure efficiency in services delivered by public sector agencies to facilitate foreign direct investment
- Consider legislation regarding agricultural linkages to hotels
- Ensure that to receive incentives, companies must promote Barbadian cultural products and services
- Review of zoning legislation, policies and plans with a view to effective management of tourist areas
- Draft legislation if casinos are to be a serious consideration in the future

Many stakeholders involved in the tourism sector feel that **implementation of current policy and legislation** is most critically needed and not necessarily **more** policy and legislation. Key stakeholder comments are summarized below:

Adequate policy and legislation exists, but is underutilized or not enacted

- **Implementation lacking:** There is a need to implement legislation, policy, and regulations that already exist. Poor enforcement of legislation and policy was also considered by a number of stakeholders to be a high level *weakness* in Barbados. This gap between policy formulation and implementation (or capacity to implement) is an issue
- **Enforcement:** There were numerous observations regarding problems in institutional capacity related to operationalising or enforcement, and implementation of regulations and policies. Enforcement of regulations and standards is lacking, and *effectiveness* of enforcement is lacking. There is a need for ongoing monitoring on the ground. In

particular, littering was cited as a problem, as well as dealing with unregistered accommodation, as both impact the industry and island's reputation

- **Speed and timeliness:**
 - Need for faster processes to **operationalise** policy or regulations
 - The need for much greater **speed to pass legislation** (e.g. the draft Environmental Management Act, which is still to be enacted)
- **Operationalising:** The issue is properly implementing that which exists. This should be the priority before considering changes or additions to policy and legislation
- **Accountability:** There was a view that those charged with implementing various policies and regulations should be accountable if they did *not* implement their duties; mechanisms of accountability are not effective or don't exist
- **Outdated:** Some legislation is rather old and may need to be revised and consolidated, or updated and modernized. For example, the draft Environmental Management Act is approximately 15 years old and is yet to be enacted

Two clear exceptions to the comments above relate to The Shop Act, and the Preservation of Antiquities and Relics Bill (refer Section 7.4), both of which require modification, and the need for additional incentives.

Tax and a range of other forms of incentives need to be in policy or legislation (refer Action 12.1-2 in Section 7.5):

Concessions, exemptions and tax credits are dealt with in the current (2002) Tourism Development Act. However, a major category of workshop comments relevant to legislation/policies/regulations frequently mentioned, were:

- Incentives *of various types* are needed for both individuals and corporations to contribute to the development and sustainability of the tourism industry
- All types of incentives (and funding) also need to be gathered in one place so that potential users do not have to hunt for the information from many (unknown) sources
- Incentives are needed for the use and consumption of island agricultural goods and services, and for island cultural services and products (e.g. visual arts)
- More incentives should be provided to hotels in the Act, and be tied to the percentage of local consumption (of cultural or agricultural goods and services, etc.). This link between performance and incentive was frequently mentioned
- Incentives should be provided to attractions, to maintain or increase the level of their standards, which should be of various types, including recognition as well as more tangible rewards. These should span the spectrum of safety, service, and other aspects. It was suggested that this could lead to a ranking system if they were systematized; however, the current lack of effective monitoring and enforcement might imply that such a ranking system for attractions would be quite some time in the future
- Use incentives as one of a number of management tools for tourism capacity, so as to spread use, to decrease the stress on various systems or places, such as particular beaches

Other relevant comments respecting policy and legislation include the need for:

- **Resource management**
 - Some Acts or policies need to be revisited and improved, especially related to Antiquities, impact mitigation, coastal zone management, and man-made and natural heritage and resource management
 - Provide more stringent **health and environment** legislation, including beach and marine safety
- **Agriculture and hotel industry:** include some policy linkages between agriculture and the hotel industry
- **Funding accountability:** ensure greater transparency and accountability of Government funds management and disbursements
- **Enable foreign investment:** create an enabling environment to attract foreign investment. This includes the need to attract or create opportunities for philanthropic organizations or foundations to thrive in Barbados, to encourage an influx of funds (tied to incentives).
- **Persons with disabilities (PWD):** there is a need to have policies to deal with PWD, although it is clear that enforcement and practicality will vary considerably. This may be most important (as well as practical) particularly for the cruise market segment
- **Register all accommodation:** this sector's reputation needs to be protected by addressing unregistered accommodation
- **Standards:** these are needed for tourist facilities and tourist activities (with guidelines), and associated is the need for better inspection of these, as well as better enforcement of standards (implementation of standards)

Additional important comments included:

- Keep **legislation simple and minimal**, so that red tape doesn't become a barrier to progress
- **Decrease the number of regulations** or pieces of legislation (consolidate or streamline them) and ensure no duplication or overlap
- There are considerable **bureaucratic processes** within the Ministry of Tourism and in Government in general, as well as territorial attitudes, withholding of information, and resistance to change. These slow down all kinds of activities, from the processing of information, to openness to new ideas, to actually making timely, positive change happen. They should be addressed.

Consideration of the above should assist in policy and legislation improvements so as to deliver a vibrant tourism industry that makes a strong contribution to the economy. It will also support the White Paper's intent to uphold the Government's vision "*to develop a sustainable, people-centered, high yield, and innovative tourism industry*".

7.4 Review of Legislation Relevant to the Tourism Sector

The following is a brief review and analysis of existing and proposed legislation that is relevant to tourism services in Barbados. A review of the 'Study on the Regulation of Tourism Services in Barbados' compiled by the Commonwealth Secretariat (2011) was also conducted. The TMP consulting team generally supports the findings and recommendations contained therein. Arising from TMP research and consultation, further consideration has been given to additional Acts seen as relevant to the tourism sector. For instance, relative to transitioning to a Green Economy, legislation that relates to supporting environmental management and sustainable development are noted.

Included below are additional comments, recommendations for new legislation, and amendments to existing legislation that address some of the issues listed above.

Tourism Development Act 2002 Cap. 341

An Act to encourage the sustainable development of the tourism industry by providing duty-free concessions and income tax concessions for approved tourism projects and certain tourism entities and for other related matters.

This Act, listed under environmental law, was amended on August 5, 2013 by the new Tourism Development Order 2013. The Order provides a more comprehensive list of items that may be imported without payment of customs duty.

Generally, the incentives provided in the Act are very broad in scope. Currently hotels, villas and timeshare properties stand to benefit under this Act along with other tourism enterprises given the 2013 amendments to the Act.

Barbados Tourism Authority Act 1995

This Act, listed under Administrative/Public law, serves the purpose of establishing the BTA with the associated legal and institutional framework, and is intended to facilitate the development of tourism through effective marketing strategies. It provides definitions for apartment, guesthouse, hotel, tourist accommodation, and villas.

Its functions are also to 'register, license and classify tourist accommodation according to the standard of amenities provided' and to register and classify restaurants catering primarily to tourists according to the standard of cuisine and amenities provided. The term 'tourist' however, is not defined in the Act.

It is understood that under final review at Cabinet is the provision for the Barbados Tourism Authority to be divided into 2 entities viz. Barbados Tourism Marketing Inc. and Barbados Tourism Product Authority. Discussions with key stakeholders during the process of developing the TMP revealed that *an alternative option is for the Product Development functions to be provided by BTII, given its current structure and resources.*

Special Development Areas (Amendment) Act 2001-20 CAP. 237A

An Act to provide for the designation of special development areas, relief to persons carrying out work in these areas, and to persons providing the financing of such work.

This Act was amended August 16th, 2001. It is administered by the Ministry of Finance and specifically defines the following zones as areas where a range of concessions are provided to approved investors and developers for specific activities:

- Carlisle Bay Redevelopment Area
- Speightstown
- St. Lawrence Gap
- Scotland District Conservation Area

The Act has implications for land use planning and tourism planning. A developer may carry out a wide range of eligible activities that cover hotels, residential complexes, projects focused on heritage and the natural environment, arts and cultural investments, and agricultural projects. The Act allows exemptions from tax on interest earned on loans to an approved developer, exemption on land tax on the improved value of land, exemption from property transfer tax, and concessions which includes reduced rates.

This legislation does not limit itself only to tourism incentives, allowances, taxes and duties since it also addresses commercial and industrial buildings and the various trades associated, including factories, mills, oil wells and agro-processing industries.

However, given the 2011 UNESCO World Heritage designation, city properties and buildings of a heritage nature have become more relevant since this legislation was passed. Consequently, *the addition of Historic Bridgetown and Its Garrison should be considered important for inclusion in the aforementioned list of special development areas.*

Town and Country Planning Act 1968 Cap. 240

An Act to make provision for the orderly and progressive development of land in both urban and rural areas and to preserve and improve the amenities thereof, for the grant of permission to develop land and for other powers of control over the use of land.

This Act governs the use and development of all lands including those set aside for tourism development. In this regard, lists of buildings of architectural or historic interest along with signage within the UNESCO World Heritage Property are administered by the Chief Town Planner in his capacity as head of the World Heritage Committee. These provisions are generally considered as adequate for Historic Bridgetown and Its Garrison. For the protection of the heritage tourism product island-wide, enforcement of planning controls should be consistently and stringently observed.

Transport Authority Act 2007-28 Cap. 295A

An Act to provide for the establishment of a Transport Authority and for related matters.

In support of the tourism sector, updating the Transport Authority Act 2007 to provide for tourism transport beyond the mandate for mass public transport is recommended. In this regard, a Tourism Planner and a Coordinator for Tourism Transport in the Ministry of Transport and Works may be required.

The TMP recommends further modification to other existing laws and/or the drafting of new legislation to promote better service to visitors and locals. For example, new legislation supporting the development of a ferry service between major towns in Barbados, as well as an inter-island ferry service between Barbados and other Caribbean islands is required to support recommended Actions 8.1-2 and 8.1-11 (see Report V, Part 1, Section 1.4.6). In addition, for the safety of all road users, the local laws must also deal with issues including the use of cell phones and gadgets while driving, increased regularity in the inspection of Public Service Vehicles, mandatory inspection of private vehicles, requirements for operators of Public Service Vehicles and Special Commercial Vehicles, early warnings to drivers approaching road work zones, illegal racing on highways, and vehicle emission and noise levels.

The 2009 draft Proposed Guidelines for the Operation of Transportation Services in Barbados should also be adopted to help regulate the transport industry, and achieve ISO recognition of high standards in the provision of transportation services to the tourism industry in Barbados.

Shipping Act 1994 Cap. 296 (Amended 1998 and 2001)

An Act to regulate the use of small commercial vessels within the Exclusive Economic Zone (EEZ) of Barbados; to regulate the safety of persons engaged in diving activity in the EEZ; to provide for the safety of passengers, crews, ships and cargo in conformity with international conventions; and to mitigate the effect of shipping activity on the marine environment in the EEZ. This Act does not apply to ships belonging to the Government of Barbados and employed in the defence of Barbados.

The Shipping (Water Sports) Regulations, enacted in 2004 under this Act, govern the operation and registration of small water crafts (e.g. jet skis, speed boats, catamarans), which offer services that can contribute significantly to the tourism product. Their operations have been under scrutiny in recent times, with concerns about the manner in which some water crafts are controlled/regulated (refer Report V, Section 1.4.4). The existing regulations that control these vessels need to be enforced to ensure the safety of their operations in a vibrant tourism economy.

Draft Environmental Management Act (EMA)

This proposed Act was drafted over 15 years ago and has not yet been enacted. Having been submitted to the Chief Parliamentary Counsel, it is at the stage of being drafted with a view to enacting legislation. *It is critical that this legislation be enacted with supporting*

regulations and a strict enforcement regime not only to promote and protect the environmental integrity of the island's fragile natural resources, but also to help achieve the objective of supporting a Green Economy and a sustainable tourism product for Barbados. This has been included as an urgent priority action in the TMP Implementation Plan (refer Action 12.1-1 in Report I, Section 4.4). Matters related to tourism development such as the National Park, other protected areas, biodiversity and the setting up of eco-sites for locals and visitors would benefit from the implementation of this policy.

Under a legislated EMA, there would be enhanced protection of the natural resources upon which the tourism sector depends. Public sector departments that are responsible for environmental matters, including the EPD, NHD, NCC, CZMU, SSA, BWA, Ministry of Energy, Ministry of Health, and Ministry of Environment, will have the basis upon which to operate more effectively, and be capable of driving environmental policy, programmes, and strategies that have been compiled to date and which will be developed moving forward.

Coastal Zone Management Act 1998-39

An Act to provide for the more effective management of the coastal resources of Barbados, for the conservation and enhancement of those resources and for matters related thereto.

The preservation and enhancement of marine areas covered under this Act supports the sustainable development and green economy objectives of Barbados, and promotes those areas for public enjoyment, including for tourism purposes. The control of land-based practices that impact negatively on the integrity of marine areas (through the ratification, regulation and enforcement of the Draft Environmental Management Act), and the control of marine pollution (through the Marine Pollution Control Act 1998), will also support coastal zone regulation governed by this Act.

Marine Pollution Control Act 1998 Cap. 392A

An Act to prevent, reduce and control pollution of the marine environment of Barbados from whatever source.

Marine pollution needs controlling through enforcement of this Act, and supporting legislation needs to be drafted that regulates the collection of rental fees from boats that berth in Barbados waters (see priority Action 12.1-5 in Report II, Section 3.0, which is included as part of the TMP Implementation Plan in Report I, Section 4.4). Carlisle Bay in particular has been polluted due to lack of this type of regulatory enforcement. Reduction of marine pollution around Barbados will support the health of the near-shore environment and enhance the nature tourism potential for coastal recreation.

National Conservation Commission Act 1985 Cap. 393

An Act to revise and consolidate the law relating to public parks, beaches and caves and related matters, and to make provision for the conservation of sites and buildings of national interest.

Parks and beaches in Barbados are regulated in part for the enjoyment of locals and visitors. The NCC functions to conserve the natural beauty, historic buildings, and sites in Barbados, and to control, maintain and develop public parks, gardens, beaches and caves. Given the importance of the island's beaches as a major tourism attraction in Barbados, the TMP recommends that high quality standards for beaches and other popular tourism sites be instituted. In this regard, a high priority action to develop a beach accreditation programme is recommended through the CZMU in collaboration with the NCC to improve the environmental standards of this major tourism asset (refer Action 11.1-1 in Report I, Section 4.4). This may require amendment to some of the existing legislation pertaining to beach maintenance.

Barbados Shop Act 1985 Cap. 356A

This Act, listed under Labour Law, makes provision relating to shops. It limits opening of shops and hours that can be worked on public holidays, Good Friday, Easter Sunday and Christmas day, with the exception of shops at the Airport, Bridgetown Port and hotels.

Notwithstanding the original intent of the legislation, international tourism requires services throughout the year. Visitors may wish services like meals or shopping long after most local people would consider these activities. This Act urgently needs modification to take these visitor needs into account. *If Barbados is to remain competitive, particularly as a top end destination, this Act should be amended as a high priority to accommodate visitor needs and services 24 hours a day, 7 days per week.*

Preservation of Antiquities and Relics Bill

Barbados has ratified the 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property, the purpose of which is intended to protect cultural and heritage property and artifacts whether on land or in the sea.

The *Preservation of Antiquities and Relics Bill* was recently debated in a public forum and was resubmitted with minor changes to Part II. However, it has not been enacted. Among various concerns, stakeholders indicated that there are no provisions to protect and/or retrieve wrecks, artifacts and other relics on the seabed, and this would be problematic with respect to areas such as Carlisle Bay. *Therefore, seabed relics and artifacts should be addressed in the Act, and through coastal zone management activities.*

In addition, areas of historic interest and heritage centres that are subject to development should be required to undergo archaeological investigations, to be financed by the developer prior to site alteration.

UN Convention on the Rights of Persons with Disabilities

The Government of Barbados became a signatory to the *UN Convention on the Rights of Persons with Disabilities* in July 2007. Following a formal Resolution submitted to Government by the Barbados Council for the Disabled and the wider community of persons with disabilities, the Government ratified this Convention on February 27, 2013 to become a

State Party. *It is now critically important that this form the basis for enacting legislation that, inter alia, requires all new accommodation developments to incorporate infrastructure that enables full access by the physically challenged.*

The legislation would also address the retrofitting of existing accommodation infrastructure to international standards required for access by people with disabilities. Given that approximately 10% of the world's population currently has some disability, and that persons with disabilities are interested in travel (Rhodda, 2008), this market may be lucrative for Barbados if the appropriate facilities are put in place to support them.

7.5 Recommended Actions for Tourism Policy and Legislation

The following Actions are proposed in support of Strategic Imperative 12 on '**Update and Enforce BVE Policy and Legislation**' and corresponding Strategy 12.1 which states: '*Review local legislation to update existing and enact new laws to facilitate functioning of the BVE*' (refer Report I, Sections 4.4 and 5.0).

Actions 12.1-1, 12.1-3, 12.1-4 and 12.1-5 are listed below and more fully described in Report II and Report V, Part 2.

12.1-2 Develop an Incentives Approach Through Policy and Legislation

Description:

Develop and link an incentivized approach to achieving multiple objectives of the TMP through National Tourism Policy or a new Tourism Act targeting areas including:

- quality assurance
- environmental sustainability
- product enhancement/development
- training
- authentic Barbados
- agricultural linkages

Note: It is often much more effective to provide carrots (incentives) than sticks, to enhance tourism products and services. This type of approach has been called for by numerous reports, such as:

- The White Paper on the Development of Tourism in Barbados
- The Study on the Regulation of Tourism Services in Barbados
- The Stakeholders' input via Working Groups to the TMP

Topics for Incentives:

- Accessibility-based facilities, products and services
- Quality assurance and safety standards
- Training and service levels above basic standards
- Sustainability features, e.g.:
 - Use of and linkage with local products of various types, particularly agriculture
 - Involvement of local communities in planning and/or delivery
 - Going 'above and beyond' required environmental and resource conservation

measures and activities

- Interpretive features of the experience related to various aspects of sustainability, to provide the experiential approach to tourism products and services that markets are increasingly seeking
- Evidence of respect for authenticity in products, services
- Collaboration with others in industry, associations or organizations
- Barbados cultural products and services

Incentive types:

- Financial
- Marketing
- Tax/duty/levy offsets
- Locational or other preferential concessions
- Planning or zoning relaxation, strongly tied to performance

Given the number of recent studies and stakeholder input activities which have generated the need both for incentives and improvement of various tourism product and service areas, this is urgently needed, and may be critical for 'jump-starting' tourism economic development

Expected Outcomes:

- Improved agricultural linkages giving more local economic and social sustainability
- Increased training, linked with improved quality assurance standards will give greater visitor satisfaction, as well as more transferable skills
- Improved environmental sustainability and social sustainability
- More focus on authentic Barbados increases local and national pride, as well as delivering the authentic and interpretive experiences the visitor is seeking
- Greater product diversification and current product improvement provides new offerings to entice such important market influencers as cruise lines, and product improvement increases visitor satisfaction
- Induces cruise conversion to stay-over visitation
- Communities become more involved with tourism activities and see economic benefits

Guidelines for Implementation:

- Ministry and industry stakeholders need to agree on what are the key incentives needed (financial, marketing, zoning, tax or levy offsets, location concessions, etc.) and to select those most appropriate to the activity being incentivized
- Ministerial agreement that this topic is critical, and advocates at senior official and Minister level
- A senior level forum for endorsing this at the 'in principle' level may be needed, potentially in association with other critical 'decision-level' strategies
- Senior officials dialogue with colleagues in other Ministries to prepare the ground for incentives that may well be cross-sectoral
- Industry associations need to lobby in support of this, and to back the initiatives in both the public and political arena
- An explanatory package is required, to explain benefits and the range of incentives

Challenges With Implementation:

- Timely development of the incentives policy, with specification of topics for incentives, as well as the appropriate range of types of incentives
- Communicating with all players in the tourism industry the existence of the incentives, and demonstrating the benefits to them
- Ensuring that there is understanding of the benefits of non-financial incentives
- Ensuring that incentives are only for aspects 'above and beyond' minimum standards

<p>(either currently in place, or required to be in place in the future)</p> <ul style="list-style-type: none"> Monitoring the ongoing aspects of the elements for which incentives were created, and potentially updating these Minimizing red tape associated with incentives
<p>Recommended Implementation Agency: Ministry of Tourism partnering with:</p> <ul style="list-style-type: none"> Barbados Tourism Authority Industry Associations, such as BHTA
<p>Priority / Implementation Timeframe: High/Short Term: This is viewed as an urgent priority action in the TMP Implementation Plan (refer Report I, Section 5.0)</p>
<p>Target Users:</p> <ul style="list-style-type: none"> All categories of visitors of products and services (improved quality assurance), both stay-over and cruise Markets with disabilities (MWD) (improved accessibility categories) Residents Operators of products and services who improve beyond mandatory levels
<p>Who Benefits:</p> <ul style="list-style-type: none"> All visitors to Barbados Industry beneficiaries, in particular, those who go beyond mandatory standards, and whilst increasing their appeal to markets, they will also be rewarded for their efforts through the incentives. Government, through increased tourist satisfaction and positive economic impacts and ripple effects Barbados residents
<p>Risks:</p> <ul style="list-style-type: none"> The major risk is in having a disjointed series of efforts, rather than a comprehensive approach to quality and sustainability incentives Not having all partners on side Inability to get the word out to current and potential operators Not being able to approve in a timely fashion Not being able to implement in a timely fashion
<p>Estimated Costs:</p> <ul style="list-style-type: none"> The initial costs will mostly be in terms of time Costs will depend on whether or not incentives are 'in-kind' – such as marketing benefits, or whether actual dollars, or foregone taxes, that are the incentives In any event, there can be strategies to begin with non-dollar incentives, potentially followed by actual funds for the most difficult activities to incentivize in other ways
<p>Source Of Funds:</p> <ul style="list-style-type: none"> Financially-based incentives could be mainly related to off-setting taxes, duties, levies, royalties, or other payments, rather than a new pot of funds. However, might also fit with part of a specially developed fund for TMP implementation Focus on non-financial incentives attractive to the industry: <ul style="list-style-type: none"> <i>Marketing:</i> As an example, links from official websites only to quality and sustainability-endorsed products or services <i>Marketing:</i> As an example, creation of a brochure of offerings with columns for

various aspects of importance (accessibility, cultural and environmental sustainability, etc.) with entries for all products, so visitors can compare products, available on official websites or in hard copy

- *Locational* or other *preferential* concessions
- *Planning/zoning concessions or relaxations* (particularly if new policy or legislation is envisaged)

Revenue Generation Potential:

The idea is to provide an incentive to improve quality, rather than to charge.

Further Development Work Required:

- Obtaining agreement at Ministry level first (which should be very possible before TMP finalization, as staff may be moving this concept upward)
- Identifying partners for identifying incentivized standards and for implementation
- Identifying what incentives are appropriate for what activities
- Who should be targeted

Other Considerations:

12.1-1 Ratify the Draft Environmental Management Act (refer Report II, Section 3.0 for full description).

12.1-3 Enact Legislation to Enable Accessible Infrastructure (refer Report V, Part 2, Section 3.2.1.1 for full description).

12.1-4 Create an Environmental Hotline (refer Report II, Section 3.0 for full description).

12.1-5 Enforce Marine Pollution Legislation (refer Report II, Section 3.0 for full description).

List of Acronyms

AG	Attorney General
APIS	Advanced Passenger Information System
BAPE	Barbados Association of Professional Engineers
BAPSP	Barbados Association of Private Security Providers
BASG	Barbados Association of Security Guards
BCC	Barbados Cadet Corps
BCC	Barbados Community College
BCG	Barbados Coast Guard
BCSL	Barbados Conference Services Ltd.
BDF	Barbados Defence Force
BFS	Barbados Fire Service
BHTA	Barbados Hotel & Tourism Association
BL&P	Barbados Light & Power Company
BNADP	Barbados National Anti-Drug Plan
BNSI	Barbados National Standards Institute
BPI	Barbados Port Inc.
BRSA	Barbados Road Safety Association
BSA	Barbados Society of Architects
BSSA	Barbados Safety & Security Association
BTA	Barbados Tourism Authority
BTB	Barbados Transport Board
BTHRC	Barbados Tourism Human Resource Council
BTPA	Barbados Tourism Product Agency (proposed)
BWA	Barbados Water Authority
BWU	Barbados Workers Union
CAPSP	Caribbean Association of Private Security Providers
CARICOM	Caribbean Community
CASO	Caribbean Airport Security Organization
CASSA	Caribbean Airports Safety and Security Association
CASSOS	Caribbean Aviation Safety and Security Oversight System
CCC	Communication, Coordination and Collaboration
CCLEC	Caribbean Customs and Law Enforcement Commission
CCTV	Close Circuit Television
CDEMA	Caribbean Disaster Emergency Management Agency
CDRU	Caribbean Disaster Relief Unit
CFATF	Caribbean Financial Task Force
CFR	Code of federal Regulations
CG	Barbados Coast Guard
CIO	Chief Immigration Officer
CMO	Chief Medical Officer
COO	Chief Operations Officer
COP	Commissioner of Police
CPSSA	Caribbean Ports Safety and Security Association
CSSA	Caribbean Safety and Security Association
CTO	Caribbean Tourism Organization
CWTC	Caribbean Tsunami Warning Center
CZMU	Coastal Zone Management Unit
DEM	Department of Emergency Management
DSD	Defence & Security Division
EEZ	Exclusive Economic Zone
EOC	Emergency Operations Centre
EPA	Environmental Protection Agency

ETF	Employment Training Fund of TVET
EU	European Union
FBI	Federal Bureau of Investigation
GB	Great Britain
GIS	Geographic Information System
GOB	Grantley Adams International Airport
GPS	Global Positioning Systems
GSGS	Government Security Guard Service
HACCP	Hazardous Analysis Critical Control Point
HR	Human Resources
HRD	Human Resource Development
HRMAB	Human Resource Management Association of Barbados
Hazmat	Hazardous Materials
ICAO	International Civil Aviation Organization
ID	Immigration Department
IDB	Inter-American Development Bank
IMO	International Maritime Organization
IMPACS	Implementation Agency for Crime and Security
ISO	International Standards Organization
ITD	International Transport Division, a division of MTI
IC	Island Constable
Inc.	Incorporated
JFK	John F. Kennedy
JRCC	Joint Regional Communications Centre
LESCC	Lloyd Erskine Sandiford Conference Centre
MAFFW	Ministry of Agriculture, Food, Fisheries & Water Resources
METI	Ministry of Education, Science, Technology & Innovation
MFE	Ministry of Finance and Economic Affairs
MH	Ministry of Health
MHA	Ministry of Home Affairs
MLSD	Ministry of Labour, Social Security and HR Development
MOT	Ministry of Tourism (see also MTI)
MOU	Memorandum of Understanding
MRSU	Manpower Research and Statistical Unit, Ministry of Labour
MSM	Men having sex with men
MTI	Ministry of Tourism and International Transport (see also MOT) MTW
	Ministry of Transport & Works
MWD	Markets with disabilities
NCC	National Conservation Commission
NEOC	National Emergency Operating Centre
NGO	Non-Governmental Organization
NISE	National Initiative for Service Excellence
NSC	National Security Council
NTHP	National Tourism Host Programme
NVQ	National Vocational Qualification
OAS	Organization of American States
OECS	Organization of Eastern Caribbean States
PH	Public Health
PI	Private Investigators
PSDS	Permanent Secretary Defence and Security
PSGS	Private Security Guard Service
PSMFA	Permanent Secretary Ministry of Foreign Affairs
PSP	Private Security Providers
PWD	Persons with disabilities
QEH	Queen Elizabeth Hospital, Barbados

RBPF	Royal Barbados Police Force
RRM	Regional Response Mechanism
RSS	Regional Security System
S&S	Safety & Security
SOLAS	Safety of life at sea
SOP	Standing Orders of Procedures
STEP	Schools Tourism Educational Programme
TEAM	Tourism Education and Me
TCPO	Town & Country Planning Office
TMP	Tourism Master Plan (Barbados)
TVET	Technical Vocational & Educational Training
UK	United Kingdom
UNESCO	United Nations Educational, Scientific & Cultural Organization
US, USA	United States of America
UWI	University of the West Indies
VAT	Value Added Tax
WHO	World Health Organization
WSW	Women having sex with women
ZR	Route Taxi

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Government of Barbados
2014**