

SOUFRIERE TOURISM DEVELOPMENT PROGRAMME
FIRST PHASE PROJECTS

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F I R S T P H A S E P R O J E C T S

Prepared for the Government of Saint Lucia

by

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SOUFRIERE TOURISM DEVELOPMENT PROGRAMME

FIRST PHASE PROJECTS

TABLE OF CONTENTS

- I. Introduction
- II. Executive Summary
 - 2.1 Soufriere Tourism Development Programme, Aims and Objectives
 - 2.2 First Phase Projects
 - 2.2.1 Physical Improvements ✓
 - 2.2.2 Awareness/Promotion ✓
 - 2.2.3 Research/Monitoring
 - 2.2.4 Community Involvement/Training ✓
 - 2.2.5 Institutional Capacity/Implementation
- III. Context
 - 3.1 Evolution of the Project
 - 3.1.1 Tourism Development Plan for Soufriere, St. Lucia
 - 3.1.2 Institutional Organization
 - 3.1.3 Soufriere Tourism Development Program
 - 3.2 Tourism to Soufriere and its Potential
 - 3.3 Critical issues
 - 3.3.1 Social conditions
- IV. Soufriere Town Development Project
 - 4.1 Goals and Development Concept
 - 4.2 Priority Subprojects
 - 4.2.1 Pier
 - 4.2.2 Sewage System
 - 4.2.3 Soufriere Heritage Centre
 - 4.2.4 Solid Waste (Garbage) Management

- 4.2.5 Historic Architectural Walk
- 4.2.6 Waterfront/Mall (Permanent Vendor's Market)
- 4.2.7 Coastal Zone Management Projects ✓

4.3 Project Programs

- 4.3.1 Community Tourism Participation Program
- 4.3.2 Institutional Training and Related Studies

V. Implementation

- 5.1 Soufriere Tourism Development Agreement
- 5.2 Importance of the Programme Coordinator
- 5.3 Vehicle for Promotion and Fund Raising

Annex I: Analysis of Wastewater Management Alternatives - Joseph M. Califf

Annex II: Soufriere Town Solid Waste (Garbage) Management Option
- Ivor Jackson

Annex IIIa: Establishing a Heritage Center in Soufriere, St. Lucia
- William H. Siener

Annex IIIb: Working drawings and Cost Estimates for the Soufriere Heritage
Center - Nick P. Troobitscoff

Annex IV: Soufriere Town: Recommendations for the Management of the
Immediate Coastal Zone Area - Ivor Jackson

Annex V: Cost Estimates for the Creation of the Permanent Vendors Market
- Nick P. Troobitscoff

LIST OF TABLES

- Table 1 : Soufriere Tourism Development Programme - Summary of
First Phase Actions
- Table 2 : Tourism Generating Markets: Percent of Arrivals by
Country of Residence
- Table 3 : Potential St. Lucia Lodging Capacity Expansion - Hotels
- Table 4 : Actual and Projected No. of Tourist Arrivals (000's)
- Table 5 : Illustrative Projection of Cruise Passenger Arrivals (000's)
- Table 6 : Illustrative Projection of Yacht Calls to St. Lucia (000's)

Table 7	:	Illustrative Projection of Demand for Soufriere Without the Project (000's)
Table 8	:	Illustrative Projection of Demand for Soufriere With the Project (000's)
Table 9	:	Projected Number of Visitors to Soufriere - Without the Project and with the Project

LIST OF FIGURES

Figure I: Implementation Structure, First Phase Projects/Actions

DRAWINGS

The following drawings were produced for the project by Nick P. Troobitscoff;

1. Waterfront: Project Identification, Concepts, Final Design
2. Museum: Working Drawings - Architectural & Landscape
3. Walking Tour - Upgrading Program - First Phase - Street Scape

They are available upon request to either Mr. Troobitscoff (454-7354) or the OAS Resident Project Office (452-1847).

PLEASE NOTE: The above-mentioned annexes are contained under separate cover and can be consulted at either the Central Planning Unit (CPU), the Soufriere Tourism Development Committee, or the OAS/DRD Resident Project Office. Specific sections of the Annexes can be requested from the OAS/DRD Resident Project Office.

I. INTRODUCTION

The preparation of the Soufriere Tourism Development Programme, First Phase Projects, was done at the request of the Government of St. Lucia. The framework for the programme is the Tourism Development Plan for Saint Lucia, prepared by the OAS in 1985.

The team of experts given the responsibility to prepare the programme, were to first reconcile counterproposals and modifications to the Tourism Development Plan suggested by the Soufriere Development Committee (SDC). The next task was to develop a number of projects for funding in the first phase of the programme, giving priority to the following Projects: jetty (pier); seawall; sewage system (waste water); Bonaparte Museum (Heritage Centre), and commercial activities on the waterfront. Recommendations were also to be made on solid waste (garbage) disposal and coastal zone management.

Consultations and meetings with Government officials and representatives of the SDC suggested that (a) the level of funding required for the execution of projects in the first phase of the programme should be realistic in the context of Soufriere. Therefore first phase actions should mainly be small in scale to allow the community to adjust to the programme and to provide the basis for the staging of larger scaled actions in the next phase. (b) Garbage disposal should be given priority. Hence low cost immediate improvement actions were identified, along with alternatives for follow-up actions that require larger funding.

Several meetings were held to arrive at a consensus on the waterfront project. It was decided to delay its final design pending the results of experiments on the pedestrian promenade concept. It was also felt that the seawall did not require major reinforcement, so the project can be scaled down and integrated with waterfront improvements expected to occur in the next phase. The final design and costing for the pier was not done due to the unavoidable absence from the team of the geo-technical and marine engineers. The pier is nevertheless a priority project, which is to be implemented in the first phase.

This report is comprised of (a) the basic document or planned programme, which summarizes the various first phase projects and actions and provides a financial analysis and economic evaluation, (b) technical annexes, i.e:

Annex I, Analysis of Wastewater Management Alternatives;
Annex II, Soufriere Town Solid Waste (Garbage) Management Options;
Annex III (a), Establishing a Heritage Centre in Soufriere, St. Lucia;
Annex III (b), Working Drawings and Cost Estimates for the Soufriere Heritage Centre;
Annex IV, Soufriere Town Recommendations for Management of the Immediate Coastal Zone;
Annex V, Cost Estimates for the Creation of the Permanent Vendors Market;

The activities of the team were carried out in coordination with the DAS resident mission chief of the Department of Regional Development, Dr. Jan Vermeiren. Team members included:

Ivor Jackson, Team Leader, Physical Planner, joint compiler of the basic document and author of Annexes II and IV reports.

Thomas Riegert, Project Economist and joint compiler of the basic document.

Joseph Califf Jr., Sanitary Engineer and author of Annex I.

William Siener, Historian/Museologist and author of Annex III (a).

Nick Troobitscoff, Architect and compiler of Annexes III (b) and VI.

The mission also benefitted from the inputs of Phil Huber of the Department of Regional Development, DAS and from the involvement of Alan Chastanet and John Seriveaux, who mainly represented the St. Lucia Planning Unit in its role as counterpart to the team. Special mention should be made of the Chairman and other members of the SDC who, among other things, organized a community meeting for a presentation of the team's findings.

The mission also received invaluable assistance from numerous other persons in both the public and private sectors. It is impossible to list them all, so it is hoped that a hearty thanks to all concerned will suffice.

II. EXECUTIVE SUMMARY

2.1 Soufriere Tourism Development Programme, Aims and Objectives

The basis of the Soufriere Tourism Development Programme, First Phase Projects, is the Tourism Development Plan for Soufriere, Saint Lucia, which was prepared by the DAS in 1985. Since then, the Soufriere Tourism Development Agreement was drafted, signed and is now in the process of implementation. ✓ The agreement states that the tourism development programme will be aimed at "improving tourist attractions and upgrading tourism related and other infrastructure in a socially acceptable, environmentally sound and economically beneficial manner".

More specifically, the programme is expected to lift Soufriere out of the economic and social stagnation it has been experiencing in recent years, by:

generating jobs to reduce high unemployment;

generating income for the local economy.

*

2.2 First Phase Projects

The Soufriere Tourism Development Programme will occur in stages. During the first phase, 1986 to 1988, the projects or actions listed in Table 1 are to be implemented hopefully within the given timetable. Those costed would require total funding of about EC\$1,366,000 (US\$515,471). Not costed are technical assistance actions, in which case the required man-months is given, and those to be initiated without actual cash outlays, notably implementation actions.

Essential factors worthy of note are:

(a) Most of the projects were identified and preliminarily costed in the Tourism Development Plan, 1985. Many are being staged at a scale in this first phase that is considered institutionally and economically possible in the context of Soufriere. Therefore, any particular project, e.g., the Historic Architectural Walk, can and in many cases will be expanded in a

TABLE 1: SOUFRIERE TOURISM DEVELOPMENT PROGRAMME
SUMMARY OF FIRST PHASE ACTIONS

Actions/Projects	Action Timetable			Est Cost EC\$' 000	Possible Funding Source
	1986	87	88		
<u>Physical Improvements</u>					
1. Sewage Management	-----	----		111	USAID
2. Solid Waste (Garbage)					
(a) New site, other immediate action	-----			61.7	Local
(b) Vehicle purchase		-----		103-140	
3. Soufriere Heritage Centre					
(a) Heritage Centre	-----			153	Partners for Liveable Spaces
(b) Anglican Church		-----		40	
4. Historic Bldgs Beautification (Historic Walk)	-----			12	Local
5. Pier		-----		720	CIDA
✓ 6. Waterfront/Mall (Vendors Market)		-----		45	CIDA
7. Rachette Point Marine Park		-----		24.2	
8. Soufriere Bay Beach Park	-----			10	Local
9. Yacht Moorings Hummingbird Restaurant		-----		8.5	Local

TABLE 1 (Continued)

Actions/Projects	Action Timetable			Est Cost EC\$ '000	Possible Funding Source
	1986	87	88		
<u>Awareness/Promotion</u>					
10. Tourism Attractions Brochure		----		10	OAS
11. Historic Bldgs Poster	----			2.6	OAS
12. Public Info. Bulletin	----	----	----	1	Local
13. Garbage (Litter) Campaign	----	----	----	n/a	Local
<u>Research/Monitoring</u>					
14. Historic Bldg Survey	----			2 m/m	OAS
15. Baseline Study (See 8)		----		2 m/m	
16. Beach & Drainage Investigations Anse Chastanet	----			1 m/m	OAS
17. SPA Consultant	----			2 m/m	OAS

TABLE 1 (Continued)

Actions/Projects	Action Timetable			Est Cost EC\$ '000	Possible Funding Source
	1986	87	88		
<u>Community Participi-</u>					
<u>pation/Training</u>					
19. Tour Guide Trng		----		13.2	OAS
20. Financial Mgt/ Marketing, Small Businesses		----		13.2	OAS
21. Historic Bldg Preservation			----	6 m/m	French Asst.
22. Handicrafts Trng			----	24 m/m	
<u>Institutional</u>					
<u>Capacity/</u>					
<u>Implementation</u>					
23. Exec. Comittee	-----	-----	-----	n/a	Local
24. Technical Unit	-----	-----	-----	n/a	Local
25. Project Coordinator	-----	-----	-----	n/a	OAS/Local
26. Heritage Centre Staffing	-----	-----	-----	n/a	Local
27. Magnificent Soufriere Foundation	-----	-----	-----	n/a	Local

subsequent phase. The solid waste (garbage) project was one of the projects identified and costed during this mission because of its priority importance to the tourism development programme.

(b) The projects are mainly public sector projects which will provide the physical upgrading and facelift to the town, the institutional capacity and the confidence needed to encourage the private sector and business community to undertake tourism and tourism related investments.

(c) Many of the projects are small, requiring less than EC\$25,000 for execution. Implementation in some instances can commence immediately without external funding assistance but larger projects will require assistance from relevant aid agencies.

(d) The projects are designed mainly to upgrade Soufriere Town, ✓ earmarked for focus in this phase. However, the importance of Anse Chastanet to tourism in Soufriere requires that critical resource problems, i.e., severe beach erosion, waste water disposal, drainage and access be investigated and addressed immediately. Also, in light of an anticipated increase of scuba diving activity on sites next to Rchette Point and adjacent areas, and in view of the importance of the reefs to fisheries, the area requires special management as a marine park.

✓ The projects and actions shown in Table 1 are listed under five (5) categories: physical improvements, awareness/ promotion, research/monitoring, community participation/training and institutional capacity/implementation.

2.2.1 Physical Improvements

Existing deficiencies in sewage and solid waste management in Soufriere constitute a public health hazard and a deterrent to tourism development. Alternatives for managing sewage (wastewater) and solid wastes are presented in Annex 1 and Annex 2 respectively. The least cost alternative, adopted as the first phase sewage project, will eliminate the major health problems by the construction of a public sanitary facility (PSF), a septic tank and soak-away for the slaughterhouse and a larger soak-away for twenty (20) apartments at Coin De Lance; improvement of drainage at Fond Benier; construction of septic tanks

and soak-aways and improvement of water supply for the PSFs at Palmiste, for a total cost of EC\$111,000. For an additional EC\$89,000, surface drains in the main part of the town would be covered to alleviate the aesthetic problem considered offensive to tourists and a PSF for the use of tourists would be constructed at the waterfront.

In the solid waste management project, immediate actions will be taken to: purchase two acres of land for a new landfill site and thereby terminate the aesthetically degrading use of the Rachette Point dump, which is visible from the Soufriere waterfront and boats entering the bay and which is also partly responsible for the town's large rodent population; rehabilitate the old site; clean-up the waterfront near the cemetery and at Coin De Lance and clean-up the ravines; install garbage containers at Coin De Lance and litter containers in the town; construct, repair and secure concrete chutes at Palmiste. The total cost is EC\$61,750.

Soufriere needs a more time efficient vehicle than the Boxer Tipper that is now used to allow garbage to be picked up from chute containers at least twice per week. A new vehicle will be considered for purchase, if possible in 1987 or 1988, from the options available, i.e:

	Cost in EC\$
Tractor and Power X Chassis, along with metal skips to replace chutes	103,000
Truck Mounted Skiploader and skips	111,000
Compactor	140,000

Proper management of the landfill site will require the use of equipment, such as D4 Caterpillar, whose cost of about EC\$225,000 might be prohibitive in this or subsequent phases, unless the landfill site is shared with adjacent communities.

The Soufriere Heritage Centre project will use the old prison building in the old section of the town to interpret and display the natural and cultural history of the area. The administration and staffing of the Heritage Centre will be simi-

lar to that of the Maria Islands Interpretation Centre. It will be managed by the St. Lucia National Trust and would eventually be affiliated with the proposed National Museum as a satellite interpretation centre.

The conversion of the building will cost EC\$95,000, including exterior works for retaining walls, landscaping and fencing of boundaries and the design and display of interpretation materials is estimated at EC\$58,000. Next to this building is the Anglican Church of Christ the King, which is considered historic and in need of repairs. Its proximity to the Heritage Centre building makes it an integral part of the area's historic environment. Therefore, at the cost of EC\$40,000, the church is to be repaired and partially integrated with the Centre as an historic attraction.

Annex III (a) is a detailed report on the Heritage Centre project. Annex III (b) contains itemized summaries of works needed to convert the old prison building into the Centre and to repair the church, along with the working drawings for the Centre.

The historic buildings (beautification) project is the first stage of the historical architectural walk project, whose general objective is to preserve and revitalize houses with "gingerbread" architectural style found in the old section of Soufriere. This will enhance the townscape, attract tourists and stimulate community pride. In this first phase, the facades of twenty (25) buildings on both sides of upper Bridge Street will be painted to demonstrate the concept and to encourage the involvement of home owners in subsequent phases of the project.

During this period also, a survey is to be done to determine which buildings qualify for long term involvement in the project, using a criteria which will focus partly on the architectural significance, history and structural condition of the buildings. Home owners of buildings that qualify will be encouraged to join an "Historic Buildings" Home Owners Association, which will serve a central role in the next stage of the project.

A new pier will be constructed to replace the old pier, whose condition is precarious. It is expected to encourage and accommodate excursion tourist boats such as the Buccaneer and small cruiseships the size of the "Sea Goddess", facilitate the clearing of yachts and the loading or unloading of cargo from coastal freighters. The pier is a priority project, whose implementation is to occur simultaneously with the establishment of Soufriere as an official port of entry, since it has the potential to become a major centre for transient yachts.

A preliminary pier design, done without the benefit of a seabed soil analysis, is estimated to cost EC\$720,000 for construction, project management and contingencies. A final design, using the results of a soil study and revised estimates are to be done prior to implementation.

As originally envisaged the waterfront/mall project would integrate a pedestrian promenade with a shopping mall, the latter to occur on privately owned land. The intent is to create a more attractive urban waterfront that would attract business and to improve street marketing of produce by vendors, with the possible erection of vendor stalls. The scope of the project, time needed to get private land owners committed to the concept and to secure investment financing in the face of a still dormant local economy, all suggest that the implementation of major components be delayed for the next phase.

During this phase experiments will be run to further explore the pedestrian promenade concept by temporary closing the proposed area to vehicular traffic from 10 am - 2 pm on weekdays and on saturday mornings. Street vending on the waterfront is an economic as well as social event, a virtual street market that is becoming a major attraction, particularly on saturday mornings. Presently, there is uncertainty about how best to maintain and further encourage the street market, while improving the waterfront with some degree of physical transformation. The results of the experiments should therefore help to determine the final project design in respect of the location of vendor stalls on the pedestrian promenade, road realignment, and sidewalk improvements.

It is expected also that the final waterfront project will be integrated with the upgrading of the seawall, which appears to need improvements at the drains, reinforcement in front and just south of the meat market and heightening along its entire length and not the major reinforcement that was initially thought.

One component of the waterfront project would be implemented in the first phase and that would be the conversion of the underutilized meat market into a permanent vendors market at the cost of EC\$45,000. A listing of the work to be done and the cost is given in Annex V. The converted market will allow full time vendors to operate with more frequency than is possible with the saturday morning street market and may also encourage the stocking of craft and other gift items that tourists patronize. ✓

Implementation of the Rachette Point Marine park project is to be done for reasons already described. The tourism development programme is to benefit as well from the creation of the Soufriere Bay Beach park which will be done following the clean-up of the waterfront next to the cemetery under the solid waste management project. The park will facilitate recreation for visitors and residents.

Being next to the Hummingbird restaurant, it will complement yacht anchoring in the area, which could be further reinforced by the installation of six (6) permanent moorings to be used mainly by yachts patronizing the restaurant. More importantly, the moorings will help to confine yachts to a designated area, thereby minimizing conflicts with coastal fishing due mainly to random anchoring of boats.

2.2.2 Awareness/Promotion

The Soufriere tourism development programme requires a certain amount of awareness building and promotion. Four projects will be initiated in the first phase to achieve this. A tourism attractions brochure focusing mainly on the natural attractions of Soufriere is to be prepared and widely distributed. A historic buildings poster, using line drawings of the "gingerbread" style houses in the old section of the town is to be created, posted at the St. Lucia airports, travel agencies and other buildings for maximum effect and also sold. To make residents aware of the

programme's goals and informed about progress being made, a periodic information bulletin is to be done with the support of the Magnificent Soufriere Foundation (MSF), whose purpose is later described. Finally, a litter campaign is to be initiated to keep Soufriere clean and to encourage better garbage storage and disposal practices.

2.2.3 Research/Monitoring

Research is needed in this and subsequent phases to understand the potential of natural and historic resources upon which the tourism development programme is based. Monitoring is to help ensure that resources are not exploited beyond biological and physical limits. A survey will be done of buildings in old Soufriere to determine which ones should be included in a long term historic buildings preservation and revitalization project. In support of the management of the reefs and other habitats of the Rachette Point Marine park, a baseline study is to be done as part of the park project. An investigation of beach, drainage and waste disposal problems at Anse Chastanet is to be done as a basis for correcting such problems. A system for monitoring future beach erosion is to be put in place. Soufriere's potential for the development of a health spa will be further explored with the assignment of a consultant for two (2) man-months.

2.2.4 Community Involvement/Training

Community involvement in the tourism development programme will be maximized through skill development that will enhance opportunities to earn a living. A tour guide training course, similar to one done in Castries in 1985 would better prepare some of Soufriere's young people to offer tour guide services. A training project in historic building preservation is to be considered for implementation, following the survey of historic buildings. The survey should define the scope of the project, which is to have an employment component aimed at attracting some of the town's unemployed youth. A handicraft project is expected to have a similar effect in motivating the unemployed, while developing craft skills and a market for produced craft. Finally, assistance will be provided to small businesses through a training course in financial management and marketing.

2.2.5 Institutional Capacity/Implementation

Implementation of the Soufriere tourism development programme needs adequate institutional arrangements. By making provisions for an Executive Committee to implement policy, a Technical Unit for project implementation and a Programme Coordinator, the Soufriere Tourism Development Agreement creates the framework for executing the various projects of the programme. ✓

Priority is to be given to the employment of a suitably qualified Coordinator, who is to function full time, as soon as possible. This is important, since the Coordinator is to service both the Executive Committee and the Technical Unit. The Coordinator is also expected to coordinate the activities of various Departments having major responsibilities for the execution of the first phase projects, help recruit the staff of the Heritage Centre and assist with the creation of the Magnificent Soufriere Foundation (MSF). The MSF will be created as a vehicle to promote the tourism development programme and raise funds for implementing projects. ✓

2.3 Other Initiatives

✓ In addition to the projects identified for implementation during the first phase, other initiatives are required to aid the tourism development programme. Paramount is basic infrastructure improvements, already given a boost with the planned west coast road project. Adequate water distribution to areas with good development potential, such as Malgretoute, must be afforded priority consideration.

A major responsibility of the Executive Committee and the Programme Coordinator should be investment promotion for tourism development projects at the scale and nature appropriate to the natural and social environment of Soufriere. A properly designed and located hotel of one hundred rooms would generate about one hundred jobs and a fairly large market for farm produce. This would result in a healthy injection of cash into the local economy.

Another required initiative is the establishment of Soufriere as an official port of entry for reasons already stated. Finally, while some of the first phase projects will involve a segment of Soufriere's large pool of unemployed youth, this will not be sufficient to alleviate social problems that result partly from protracted high unemployment. Therefore, a comprehensive long term programme geared to motivate, involve and train young persons ought to be developed and initiated within the next three years.

CHAPTER 3

III Context

3.1 Evolution of the Project

Soufriere had been St. Lucia's principal town while it was a French colony. With its volcanically enriched soils and abundant rainfall, it was known for its agricultural productivity, earning the sobriquet of St. Lucia's "breadbasket".

It was thought to have "good air", in a time when people believed malaria (from the Italian, mala aria) was caused by "bad air". A number of French colonial planters lived in Soufriere, even though their estates were at some distance. The sulphur springs were, of course, well reputed for their curative properties, at least since 1785 when King Louis XVI ordered baths built there for his troops. The better harbors of Castries and Vieux Forte, and later the construction of airports at those two towns, assured their ascendancy, and then the construction of the East Coast Road contributed to the isolation of Soufriere from the major commercial movements of St. Lucia in the 1960's and 1970's. The growth of tourism to Saint Lucia in the 1970's brought streams of foreign visitors to the white sand beaches from Castries north, and groups from the resort hotels touring down to the fantastic sights of the Pitons and the "world's only drive-in volcano", but also to a decaying Soufriere, whose leading citizens had been gradually relocating to Castries or London, New York or Toronto.

Unemployed youth pressed their services as guides, tried to sell handicrafts, or to sell just plain sulphurous rock. Marijuana, and other drugs appeared in Soufriere, mainly through Rastaferians. The interactions of mostly white foreign visitors with vacation dollars, and unemployed youth in a declining town, whose adults saw no benefit to them from the tourism industry, was less than harmonious. Tour operators reacted by limiting to the minimum the exposure of their clients to Soufriere, but Government and the tourism private sector recognized the need for basic and sustained effort to improve the situation.

3.1.1 Tourism Development Plan for Soufriere, St. Lucia

The awareness that Soufriere with the Pitons and the Sulphur Springs is St. Lucia's primary non-beach attraction, ideally combined with a boat day-excursion down the West Coast, and the incidence of a few disturbing incidents in 1980 which threatened to scotch Soufriere tourism, drew Government's concerned attention to the Soufriere area and ensured its inclusion in the OAS Tourism Attractions Development Project of 1980 and

the St. Lucia Tourism Sector 5-year Development Plan of 1981 (OAS). Some isolated measures, such as the construction of a Kiosk for the sale of handicraft near the pier in Soufriere, the training of tour guides, and the construction of 2 booths at the Sulphur Springs, did not result in the effects hoped for. Government requested OAS assistance in planning specific short term improvements in the Soufriere area in the context of a comprehensive, integrated and long term development plan for the region of Soufriere.

The consequence of that request was the Tourism Development Plan for Soufriere, St. Lucia, submitted by the OAS in draft in April of 1985. The objectives set for that study were primarily 1) an attitude of mutual respect between Soufriere residents (including the unemployed youth) and visitors, 2) the development of the natural attractions for visitor appreciation in a manner which protects and conserves them, and 3) an expansion of tourism to the area, and through increased tourism, more employment, income, and net foreign exchange earnings. The objectives reflect recognition of the manner in which the tourism development problem in Soufriere has come about, interwoven from social, economic, and tourism elements, and that a fundamental resolution requires addressing all of those elements. The Tourism Development Plan for Soufriere adopted a broad front approach to planning, considering the close cause-effect connections in the area. It was designed as a preliminary plan, one which could assist St. Lucian authorities select and implement specific limited projects, appreciating the implications and function of that action on the overall context of tourism in Soufriere. The method employed in the Plan was to depart from an analysis of how the tourism trade was actually functioning, rather to analyze and project the visitor demand potential for Soufriere, evaluate the facilities and services actually offered, and review the Government's national development policies, taking into consideration Soufriere's unique situation.

The Plan grouped the development measures into seven subprojects.

- a. Pitons National Park,
- b. Sulphur Springs,
- c. Soufriere Town,
- d. Diamond Baths/Garden,
- e. Rain Forest Walk and Overlooks,
- f. Historic and Archeological Sites, and
- g. Lodging.

The Historic and Archeological Sites Subproject involves research primarily rather than physical works, and the lodging subproject is planned for private sector investment.

A financial evaluation was made of the five attractions public investment subprojects as a composite project (i.e., combined costs and income), and individually. The internal rate of return of the complete project ranges from 8 percent (using the low case estimate of demand) to

14 percent (using the high case estimate of demand). The financial evaluation of the Soufriere Town Subproject indicated an IRR of between 1 percent and 6 percent.

The Soufriere Town Subproject of the Soufriere Tourism Development Plan consisted of the following works and programs:

- a. Waterfront/Mall,
- b. Historic architectural walk,
- c. Estate Historic Museum,
- d. Community Tourism Participation Program, ✓
- e. Pier,
- f. Sewage system,
- g. Shore improvement and beach recreation.

These are summarized briefly.

- a. Waterfront/mall

The site of this work is the area between Thelma's Grocery and the Meat Market. The goals are:

- to provide a major attraction in terms of urban landscape and a focus of tourism activities;
- to facilitate the arrival and departure of tourists from cruise ships, boats, and buses
- to improve the area for social gatherings and business activities for the Soufriere town's people, as a market place, conversational area, and promenade; ✓
- to stress the old character of the town. ✓

Bay St. (Mason St.) from Clarke St. to the Meat Market would be made a pedestrian promenade, except during certain hours when vehicles would be permitted. The promenade was planned to be integrated with a mall. The promenade/mall was to have at least one restaurant/cafe/pub, shopping areas, including a fruit and handicraft market, an area for music, and seating and walking areas. A guest house could be included, most suitably on the second floor above the shops.

Three adjacent vacant lots lying between Bay St. (Mason St.) and Bridge St. were identified as the most appropriate site for the mall. The mall would then function as a conduit to relieve congestion on Bridge St. as well as permit the free flow of visitors to Bridge St. in the middle of the block. A wooden shade gallery was proposed for the fruit and craft market area. Thus, the vendors would have a picturesque, usefull and more sanitary way of selling, and the open view of the sea along the waterfront would be maintained. The promenade was to be paved with 2 ft. by 2 ft. concrete paving slabs.

Other elements of the Waterfront/mall were:

- a bandstand,
- the stalls (vendor),
- additional trees and landscaping,
- benches,
- street lights,
- the parking lot,
- an entrance arcade and removal of the Texaco sign on the side of the pier.

The waterfront/mall capital cost was estimated at EC\$ 701,000 not including the cost of administration/supervision nor provision for contingencies.

b. Preservation of the Heritage area and Historic Architecture Walk.

The site of this work is the old sector of town, from Clark St. and the square southward. The goals include:

- to preserve and revitalize the buildings of interest in the old sector of Soufriere;
- to recreate the history and culture of the town, for the enjoyment of the townspeople and for sharing it with visitors; ✓
- to enhance the pride and self-respect of the local people;
- to generate more revenue from tourism by adding to the attraction of Soufriere to visitors;
- to promote interaction between visitors and residents.

The Tourism Development Plan for Soufriere, St. Lucia called for:

- a detailed inventory of the townscape elements;
- a detailed inventory of the buildings in the preservation area;
- the precise delineation of the preservation area;
- a declaration of the heritage area;
- the freezing of building and of demolition permits,
- the control of remodeling permits;
- Government investment and promotion measures,
- loans to preserve buildings and up-grade housing.

The Plan presented methods and models, in order to facilitate the preservation of the historic sector of town and to initiate the upgrading and public sector measures for the Historic Architecture Walk. The Historic Architecture Walk will require a high degree of community interest and participation. The distance of the Historic Walk is eight blocks; the time required to make the walk is estimated at no more than 45 minutes.

Owners have to upgrade and remodel their properties. Government has to:

- put telephone and electric wires underground;
- install street lighting (as illustrated in the Plan);
- resurface the sidewalks;
- design signs to identify shops and plaques of historic sites;
- prepare a tour guide brochure.

The capital cost is estimated at EC\$ 618,000, and EC\$ 218,000 of that was identified as the public sector (or project) share. This estimate does not include administration/supervision or contingency costs.

c. Soufriere Estate Museum

The goal was to give the tourist an idea of the history and arts of St. Lucia, and of a plantation factory which made sugar, rum, lime oil, and ice.

This work essentially was to conserve the sugar mill building of the Soufriere Estate, and install a museum.

d. Community Tourism Participation Program

The development of this Program was undertaken by the Ministry of Community Development. It was not completed at this writing.

e. Pier

The replacement of the pier and the return of a fast, comfortable ferry boat service from Castries are important to the success of any comprehensive development effort in Soufriere. The Plan proposed an "I" pier of 120 ft. in length, based on a sea bed depth down to nearly 35 ft. at the deep edge. The width was planned to be 24 ft. The capital cost preliminarily estimated for the pier, including provision for administration/supervision and contingencies, was EC\$ 571,000.

f. Sewage system

It was concluded that lack of a modern sewage system was not only contributing to the spread of disease among residents of Soufriere, but was also disanimating to many visitors.

The population estimate of Soufriere Town of 4,500 was used.

It was assumed in the Plan that:

- there would be an improvement in housing and water service standards;
- there would be a growth in tourism facilities;
- there would be a growth in commerce, and Soufriere would become the West Coast regional shopping center.

The design criteria adopted were:

- a district population of 10,000 persons;
- a central urban population of 7,500 persons;
- waste generation of 30 gallons per person per day.

A two-part and two phase collection system, separated by the Soufriere River, was proposed. The alternative treatment systems recommended were:

- i. two stage sedimentation and digestion process, then disposal of the effluent by sea outfall, or
- ii. sedimentation process, then secondary treatment via mechanical aeration, then disposal of effluent by sea outfall.

The capital cost of the sewage system, using the second alternative treatment plant, was EC\$ 706,000 including the provision for administration/supervision and contingencies.

- g. Shore improvement and beach recreation

The Plan's proposals in this regard were seriously handicapped by inadequate information on:

- the topography of the bottom of Soufriere Bay;
- its sediment characteristics;
- the profiles of the beaches;
- inshore-offshore current patterns;
- the impact of the seawall.

Studies on the above were recommended. Nonetheless, a seawall was planned for in the Plan in two areas: the Waterfront/Mall area and the Coin de L'Anse area where the Soufriere community of fishermen live. The design for the two areas varies, as does the cost per linear yard and the length of the sea walls in the two stretches. Also included as a part of this subproject are facilities for a public beach in Soufriere Town. The measures involved include: construction of beach changing, shower and toilet facilities, the effective elimination of sand mining, and research on means of nourishing the beach.

The capital cost of the shore improvement and beach recreation works was estimated at EC\$ 252,000, not including administrative/supervision nor contingency provisions.

The other subprojects are not reviewed here, but are described in the OAS's Tourism Development Plan for Soufriere, Saint Lucia.

It is important to bear in mind that a Master Plan for the Soufriere area was mapped out. The major part was proposed for implementation in the short term, and was evaluated financially and economically. The

various subprojects have varying profitability profiles when analyzed separately, and as pointed out above, the Soufriere Town subproject would be much less profitable than the overall Plan. It was also pointed out that since the estimates of income were made under assumptions relating to the Plan as a whole, i.e., a composite project, the analysis of profitability of subprojects implemented separately may be skewed unless implementation of the other subprojects follows shortly, at least in part, whether by the private or public sector. The subprojects exercise essential externalities on each other.

The Plan indicated a higher economic profitability than financial profitability, and that would be even more the case with the Soufriere Town subproject.

3.1.2 Institutional Organization

Several bodies have vital interests and/or legal responsibilities involving or affecting tourism's development in Soufriere. These include the Soufriere Town Council (and through it the townspeople); the Soufriere Development Committee, which, if ad hoc in nature, is a vehicle for key members of the private business sector to coordinate their actions on the issues; the Central Planning Unit, including the economic branch and the physical planning branch; the Development Control Authority (DCA); the National Trust; the Ministry of Tourism and the Board of Tourism, and the Parliamentary Representative from the Soufriere area. Other bodies have interests/responsibilities in Soufriere, but less directly related to the development of tourism facilities, such as the Ministries of Health, of Community Development, Public Works and of Agriculture. In addition, the Government policy of regionalizing administration has introduced more local responsibility into the situation.

Given that several bodies from both Soufriere and the national government are involved, as may well be several international development agencies, and faced with the necessity of making decisions on the investment and program measures planned in the Tourism Development Plan for Soufriere, an agreement was drafted.

The agreement, titled the "Soufriere Tourism Development Agreement", provides for two bodies. The first, and senior of these is the Executive Committee of the Soufriere Tourism Development Agreement.

The second, connected to the first, is the Technical Unit.

The Executive Committee consists of one representative from each of the following:

- the Soufriere Development Committee;
- the Ministry of Finance and Planning;

- the Ministry of Trade, Industry and Tourism (or Tourist Board);
- Soufriere Town Council;
- Southwest Regional Council

The agreement is under consideration by Cabinet^{1/} and provides for the cooperative execution of the Soufriere Tourism Development Program (explained below in 3.1.3). The agreement states that the role of the Executive Committee is to establish policy and to set priorities in the execution of the objectives of the agreement. The objectives are:

- a. Formulation of proposals for the implementation of the Soufriere Tourism Development Program;
- b. Assistance to the responsible government agencies in negotiating the financing of said proposals;
- c. Coordination between funding sources, implementing agencies, and the Soufriere community;
- d. Support of the project's implementation at all stages; and
- e. Monitoring the operation of specific projects upon implementation.

To execute all of the activities necessary to achieve the foregoing objectives, the agreement set up a Technical Unit. The Technical Unit is comprised of the following:

- The Programme Coordinator
- one member of the Soufriere Development Committee;
- one member of the Soufriere Town Council;
- one representative of any other agency involved in the provision of financing or technical assistance to the Program;
- one representative of the National Trust;
- one representative of the Castries Water and Sewer authorities (sewage system);
- An official of Public Works (initially in respect of the Pier), and
- the OAS Resident Project Chief.

The agreement states that "it is the responsibility of the Technical Unit to undertake all activities necessary to achieve" the agreement's objectives. The Technical Unit is to "periodically inform the Executive Committee", and will, under the authority of the Executive Committee, coordinate project implementation between agencies.

The Programme Coordinator will assume the duties of Secretary of the Technical Unit. He is to be supported financially up to a certain level during the implementation phase by the OAS. This man would be the only fully salaried staff member of the Technical Unit.

1/ This Agreement was formally approved via Cabinet conclusion No. 829 of July 31, 1986.

3.1.3 Soufriere Tourism Development Program

The basis of the Soufriere Tourism Development Program is the Tourism Development Plan for Soufriere, St. Lucia, prepared under the technical cooperation agreement with the OAS in April, 1985. The Plan, as modified, added to, and prioritized by the Executive Committee, constitutes the "Soufriere Tourism Development Program".

3.2 Tourism to Soufriere and its Potential

The present section is a résumé and an up-dating of a) the description of the tourism resources of Soufriere; b) an analysis of the actual tourism activities; and c) a discussion of the potential for growth in demand for Soufriere as contained in the OAS's Tourism Development Plan for Soufriere, St. Lucia, April, 1985. Reference to the Study is required for the full analysis of these aspects.

The main tourism attractions of Soufriere are the Sulphur Springs and the Pitons. Secondary attractions are Anse Chastanet Beach, the Diamond Baths and Soufriere Town. The Pitons are a natural attraction whose view alone merits a trip from any place in St. Lucia. If facilities are developed in a protected national park environment, the Pitons could provide St. Lucia a non-beach attraction comparable to any in the Caribbean. The Sulphur Springs is presently the main specific sight-seeing goal of Soufriere visitors. St. Lucia's better beaches are along the northwest coast; the better beaches around Soufriere are Anse Chastanet, which also features the Island's best scuba diving Anse Mamin, Anse Cochon, Malgretoute and Jalousie. Except for the first, four wheeldrive vehicles are required to reach the beaches.

The attraction of Soufriere resides primarily in its setting along the Bay with a view of the Petit Piton, the fishermen, and the Town's old French colonial flavor. However, the town has declined economically and socially over recent decades. Communications are difficult, educational opportunities below those of Castries, and more enterprizing families have moved out. Youths pressing their guide service upon visitors create an uneasy atmosphere, at least to the perception of the one-time visitor.

There are at least four mineral springs near Soufriere. There are baths at one, Diamond Baths, offered to the public. There is no spa in Soufriere. The rain forest has a rich variety of tropical plants and trees and fauna. Old sugar estates, a childhood home of Josephine Bonaparte, and what appears to be a major Amerindian archeological site, are among other attractions of Soufriere.

The majority of the visitors to Soufriere are tourists lodged in beach areas from Marigot Bay north to Cap Estate, who arrive by one of the romantic style sailing ships or cabin cruisers. They generally spend

between one and two hours in Soufriere, contributing little to the tourism trade. Most are even fed lunch on their boat. Some arrive by vehicle, on organized tours, as do most cruise passengers and air excursionists who visit Soufriere. They are usually in the area from 2 to 4 hours and have lunch locally. The few yachtsmen who moor in Soufriere Bay one or two nights have a more leisurely stay, usually patronizing the local restaurant for dinner and drinks. Local taxi drivers drive the sea arrivals from the pier to the Sulphur Springs (and other places). Local youths have attempted to carve out some share of tourist expenditures by aggressively offering their services as guides. Stay-over tourism is limited to two small internationally marketed resort hotels, a few guest houses in town and several villas. The demand for Soufriere is largely dependent on the tourism demand for St. Lucia. It is estimated that in 1984 about 30 percent of the tourists to St. Lucia and 25 percent of the cruise passengers visited Soufriere. Visitors to St. Lucia include air tourists and excursionists, cruise passengers and yachtsmen.

Tourism demand, particularly demand for the Caribbean, has been a function of variables operative within the country of residence of the tourists as well as the country visited. Income and motivation are the major broad variables in generating markets; price and product are the major broad variables in receiving destinations. These variables are in turn affected by what is going on in the economy, society, and life style in the countries of generation and destination. The main generating markets for St. Lucia are the U.S., Canada, the U.K., the rest of Europe, and the Caribbean. (See Table 2)

TABLE 2

Tourism Generating Markets
Percent of Arrivals by Country of Residence

<u>Market</u>	<u>1983</u> <u>in %</u>	<u>1984</u> <u>in %</u>	<u>1985^{1/}</u> <u>in %</u>
U.S.	25	26	25
Canada	13	15	11
U.K.	21	20	20
Rest of Europe	15	14	14
Caribbean	18	18	17
Other	8	7	13
	100	100	100

Source: Statistical Department. Annual Statistical Digest 1984.

1/ Data for first three quarters of 1985.

The secular trend in real gross national income/production in the US over the 1960's was an annual increase of 4.3 percent, that for the 1970's 3.0 percent. It appears that the fundamental economic dislocations caused by or associated with the international oil cartel formed in 1973, OPEC, on the heels of the accelerating world consumption of petroleum were contributing causes of the lower growth rate. They seem to have been sorted out successfully by the leading industrialized countries, though the difficulties of excessive foreign debt of the Latin American/Caribbean countries is still to be overcome. Given the broad assumptions usual for economic forecasts, e.g., no war between the world's industrialized nations, no breakdown in the international monetary system, world trade no more restricted than presently, etc., it appears that the economic production/income in the US will grow over the next five years at a rate closer to that of the 1960's than that of the 1970's.

Various data have shown in recent years that tourism expenditures are income elastic. Data for the period 1974 - 1984 indicate that the income elasticity of U.S. tourism expenditures in the Caribbean was 1.3^{1/}. The US GNP grew by 6.8 percent in 1984, but many economists are predicting that it will realize only about half of that rate in 1985, and the same in 1986.

The Government has projected growth of around 4 percent in 1985 and 1986. To a certain extent the rate of growth of production/income can be influenced by government policies. However, the secular trend is determined largely by the structural forces of the economy in interplay with the world economy. The European economy led by Germany and the UK is expected to grow over the next 5 years at a rate of around 3.0 percent - 3.5 percent.

The European demand for North America and the Caribbean was pushed down strongly in 1984 and 1985 by the high dollar-European currencies rates of exchange. By the end of 1985 the dollar-European currency exchange rates had returned close to what many regard as an equilibrium level, improving the price to Europeans of Caribbean vacations.

The Canadian economy generally has been influenced strongly by the US economy. It grew by 5 percent in 1984, and is expected to grow by 4 percent in 1985. Total Canadian - to - the Caribbean tourism has grown on an average of 4 percent annually over the past 10 years.

1/ Disposable personal income data from the Council of Economic Advisors, Economic Report to the President, 1985, and expenditure data from the U.S. Dept. of Commerce, Survey of Current Business, several editions.

The Caribbean economies, generally small, open economies, are markedly influenced by the vicissitudes of the international economy. Tourism has become increasingly important. The fiscal 1984 annual report of the East Caribbean Central Bank reported that the ECCB countries as a group experienced a 4 percent rate of growth in real gross domestic product. Strong advances in the tourism industry in 1984 were cited as a principal basis for the area's economic advance. Tourism recovery in Barbados was also significant for the economic growth in that neighboring country in 1984 and 1985. The Caribbean tourism market has a significant component of business, family, and officially motivated travel. All are a direct or indirect function of the performance of the economy.

Thus, on the basis of demand side influence, tourism demand for the Caribbean over the next 5 years should expand by between 4 percent and 7 percent. On the supply side, St. Lucia has cause for more optimism. Considerable expansion of the lodging plant is planned. On the southern tip of the island, the 300 rooms which had been eliminated from St. Lucia's plant when the Halcyon Days closed in March 1984, are reported readying to open in December, 1985, renovated by Club Méditerranée. This and other expansion is indicated in Table 3.

TABLE 3

Potential St. Lucia Lodging Capacity Expansion
Hotels

Project	No. of rooms to be added	Approximate date of realization
Club Méditerranée	300	December 1985
La Toc	50	1986
St. Lucian	120-150	1988
Couples	62	1987
Halcyon Beach	10-50	1988
Anse Chastanet	12	1986
	554 - 624	

All of the above reportedly have a high probability of realization. In fact, construction has already begun on the Club Med conversion and remodeling, and on the La Toc and the Anse Chastanet expansions. In addition, there has been a significant development of villas around the Rodney Bay Marina. Many of these new houses and villas will in fact be additions to the informal segment of the island's lodging supply. The number of new rooms or units available or soon to be available for short term rental (i.e., tourism) is not known.

The actual number of hotel rooms available, according to the Statistics Department, is between 1,000 and 1,100. The number of apartment/hotel and apartment rooms is between 300 and 400, while the number of guest house rooms is between 71 and 81, and 177 villas reportedly form part of the nation's lodging supply.

The key point is that the hotel plant will be increased by at least half within the next three years. There will probably be a similar growth in villas, although guest house lodging seems stagnant. Lodging establishments accounting for 1,179 rooms, mainly hotel rooms, reported to the Statistical Department an aggregate rate of occupancy over the Winter Season of 83 percent in 1984, and 60 percent over the Summer Season. Several leading hoteliers indicated that their Summer Season rates of occupancy were just as high as in the Winter, and the occupancy rates during 1985 were no lower than those of 1984. St. Lucia's tourism industry is experiencing a boom.

The St. Lucian economy grew by 4 percent in 1984 and there is an increasing sense of order and progress in St. Lucia in 1985. Considering both demand and supply influences, tourism to St. Lucia is illustratively projected to grow by from 6 percent to 10 percent over the next 5 years, and by from 5 percent to 8 percent over the following 5 years. The consequent number of arrivals would be as indicated in Table 4.

TABLE 4

Actual and Projected No. of Tourist Arrivals
(000's)

	Projected Low	Actual	Projected High
1980		81	
1981		70	
1982		72	
1983		80	
1984		89	
1985	95		97
1986	101		107
1987	107		117
1988	113		129
1989	120		142
1990	127		156
1995	162		229

The cruise industry should benefit from the completion of the exclusively cruise ship dock and port/shopping complex at Point Seraphine. The facility reportedly will be operating in early 1986, and should remedy some of the deficiencies in shopping and docking facilities, making St. Lucia somewhat more competitive as a port of call. The number of cruise ship passengers going to the Caribbean over the next five years is expected to increase by about 5 percent annually. However, projecting numbers of cruise ship calls to any particular port of call is very uncertain because of the ease with which the lines shift ports of call. Nonetheless, for purposes of this study, Table 5 illustrates the potential for St. Lucia if she can maintain the 1.7 percent share of the Caribbean cruise market she had in the late 1970's, a fairly representative period. The table projects a range in the annual rate of growth of between 3 percent and 7 percent.

TABLE 5

Illustrative Projection of Cruise Passenger Arrivals
(000's)

	Low Projection	Actual	High Projection
1980		59	
1981		19	
1982		34	
1983		33	
1984		38	
1985	57		61
1986	59		65
1987	60		70
1988	62		75
1989	64		80
1990	66		86
1995	76		120

Completion of the Rodney Bay Marina, adding 65 slips to St. Lucia's capacity, seems to have proceeded according to plan. The illustrative projection of yacht calls to St. Lucia is shown in Table 6.

TABLE 6

Illustrative Projection of Yacht Calls to St. Lucia
(000's)

1978	3.2
1979	2.8
1980	2.5
1981	1.3
1982	1.1
1983	1.0
1984	0.6
1985	0.9 (estimate)
1986	2.0
1987	3.0
1988	3.3
1989	3.6
1990	3.9

No significant change is projected in the length of stay of tourists to St. Lucia. None occurred over the 1980-84 period. Slightly less than half stay no more than one week, just less than 4/5's stay no more than two weeks, and more than 95 percent stay no more than a month. The overall 1983 average stay of tourists was given as 8.7 days by the Statistical Office.

Additional information ^{1/} for the first three quarters of 1985 indicate that the number of visitors to Soufriere in 1985 will be around 35,000. In that event, the proportion of tourists to St. Lucia visiting Soufriere in 1985 would be around 1/4 and the proportion of cruise passengers 1/5.

The illustrative projection of the number of visitors to Soufriere without the Soufriere Town project is shown in Table 7. The projection of visitors to Soufriere with the project is shown in Table 8.

^{1/} a) No. of tickets to the Sulphur Springs sold between end of January and mid-November, b) No. of passengers landing at the Soufriere Pier aboard the Unicorn and the Buccaneer during Jan-Sep.

In these tables the estimated ratios of visitors to St. Lucia going to visit Soufriere are applied to the projected numbers of visitors to St. Lucia. Comparison of these two tables throws into relief the impact of the project. The ratio of St. Lucia tourist visitors going to Soufriere without the project is 0.25; the ratios of cruise passengers going to Soufriere is 0.20.

TABLE 7
Illustrative Projection of Demand for Soufriere
Without the Project (000's)

Year	(1) No. of tourists visiting Soufriere	(2) No. of Cruise Passengers visiting Soufriere	(3) Air Excursion- ists and Yachtsmen	(4) Direct Soufriere Tourists	(5) Total
1985	24	11	5	1	41
1986	25	12	6	1	44
1987	27	12	7	1	47
1988	28	12	8	1	49
1989	30	13	8	1	52
1990	32	14	9	2	57
1991	34	14	9	2	59
1992	36	15	10	2	63
1993	38	15	11	2	66
1994	39	15	11	2	67
1995	41	16	12	3	72

Notes: Col. 1 = No. of tourists to St. Lucia x .25

Col. 2 = No. of cruise passengers x .20

Col. 3 = No. of air excursionists projected at 4 percent,
yachtsmen as per Table 6

Col. 4 = Estimated annual rate of growth 10 percent

It is estimated that completion of the project as described below in Chapter 4, and assuming the execution of the Soufriere Estate Museum and the Diamond Baths/Garden projects by the private sector, would increase

the proportion of tourists going to Soufriere by between 14 percent and 17 percent, which means the proportion would be between 0.29 (low case) and 0.35 (high case). The proportion of cruise passengers visiting Soufriere would be increased by between 60 percent and 70 percent, which means the proportion would be between 0.32 (low case) and 0.43 (high case). The impact on the demand is a considered judgement based on the analysis in the Tourism Development Plan for Soufriere, St. Lucia, and a comparison of the extent and nature of the present project with that of the complete plan. As a summary, Table 9 shows the possible numbers of visitors to Soufriere both without the Project and with the project.

3.3 Critical issues

The foregoing section examined the potential for development of the tourism sector in the Soufriere region. For that potential to be realized, however, certain critical conditions must be resolved.

3.3.1 Social conditions

The most problematic question to be faced in planning the tourism development of Soufriere is whether it is possible to turn around the socio-economic decline of the town. Can it be done in time so that the Soufriere Town Tourism Project doesn't flounder on an uneasy social atmosphere. In recent years Soufriere has suffered general economic and social decline and isolation from the Castries northwest and the Vieux Fort south. Access from the rest of the country is in some ways worse than before the construction of roads, which have proven costly and difficult to maintain, but which have justified the demise of coastal marine transport. Some of Soufriere's more educated families, which provided community leadership and examples of civic responsibility, have migrated from Soufriere. Discipline and public courtesy of at least a few young boys have been lacking. There is reportedly a drug problem in Soufriere.

In late 1985, Superintendent Hardy of the St. Lucian police force had returned to Soufriere duty, and the installation of full time Tourist Board staff at the Sulphur Springs were steps taken in the right direction for re-establishing the visitor's confidence in the public safety. Still, the image of Soufriere in the minds of the tour operators and hoteliers, those who most influence the decisions of the tourists outside of their hotels, remained very wary on this aspect. It is a truism that all that is needed to undo the efforts of ten people to improve the tourism image of Soufriere Town is the verbal harassment or the purse-snatching by just one individual.

The development of the townspeople's pride in their community, their surrounding volcanic peaks, forests and fields, their role as hosts to so many foreign visitors, will be a key factor in achieving the mutual respect aimed for through this project. The few young boys who press

TABLE 8
Illustrative Projection of Demand for Soufriere
With the Project (000's)

Year	(1) No. of tourists visiting Soufriere	(2) No. of Cruise Passengers visiting Soufriere	(3) Air Excursionists and Yachtsmen	(4) Direct Soufriere Tourists	(5) Total
LOW CASE					
1985	28	17	5	1	51
1986	29	17	6	1	53
1987	31	17	7	2	57
1988	33	18	8	2	61
1989	35	19	8	3	65
1990	37	19	9	4	69
1991	39	20	9	4	72
1992	41	20	10	5	76
1993	43	21	11	5	80
1994	45	22	11	5	83
1995	47	22	12	6	87
HIGH CASE					
1985	34	21	5	1	61
1986	37	23	6	1	67
1987	41	25	7	2	75
1988	45	26	8	2	81
1989	50	28	8	3	89
1990	55	30	9	4	98
1991	59	32	9	4	104
1992	64	34	10	5	113
1993	69	37	11	5	122
1994	74	39	11	5	129
1995	80	42	12	6	140

Notes:

Column (1) assumes the proportion of tourists visiting Soufriere will in the Low Case become .29, and in the High Case .35.

Column (2) assumes the proportion of cruise passengers visiting Soufriere will in the Low Case become .32, and in the High Case .43.

Column (3) projects the number of yachtsmen visiting Soufriere in accordance with Table 6, and the number of air excursionists is projected at a 4 percent annual rate of increase in both the Low and High Cases.

Column (4) assumes a rate of expansion in direct Soufriere tourists to increase by 30 percent over the 1986-1990 period and by 10 percent over the 1991-95, in both Low Case and High Case.

TABLE 9

Projected number of visitors to Soufriere
Without the Project and with the Project

(000's)

	<u>WITHOUT PROJECT</u>	<u>WITH PROJECT</u>	
	<u>LOW</u>	<u>LOW</u>	<u>HIGH</u>
1985	41	51	61
1986	44	53	67
1987	47	57	75
1988	49	61	81
1989	52	65	89
1990	57	69	98
1991	59	72	104
1992	63	76	113
1993	66	80	122
1994	67	83	129
1995	72	87	140

their services on the visitor, apparently do not put a very high value on idleness, but express at least their interest in getting a job, earning money, and providing a service. Some are evidently quite intelligent.

The issue of what specific institutional organization steps might be taken to foster socio-economic renewal is a related one. A comprehensive study of the social problems which impact the tourism sector in Soufriere, together with program and institutional project proposals, is to be carried out by the Ministry of Community Development.

In years past the Town Council was a body which focussed various town activities and forged initiatives affecting the Town. Can it become so again? The Soufriere Development Committee was formed at the instigation of the private sector with public sector backing; would implementation of the Soufriere Town project obviate or intensify the function of the Soufriere Development Committee?

The formation of a central lodging management company has been suggested, to help upgrade, market and operate guest houses, cottages and villas in Soufriere; could this company exercise broader developmental functions as well? Could a community small enterprise development corporation, with financing and entrepreneurial/management advisory service capacity, be formed in Soufriere?

The prevailing view in planning appears to be that tourism is to be the primary industry of Soufriere, the motor of economic development. Yet that view may be challenged again when decisions are needed on specific infrastructure investment, since sectoral priority has significant implications for infrastructure and other investments. A regional transportation plan is needed for the West Coast. Another major project issue is the potential impact of the proposed geothermal electric plant on the tourism sector.

The choice of location and technology used is very important for the tourism trade. How strictly land use control is enforced in the Soufriere area, will also determine the quality and the durability of tourism in Soufriere. The recommendations in the Tourism Development Plan for Soufriere, St. Lucia for the creation of a Pitons National Park and a Pitons Marine Park, and the limitations on structures in the park are reiterated.

The regulation of traffic in Soufriere, particularly along the waterfront where vehicles would be restricted during certain hours, the relocation of two or three families from precarious housing adjacent to the old prison, the respective roles of the private and public sectors, for instance, in the development of the Mall, where the proposed site is privately owned, the treatment of private foreign investment on Government (Crown) land, and the encouragement of guest houses and/or villas in Soufriere by Government, are among the other issues to be resolved in the implementation of the Project.

The resolution of these issues should be facilitated by the Soufriere Executive Committee. In fact, that is a major objective in the creation of the Executive Committee and its Technical Unit. The legal and regulatory authority and responsibility of other bodies remain, of course, and the ultimate is the Cabinet and Parliament.

IV: SOUFRIERE TOWN DEVELOPMENT PROJECT

4.1 Goals and Development Concepts

Bearing in mind the policy of the Government to promote the growth of the tourism industry and the fact that the Soufriere region, with the Pitons and "the world's only drive-in volcano", is St. Lucia's primary non-beach attraction, a primary goal for the project has to be the enhancement of Soufriere's attraction to visitors.

Since visitors can hardly be brought to the Sulphur Springs or to view the Pitons without passing through Soufriere Town, it must be made more attractive to visitors, more of an attraction itself. It has the potential for becoming a much more picturesque town; that potential should be realized. Instrumental in bringing about a more attractive Soufriere Town is a reversal in the general socio-economic decline the Town has been suffering for some years. A general socio-economic revitalization will be more likely if it is pursued for its own sake, therefore, it is explicitly identified as a goal of the project. The social aspects of the goal include an attitude of mutual respect and friendliness between visitor and towns people, including the idle young boys and Rastaferians.

The goal of a general socio-economic revitalization of Soufriere involves the corollary goals of:

- (a) more employment and income in Soufriere;
- (b) more local residents and firms providing tourism services;
- (c) the local supply of all visitor - consumed fresh vegetables, fruit, and fish;
- (d) better recreation activities, and, related to the foregoing,
- (e) an end to the "brain-drain" out of Soufriere, in which the brighter, more talented and skilled have been moving out of Soufriere.

The goal for Soufriere Town to be more of an attraction in itself to visitors (i.e., an enhanced tourism attraction) as well as the goal of mutual respect and friendliness on the part of visitor and townspeople would both be facilitated if the community had a better understanding of the commercial workings of tourism and its importance to business in Soufriere. Gros-Islet is often cited as an example of a community which had been openly hostile and sometimes abusive to tourism, but then discovered what tourism is and learned quickly how it can be important to business, income and employment. Along with that understanding came participatory business, or perhaps along with that participatory business came understanding of what tourism is and its importance to business.

They interacted one with the other, in any event. A similar understanding and ambiance is still too limited in Soufriere, and could be listed as a goal.

It is obvious that the goals expressed here are all related, as attainment of each will be affected by the attainment of the others.

Tourism is very sensitive to the attitudes of people, those of the residents to the visitors and vice-versa. Tourism is also affected by physical conditions. Thus, the project, though limited to Soufriere Town and leaving for the present the other parts of the Soufriere Tourism Development Program (i.e., the Sulphur Springs Conservation Area, the Pitons National Park, etc.), nonetheless, needs to address the improvement of the tourism attractions, the improvement of urban services, especially waste removal, infrastructure, urban zoning control, community programs, etc. In other words, a broad front, multifaceted approach is needed even in tackling just the Soufriere Town.

Other guiding concepts in the development of Soufriere Town are: (1) respect of the historical character of the town - its French colonial influences in the town's and the estates' structures, in the cuisine, and in its history, - and (2) regard for proper proportion and context.

While the development of guest houses and villas for commercial lodging is seen as contributing to the goals of the project, their design, location, size, etc., would have to be subject to review/control by the appropriate authorities in function of the enhancement of the character and attractiveness of the Town.

In view of the sizeable increase projected in tourism to St. Lucia, the concept of Soufriere as primarily an attraction, with most visitors day-touring to Soufriere from lodging on resort beaches elsewhere is firmly underscored. Also, the impact of projects in other sectors, such as the West Coast Road, and the geothermal electricity generating plan, will have to be accommodated.

4.2 Priority Sub-project

4.2.1 Pier

a. Objective

The objective of the subproject obviously is a pier, capable of servicing the tourism day excursion ships (e.g., the romantic sailing ships), the proposed coastal ferry, private motor and sail yachts, and also coastal freighters. A capacity designed for ships of a size that of the "Sea Goddess" class of vessel would be ideal, depending on cost.

b. Description

The Tourism Development Plan for Soufriere, St. Lucia, recommended against attempting to use one pier for tourism as well as freight shipping operations. It was felt that attempting to carry on both operations over the same space would inevitably be disruptive and discouraging to tourism.

However, the Government has decided that construction of a tourism pier and a separate cargo pier would be too costly. Tentatively, the Government is planning one pier that would serve both the tourism trade and cargo shipping, but during different times of day. That scheme is followed in this study, given the actual level of use and the lack of projections of future cargo use of the pier. Construction of a separate cargo pier should be planned for as soon as the volume of cargo shipping cannot be handled within the hours allotted daily to freight ships.

c. Rationale

The majority of visitors to Soufriere arrive by boat. Also, a pier facilitates stops by yachtsmen passing by enroute to the Southern Caribbean. The remnant of the 30 year old pier is in an extremely precarious condition. The four deeper water pilings and overlaying platform (deck) were swept away in the "mini-hurricane" Klaus between 29 October and 6 November, 1984. Actually, the pier had already been structurally damaged while it was being used by cargo ships larger than that for which it had been designed. The remaining section of the pier's deck and underlying girders are also sundered. It's in a dangerous condition.

d. Cost

The construction cost has been preliminarily estimated at EC\$ 600,000. Including the cost of administration and supervision (i.e., professional services) and provision for contingencies, the investment cost would be EC \$ 720,000.

4.2.2 Sewage System

a. Objective

The main objective of this project is to improve the health environment of Soufriere, particularly in reducing the risk of water-born disease. A secondary objective is to ensure that sewage (waste water) never discourages the tourism trade via visual or other evidence in the street drains or on the beach or around the pier.

The target area of the system is the entire town of Soufriere, which, despite a stable population, has been expanding its built up area eastward up the Soufriere River valley, especially in the Palmiste area.

b. Description

A number of alternatives were considered for sewage management in Soufriere. The one chosen is Alternative 1, which is viewed as a minimal programme but would nevertheless address a number of high priority problems. It would however not eliminate grey water discharge to streets, which poses an aesthetic problem particularly to tourists. Therefore Alternative 1A, which would deal with this problem perhaps should also be implemented.

Alt 1

(1)	Construction of a new Public Sanitary Facility (PSF), including a chute for disposing bucket wastes, at Coin De Lance; relocation of an existing home to locate the PSF and soak-away; land acquisition	56,000
(2)	Eliminate the existing latrine	500
(3)	Construct a septic tank and soak-away to treat wastes from the slaughterhouse	1,000
(4)	Construct a larger soak-away for the septic tank used by 20 apartments at Coin De Lance to eliminate surface discharges	500
(5)	Improve drainage at Fond Benier	4,200
(6)	Construct septic tanks and soak-aways for public sanitary facilities at Palmiste that have no such treatment	15,000
(7)	Provide 24 hour water supply to Palmiste PSFs and improve water pressure to the toilets at the Coin De Lance PSF	5,000
	Engr/Admin/Contingencies @ 35%	28,770
Total:		110,970

Alt 1A

(8)	Intercept surface waters on High and Frederick Clark Streets, from Church Street to the waterfront into covered surface drains	46,032
(9)	Construct a PSF, with toilets and wash basins, at the waterfront to be used by visitors	20,000
	Engr/Admin/Contingencies @ 35%	23,111
Total:		89,000

(c) Rationale

The implementation of Alternative 1 would alleviate the major public health conditions in Soufriere. For example, discharge of untreated toilet wastes to the sea would almost totally be eliminated. By implementing Alternative 1A the aesthetic problem posed by existing street drainage would be resolved. The combined cost for implementing both alternatives, EC \$ 200,000 is low compared to Alternative 2, which would intercept and treat 35% of the Town's grey water at a cost of EC \$870,000, or compared to Alternative 3, which would handle the majority of sewage generated by the Town and provide secondary treatment at a cost of EC \$7,070,000.

The annual operating cost of Alternative 1 is also comparatively low, EC \$ 1,440 year, against EC \$96,400 year for Alternative 2 and EC \$450,000 year for Alternative 3. Moreover, the relative reduction of BOD discharge to the sea among the alternatives does not appear to justify the investment and operating costs required by Alternatives 2 and 3. Alternative 1 would allow a discharge of 96 Kg BOD daily, while Alternatives 2 and 3 would discharge 84 and 49 Kg BOD per day respectively.

Finally, Alternative 1 could be considered the first phase of a larger sewage project if it becomes necessary to implement Alternative 2 or 3 at a later stage. Unless it is discovered that the level of waste discharged by Alternative 1 adversely affects human or marine life, there should be no need to incur additional expenses.

d. Cost

In summary, the implementation of the Soufriere Sewage system is estimated to cost EC \$ 7.1 million in total. The first phase of the project is estimated to cost EC \$ 200,000. The second phase could cost between EC \$ 876,000 and EC \$ 946,000. Only the first phase is recommended for implementation now.

4.2.3 Soufriere Heritage Centre

a. Objective

There are two objectives of the Soufriere Heritage Centre:

- i. to add a specific object of interest for visitors, and thus enhance Soufriere's tourism attractiveness, and
- ii. to explain and conserve the cultural history of Soufriere for the benefit of residents and tourists alike.

To attain these objectives the Heritage Centre will need to give the visitors an orientation of the Soufriere region's geological and cultural history, including particularly the use made of Soufriere's natural resources by the successive cultures of the region, highlighting the importance of the French culture in the history of Soufriere and St. Lucia.

b. Description

The subproject restores and conserves the old prison, formerly a hospital, on Old Hospital Street in the southern section (old section) of Soufriere. This stone structure of two stories has interior dimensions of only 14' by 20' on the first and second floors. The Guard House, built onto the second story of the building on stone columns, is also to be restored and rehabilitated, and the entirety is to be developed into a heritage centre. Initially the centre is to rely heavily on photographs on panels to explain and interpret the facts of natural and cultural history of the Soufriere area, while historical research on Soufriere area, is compiled and key artifacts are collected.

The four themes of the topical displays and of the objects and graphics are to be:

- "The Land"
- "Immigrants from the New World: The Amerindians in the Soufriere Region"
- "Immigrants from the Old World: Europeans and Africans in the Soufriere Region"
- "The Living Heritage"

In addition, space is provided for such activities as story telling using traditional, indigenous folk tales; musical performances using traditional instruments; weaving and pottery making demonstrations as well as the demonstrations of traditional skills;

The subproject includes some site work to repair severe erosion about the base of the building, the relocation of 3 families in precarious housing next to the building, landscaping about the building in a radius of about 15 ft. - 20 ft, and a program of institutional formation, historical research and object collection. A built-up, open demonstration area is to be constructed adjacent to the left rear of the building. Exhibits addressed to the first two themes, "The Land" and "Immigrants from the New World" are tentatively proposed for the first floor; those for the theme "Immigrants from the Old World" would be arranged on the second floor, and those on the "Living Heritage" as it remains in the Town and its environs would be in the Guardhouse.

It is important for the on-going functioning of the Centre that a Heritage Centre Advisory Committee be appointed to serve as a link with the National Trust and the local community; to advise on improvements to the Centre and its exhibits; as well as to assist in the development of the related cultural, educational and recreational activities.

c. Rationale

The building chosen for the Heritage Centre proclaims at first glance that it is historical. Not far from the Anglican Church, also visibly an historical building (both dating from the early 1800's), the building was used successively as a hospital, a prison, and a depot for the Ministry of Public Works. It is located on Old Hospital Street, named after itself, in the old part of town. The incorporation of the old prison building into the historical architecture walk would be an essential capstone to that walk. The rehabilitation and conservation of the building and its maintenance subsequently suggest its re-functionalization. The exhibition of historical objects and scenes within is appropriate and fitting for the historical building. The historical orientation would be useful to visitor's and educational to local adult and school groups.

In the medium-term, it is desirable that Heritage Centre function as the satellite interpretation centre of the National Museum being proposed by the St. Lucia National Trust.

d. Cost

The investment cost of the Soufriere Heritage Centre subproject is estimated at EC\$ 182,200, broken down as follows:

Estimated Cost of Soufriere Heritage Centre
(EC \$ 000's)

Site earthworks (shore up base)	
Building restoration/conversion	95.0
Museum display construction	47.7
Acquisition of Objects/Reproductions	15.8
Administration/supervision	15.0
Contingencies 5%	<u>8.7</u>
TOTAL :	182.2

4.2.4 Solid Waste (Garbage) Management

a. Objective

The objective of this project is to keep Soufriere clean through the improved management of Solid Waste (Garbage). Actions identified and costed in the project would bring immediate relief from negligent waste disposal practices in rivers, the shoreline and other areas and would terminate the use of the poorly managed and visually offensive dump site at Rachette Point. Concurrently the project will initiate a public awareness programme to help improve garbage disposal practices and minimize litter.

In the longterm, greater efficiency and cost effectiveness in Solid Waste management will require investment in an appropriate vehicle and related equipment. Options are identified and costed, so that if necessary one could be selected and presented with this project for funding.

b. Description

The project includes the following components:

- (1) Identification and acquisition of 2 acres of land for a new landfill site. Preferably, the site should be outside of the Soufriere valley and not readily visible in order to minimize the visual impact associated with irregular compacting and covering of waste.
- (2) Rehabilitation of the old dump site at Rachette Point. This would include raking, burning, covering with top soil and preliminary soil stabilization.

- (3) Removal of derelict vehicles, old drums and other abandoned material in the area next to the cemetery and a general clean-up of the shoreline at Coin De Lance and nearby ravines.
- (4) Purchase, paint and add appropriate signage to six (6) 45 gallon drums and install as garbage containers at Coin De Lance; also purchase ten (10) litter containers for Soufriere Town to minimize street litter.
- (5) Construct one (1) concrete chute at Palmiste, repair a second one, provide doors to other chutes where necessary, and locks for all chutes in order to improve security and prevent litter by animals.
- (6) A public awareness programme using radio, other media, "keep Soufriere clean" posters, community groups and schools.

Investment in a proper vehicle for collecting and transporting garbage must be made at some point. Four options have been identified:

Alternative 1	Boxer Tipper (existing vehicle)
Alternative 2	Tractor with Power X Chassis
Alternative 3	Truck Mounted Skiphandler
Alternative 4	Compactor

c. Rationale

The major costs for implementing the short term actions required by the project would be for the purchase of land and for the rehabilitation of the old dump site. The other actions could be undertaken quickly and at relatively low cost, made even lower with in kind contributions from the Soufriere Town Council (STC), the Environmental Health Branch (EHB), the Ministry of Health, and Community groups.

Should the decision be made to pursue one of the options for the purchase of a vehicle, the relatively high investment would be justified. The cost for managing garbage in Soufriere is about EC\$183,000 annually, shared between STC and EHB. Yet garbage collection and disposal is deficient. A tractor with a Power X chassis or a truck mounted skiphandler, both of which cost about the same to purchase and operate as the Boxer Tipper, are far more time efficient and would significantly improve collection and disposal productiveness. A compactor would be even more efficient but more costly to purchase or operate.

d. Cost

Cash Required for Immediate Actions

	EC \$
(1)	50000
(2)	8000
(3)	1560
(4)	900
(5)	1290
TOTAL:	61750
	=====

Comparative Capital Costs for Vehicles and Annual Garbage Management
Operating Costs

(EC \$)

Capital Cost (For vehicle & related equipment)		Operating Cost
Alternative 1	--	184,800
Alternative 2	103,000	184,000
Alternative 3	111,000	185,200
Alternative 4	140,000	221,100

Additionally, the operation of a landfill site would require the purchase of landfill maintenance equipment, ie.; a D4 Caterpillar, whose purchase price would be about EC \$225,000 and operating cost, including wages and maintenance, at approximately EC \$48,600.

4.2.5 Historic Architectural Walk

a. General Objective

The general objective of this project is to preserve and revitalize houses with "gingerbread" architectural style found in the old section of town. The preservation and revitalization of selected houses would constitute the elements of a historic walk.

A supporting objective is to develop awareness among home owners and the general public of the architectural significance of the buildings and to encourage their support and involvement in preservation and revitalization. This will enhance the townscape, attract visitor interest, and stimulate community pride.

b. Description

The project by its nature is complex and hence must be carried out in phases. Of the 50 houses identified in the Tourism Development Plan for Soufriere, St. Lucia, all are most likely owned by separate individuals. A condition therefore for effective implementation is to galvanize public support through legislation or voluntary cooperation. The latter is preferred.

The houses are in varying states of condition and hence cost for preservation and revitalization will also vary. The average cost of EC \$10,000 per house for painting and facade repair given by the Tourism Development Plan is likely correct. However, before committing funds to that level, some form of structural survey is required to determine if the condition of a house justifies the investment in major facade repairs.

Of 33 houses visually surveyed on upper Bridge Street, 42% were considered in good to fairly good condition, 30% were in poor condition and 28% in fair shape. The survey revealed that the following activities will be vital components of the project, at least for the houses on upper Bridge Street:

- (1) Painting of facade to enhance building appearance and the streetscape.
- (2) Restore existing fretwork.
- (3) Construct new fretwork to add lively detail to building.
- (4) General facade improvement, including material replacement
- (5) Repair overhang support, e.g., columns that form arcades, and repair roof over overhang.
- (6) Restore general roof to weather tightness.

Only (1) will be implemented in the first phase of the project. Other activities must also be pursued as a condition for implementing subsequent phases but are not costed here.

Activities, First Phase

These include:

- (1) Painting of facades of 25 buildings on upper Bridge Street to enhance their appearance and the streetscape. Paint will be supplied to each home owner, who will provide his/her own labour for painting under general supervision. Therefore expenses to be covered are:

Purchase of paint for 25 bldgs @ 6 gals/bldg	
@ EC \$60/gal	EC \$ 9,000
General supervision of painting effort	3,000
	<hr/>
TOTAL COST:	12,000

- (2) A survey to determine which buildings should qualify for long term involvement in the project. A selection criteria should evolve out of the survey itself. Owners of selected buildings would qualify for (3).

The survey will also determine the scope and cost of future preservation and revitalization work as well as the cost of ancillary improvements, e.g., signs, plaques, lighting, etc. needed to implement the historic architectural walk.

- (3) Formation of a "Historic Buildings" Home Owners Association to stimulate home owner interest and involvement. The Association then becomes involved in all future project activities. Participation of a home owner in the Association is a precondition for any future support to his/her building.
- (4) The results of the survey will be used to determine the scope of an historic building preservation and revitalization training and employment project for unemployed Soufriere youths. The training/employment project would therefore provide the means for meeting the long term objectives of the larger historic architecture walk project.

c. Rationale

The attainment of the objective would mean a more attractive Soufriere, and the possibility of generating more income from tourism. This sub-project is one which involves certain Soufriere Townspeople more directly with the tourism phenomenon, and permits interaction on a more dignified basis.

In this case the tourists would not be admiring the St. Lucia natural phenomenon and historical sites only, they would be admiring something of the local people, their picturesque houses. This sub-project, if successful, would enhance the pride and self respect of the owners of the houses, and to some degree all Soufrierians.

d. Cost

The basic investment cost of the sub-project has been preliminarily estimated at EC \$ 618,000, broken down as follows:

Works	(Cost EC \$ 000's)
Painting and repairing of house facades (average EC\$ 10,000 per facade, 50 houses	500 (*of which 100 are public sector
Signs painted on the road	4*
Signs and plaques on historical sites and buildings, lights, sidewalks	100*
Booklets (first 6,000)	<u>14*</u>
Program Subtotal	618
Administration/supervision	62
Contingencies	<u>62</u>
Program Total	742
*Public sector, i.e., project costs	218
Including Administration/supervision	240
Including Contingency cost	262

The subproject requires a program of research on the history and architecture involved, and a continuing perservation program, which are treated as operating costs, since they would be ongoing. Some other investment costs associated with this subproject are charged to the Community Participation Program and the training program for tour guides.

The annual operating costs of this subproject were illustratively estimated at 10 percent of the initial costs.

4.2.6 Waterfront/Mall (Permanent Vendors Market)

(a) Objective

The general objective of the waterfront/mall sub-project is to give Soufriere an attractive face and provide a revitalizing core for focussing activity. Eventually, the waterfront will undergo some physical transformation, but is expected to retain some of its traditional uses, such as an occasional street market, where agricultural produce is sold. The physical upgrading envisaged is a pedestrian promenade, perhaps interspaced with multiple use stalls that would be integrated with an adjacent shopping mall.

Road adjustment would be made to allow occasional one-way vehicular traffic next to the promenade to allow passengers and cargo to be moved to and from the pier. The northern end of the promenade will terminate with a permanent vendors market, which is to give some regularity to vending activity that the occasional street market does not afford. The conversion of the meat market into the vendors market is to occur in the first phase.

(b) Description

Briefly, the project entails some structural work to the building, such as the casting of a new concrete beam and functional alterations, such as folding louvre doors and partitions to create stalls. A small lean-to addition to the building will provide some needed space, while lattice work, planters and landscaping should lend attractiveness.

(c) Rationale

Most of the vending in Soufriere town occur at the waterfront on street sidewalks. On Saturday mornings, in particular, the northern portion of the waterfront is turned into a street market that is both functional and attractive. However, when it rains, vending becomes a problem. Also, since the activity is periodic, vendors who desire more regularity in their businesses are hard pressed to find a comfortable station at which to sell their items. The creation of the permanent market will provide such regularity to a limited number of vendors, provide the opportunity to stock items besides produce that tourists may want to purchase, and in-addition ensure full use of a building that is presently underused.

Moreover, the market will provide some indication of how vendors will respond to changes in the physical appearance and use of the waterfront. At the same time, the section of the waterfront, where the promenade is to be created, will be closed to vehicular traffic between 10 a.m. and 2 p.m. on weekdays and on Saturday mornings to test the concept. The results can then be used to finalize the design of the permanent physical improvements that would occur in the next phase. During that time also, private landowners, on whose land the shopping mall is to be erected, would have time to fully explore the scheme and secure needed financing.

(d) Cost

The cost for converting the building, not including architectural supervision, is EC \$ 45,000. Annex V provides a breakdown of costs.

4.2.7 Coastal Zone Management Projects

General Objectives

Three small projects were developed out of recommendations for a management programme for the immediate coastal zone of Soufriere. The overall objective of the coastal zone management programme is to improve resource use and maintenance in support of the Soufriere Tourism Development Programme.

1. Rachette Point Marine Park

(a) The specific objectives of the Rachette Point Marine Park are:

- (1) Protection of coral reefs and associated habitats for the benefit of coastal fisheries
- (2) Encourage and maintain an appropriate level of SCUBA diving, while minimizing the wear and tear on coral reefs.

The implementation of the park could be considered a pilot scheme, whose results can help determine how best similar marine areas can be managed.

(b) Description

Project components and related costs are:

	EC \$
(1) Further research and documentation of baseline data on coral reefs, seagrasses, etc.	10,000
(2) Create material for use in the Soufriere Heritage Centre, e.g., slides and photos to help improve public awareness of marine resources	1,000
(3) Construct and install ten (10) permanent moorings for use of diveboats	11,000
Contingencies @ 10%	2,000
TOTAL	<u>24,000</u> =====

(c) Rationale

It is alleged that some of the best diving in the Caribbean occurs in the Soufriere area. Twelve (12) dive sites are used regularly in the area for an estimated 7000 dives yearly. The area proposed as a marine park contains five (5) of these sites. The volume of dives at these and other sites is expected to increase significantly in the next three to five years, and with it an increase in income for Soufriere.

However, scuba diving can exert severe impacts on coral reefs from boat anchors and human interference. Since the reefs in the Rachette Point Park are considered vital fishery habitats, their protection will help insure that vital coastal fisheries remain productive. ✓ From observation, fish consumption by the tourism industry is high although figures are not available. It is therefore necessary to document baseline data on the nature, complexity and status of the coral reefs to facilitate future monitoring. Anchor damage can be minimized by using permanent moorings on which dive boats can be tied.

d. Costs

The cost for implementing the park and operating the park would be offset by the introduction of a EC \$3.00 per dive tax for all dives inside as well as outside the park. An estimated 7,000 dives per year would generate EC \$ 21,000. Related costs were given above.

2. Soufriere Bay Beach Park

(a) Specific objectives of the park are:

- (1) To bring about aesthetic improvement of the coastline.
- (2) To facilitate beach-side recreation for visitors and tourists.
- (3) To provide parking for residents and out of town vehicles.

(b) Description

The project would include the following components:

- (1) Grading and landscaping to improve appearance
- (2) Selective removal of coconut trees to create more recreational space and to lessen the risk of human injury from falling coconuts or branches.
- (3) Provision of park furniture
- (4) Provisions for parking

(c) Rationale

The seafront next to the cemetery is underutilized, a situation due partly to abandoned vehicles, old drums and other discarded materials that make the area unattractive.

The clean-up of the area and its conversion into a seafront recreation park would encourage use and enjoyment by residents and visitors and also help to enhance the Soufriere waterfront.

(d) Cost

A budget of EC \$10,000 would be enough to sufficiently upgrade the area for use. Additional improvements would be done at a later stage.

3. Yacht Moorings

(a) The specific objectives of this project are:

- (1) To minimize random anchoring of yachts in the Hummingbird Restaurant area of Soufriere Bay, by encouraging the use of permanent moorings. The aim is to reduce conflicts between yachting and coastal fishing.
- (2) Encourage more efficient use of water space in the bay by making it possible for more boats to moor in a given area.

(b) Description

The project's components and related costs are:

	EC \$
(1) The construction of six (6) moorings using 45 gals drums filled with concrete, with steel bars employed to ensure stabilization on the seabed, @ \$1200 each	7200
(2) Placement of the moorings @ \$100 each	600
Contingencies @ 10%	780
Total:	<hr/> 8580

The moorings would require regular maintenance, estimated to cost EC \$ 300/mooring per year or EC \$ 1800 for six.

(c) Rationale

Fishermen allege that random anchoring of yachts in Soufriere Bay restricts fishing activity in which seines are used. The use of the permanent moorings would restrict yacht anchoring to a designated area and thus minimize the conflict. Also, since activities in Soufriere Bay and other parts of the coastline are expected to increase, an expanded use of moorings would be justified to protect traditional fishing and coastal habitats.

Construction and placement of the moorings would be done by the Fisheries Management Unit (FMU) and leased to the Hummingbird Restaurant or alternatively the Restaurant could make and install them and pay a small fee to the FMU for the lease of the seabed. A fee of EC \$10/night could be charged per mooring. Assuming 700 mooring nights per year, this would generate EC \$ 7000 in income annually.

4.3 Project Programs

4.3.1 Community Tourism Participation Program

(a) Objective

The objective is to encourage the integration of the community of Soufriere into the tourism industry, by (a) securing their participation as entrepreneurs as well as employees, and (b) educating, training, and orienting the community to a more sophisticated and mutually satisfactory inter-action with the foreign visitor.

(b) Description

The program is under elaboration in the Ministry of Community Development. However, preliminary proposals include:

- (i) a Soufriere small business facilitation and support segment;
- (ii) an education and awareness segment, consisting mainly of a course curriculum on tourism for the last grade in primary school in Soufriere; what it is, how it can affect Soufriere economically and culturally, and how the people of Soufriere can affect it;
- (iii) a Soufriere promotion and marketing segment, including specifically posters, a public information survey, and a brochure of tourism attractions. The small business facilitation and support segment tentatively might include:
 - "hands-on" type of very practical workshops in Soufriere for actual or potential small businesses (these might be adaptations of the training courses offered in St. Lucia in 1985 by the OAS via CHA's Small Hotel Training Course program;
 - individual follow-up "extension service", i.e., on-site advisory services to small tourism business; and
 - a central reservation and management service for lodging firms.

The education and awareness segment might also include a periodic public information bulletin. The course curriculum would be developed in conjunction with the Ministry of Education and the Ministry or Board of Tourism. These segments would be implemented by a corporation owned and controlled by native Soufriere townspeople. The legal corporate entity would have ongoing contracted professional advisory assistance.

(c) Rationale

The socio-economic situation of Soufriere and its effect on the tourism trade there was explained in Section III. Illustrative of that impact is a paragraph out of the third edition of Chris Doyle's Sailors Guide to the Windward Islands. In the entry on "Soufriere and the Pitons", it says, "The town dock should be avoided in all but the calmest weather, and you may not be able to stay long as boats from Castries have preference. You will find the local youths here aggressive and hard to control". This guide is influential among yachtsmen, particularly those who have never been to Soufriere. Similar oral cautions have been given by tour operators to tourists.

Though only a few youths may be the open manifestation of a discouraging atmosphere to visitors, there are underlying causes, affecting the town's general condition, additional to a lack of employment and lack of discipline. These include the opinion, common among Soufriere people, that the Castries tour agents, the big hoteliers up north on the Island, the sail-cruise schooner operators, etc., garner all the benefits from the stream of visitors to "their" town. More local business involvement is desirable in order to counteract that opinion, as well as to generate income and employment. Similarly, the education and awareness segment, especially that aimed at the primary school level, is believed essential to help counteract that opinion.

4.3.2 Institutional training and related studies

a. Objectives

The objective of the institutional training in the Soufriere project is to ensure a specific on-site application of training that may be given via a national institution. Related activities desirable now or in the future need to be approached on a systematically considered basis. This program would provide for their deliberate study now.

b. Description

The institutional training courses would be training of personnel from institutions, such as the National Trust, the Tourist Board, etc., rather than individuals working on their own or for small, individual firms.

One example of such training is that of tour guides.

An OAS course in 1985 trained a group of St. Lucians in Castries, not limited to personnel of an institution, in performing tour guide services. This proposed course, adapted to personnel of an institution, could be offered again. Training in handicraft production and marketing has also been proposed, and could be offered in an institutional framework, perhaps via the National Development Corporation or another agency. These courses typically are of 1 to 2 weeks duration; they would be given in Soufriere.

Studies for related activities mentioned include that of a marine park and a spa.

c. Rationale

The lack of skilled human resources is a major constraint to the successful realization of the project's objectives. Training is a worthwhile investment in remedying the skill deficiencies. In the past, some training efforts, particularly that of tour guides, have not sustained the results hoped for beyond the short term, possibly because the training was undertaken in isolation of other factors in the industry, and of individuals unconnected with an institution or organization. The present project would be designed to anticipate and provide for that tendency, providing training of employees backed up by an institution, where there are echelons of management behind them, where re-informcement can take place, and where follow-up to the training is scheduled.

Studies, whether very preliminary concept studies, pre-feasibility, or full technical feasibility studies are, of course, required for any project of investment of economic resources.

The preliminary studies proposed for a marine park and a spa were also proposed in the Tourism Development Plan for Soufriere, St. Lucia. Though the marine park and spa are not part of the Soufriere Town project, they are part of the Soufriere tourism region, and, just as the Sulphur Springs conservation area, or the Pitons National Park, have interrelationships and influence the demand and functioning of tourism to the area.

V. IMPLEMENTATION

5.1 Soufriere Tourism Development Agreement

The Soufriere Tourism Development Agreement provides a solid basis for the implementation of the Soufriere Tourism Development Programme. Its objectives, structure, terms and conditions are summarized in chapter III (3.1.2). The agreement is being implemented.

An essential condition for its success is the effective coordination of activities upon which the execution of the program's projects or actions is based. Such activities will be spread widely among a number of departments or bodies. Thus, a key function of the Programme Coordinator, who is to service both the Executive Committee and Technical Unit, is to ensure that commitments and schedules are kept by the various departments. Figure 1 shows how responsibilities for projects and actions are to be shared within the structure of the Agreement.

5.2 Importance of the Programme Coordinator

The performance of the Programme Coordinator will to a large degree determine the success of the programme. For this reason he/she is to possess suitable qualifications, i.e:

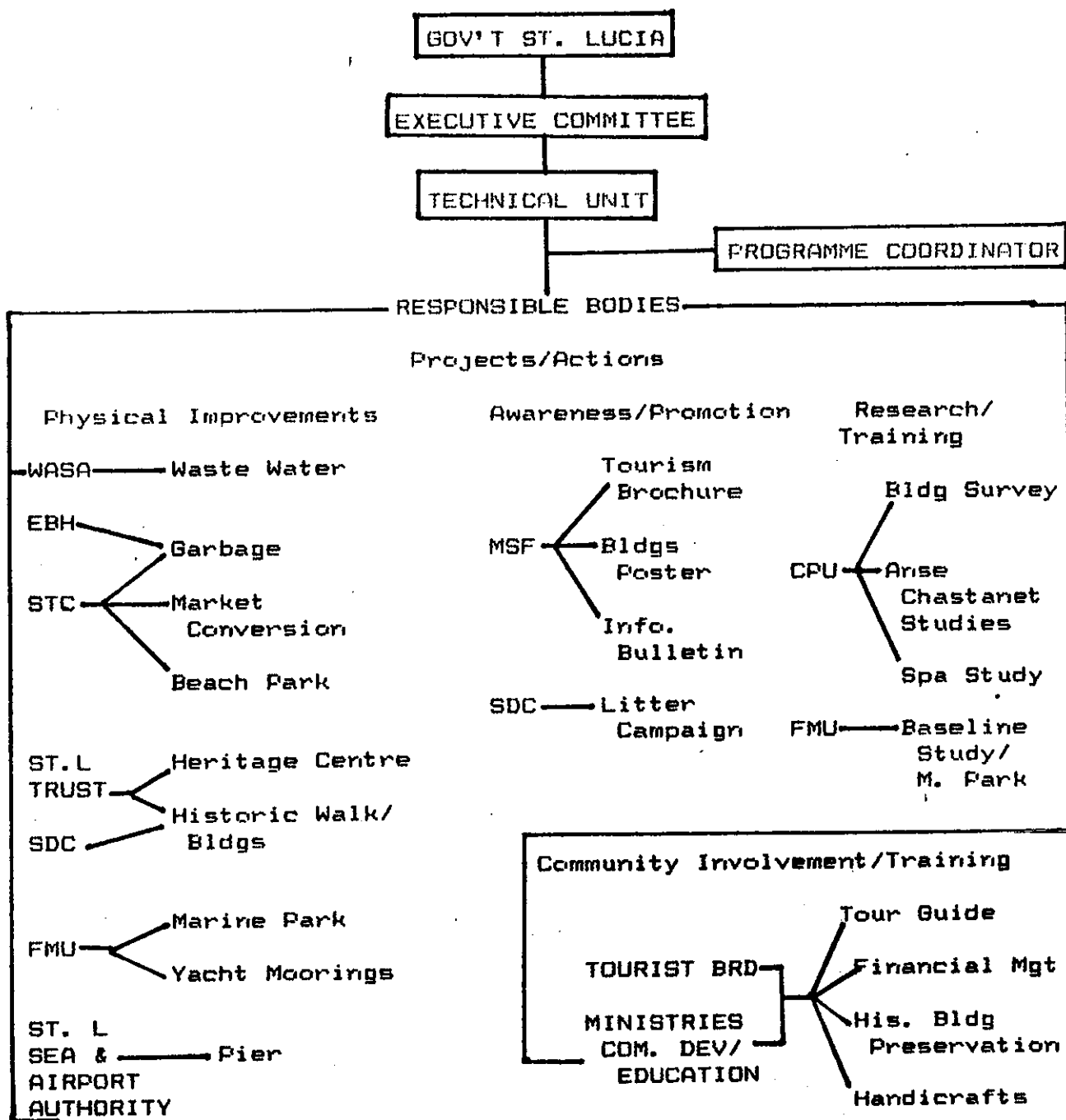
The technical capacity that allows familiarity with the technical aspects of project implementation;

The background or capability to effectively convey the aims of the Soufriere development programme to the community and to promote it to aid agencies and investors.

Ability to assist with proposal writing and fund raising.

The scope of the programme requires that the Coordinator be employed on a full time basis. Initially this may not be possible but eventually funding will be secured to ensure full time employment and a properly equipped and functional office.

FIGURE 1 : IMPLEMENTATION STRUCTURE, FIRST PHASE PROJECTS/ACTIONS



Note: CPU and FMU to organize technical assistance for survey or studies assigned. Tourist Brd to be consulted in most projects.

5.3 Vehicle for Promotion and Fund Raising

The Soufriere tourism development programme would stand a better chance to succeed if:

(a) Its goals and objectives are enthusiastically promoted within and outside the country;

(b) A vehicle is created to raise funds so that implementation does not rely completely on funding from aid agencies and the Government.

Therefore the Soufriere Development Committee (SDC) is to pursue the idea of creating the Magnificent Soufriere Foundation (MSF), whose primary functions are to:

(a) Promote the Soufriere tourism development programme;

(b) Raise funds to execute special projects and programme related activities.

It would be established as a non-profit company under St. Lucia laws and registered in the USA, a US territory or any appropriate country to attract tax deductible donations from patrons. Patrons and well wishers could become subscribing members of the Foundation. A special event that the Foundation could plan in conjunction with the St. Lucia Tourist Board and a yacht club to promote Soufriere, is an annual Empress Josephine Yacht Race from Martinique to Soufriere. Special activities of an historic cultural nature could be planned to complement the finish.

