

Caribbean Heritage Survey Analysis

REGIONAL NEEDS AND OPPORTUNITIES TO SUPPORT CULTURAL HERITAGE PROTECTION

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LIST OF ACRONYMS

CCBP – Caribbean Capacity Building Programme

CEU – Continuing Education Unit

CTO – Caribbean Tourism Organization

ICCROM – International Centre for the Study of the Preservation and Restoration of Cultural Property

ICOM – International Council of Museums

ICOMOS – International Council on Monuments and Sites

IUCN – International Union for the Conservation of Nature

NCPE – National Council for Preservation Education

SIDS – Small Island Developing States

UIA – International Union of Architects

UNESCO – United Nations Education, Scientific and Cultural Organization

UNWTO – United Nations World Tourism Organization

INTRODUCTION

This report on the results and analysis of the detailed online survey carried out from January to April 2013 as an initial activity for the OAS project, “Expanding the Socio-economic Potential of Cultural Heritage in the Caribbean” provides an analytical summary of the responses by 210 respondents in the region about present trends, practices, and attitudes about heritage throughout the region. It was further revised in light of the stakeholder feedback provided during a regional experts meeting, convened in Barbados May 6-9, 2013. The intent of this report is to identify regional gaps and strengths in the protection and promotion of cultural heritage, as well as to highlight the range of potential themes for collaborative regional work.

The survey was constructed to collect quantitative and qualitative responses covering major components of heritage practice and appreciation: the types of regional heritage resources, the existing legal and policy frameworks, the human resource and funding capacity of the heritage and associated sectors, administrative practices, socio-economic impacts, regional and international cooperation, public engagement, and regional and national heritage values and attitudes (for the specific survey sections and questions, see Appendix A).

The wider project’s main objective is to encourage and assist the 14 participating OAS member states (Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago) to respond to common challenges in the protection and sustainable socio-economic use of their individual and shared cultural heritage.

The findings of this survey are organized in this report as follows:

- Chapter 1 in its entirety analyzes the existing legal and policy frameworks for heritage protection;
- Chapter 2 contains information related to existing funding mechanisms for cultural heritage, and existing challenges related to human resources in the region;
- Chapter 3 contains information related to heritage administration, including its oversight and monitoring, and to external challenges connected with tourism and other socio-economic and environmental factors.

A. Concerns addressed by this Project

Three primary areas of challenge and opportunity regarding cultural heritage—governmental protection, economic planning, and socio-cultural development—have shaped the design of this project. The online survey was formulated to gather information and attitudes on key issues in cultural heritage management by securing pertinent input from representatives of

government, the private sector, and NGOs in the participating member states and throughout the wider Caribbean region.

1. Capacity of Government Institutions to Protect Cultural Heritage

The survey responses reflected a shared belief—clearly confirmed by the experts assembled at the Barbados meeting—that in order for cultural heritage to be properly protected while being used beneficially for the socio-economic development of the population, it is imperative that a strong institutional and legal framework be in place. The first part of the survey focused on gathering information that would permit a regional as well as a country-by-country assessment of the strength and effectiveness of existing legal and policy frameworks. The survey sought to find out whether weak heritage legislation and regulations, limited financial and human resources for national administrators of cultural heritage, and insufficient collaborative links between the public and private sectors have resulted in an environment of increased threat, the misuse of tangible and intangible cultural heritage resources and the erosion or mutation in the values attributed to them. It also sought to identify particularly strong and effective legislation within the region that might provide models for participating member-states.

The survey and discussions in the subsequent experts meeting also sought to determine whether the following effects were associated with weak or ineffective legal and regulatory frameworks:

- A focus on short-term economic criteria in development planning, possibly leading to the loss or commodification of historic districts as shopping areas mainly for outside visitors and the loss or destruction of vernacular architecture to be replaced by structures built of mass-produced materials;
- An inability or strained capacity of existing cultural heritage staff to handle the increasing scale and complexity of contemporary heritage management problems;
- A lack of protection for significant categories of heritage resources (e.g. intangible, diasporic, underwater, multicultural) and their subsequent loss of value;
- Inadequate protection and management of even the officially recognized resources;
- Long gaps in time or poor performance in the supervision and monitoring of nationally protected resources.

2. Economic Development Considerations

This project recognizes that cultural heritage has evolved from its once traditional museological function to play a fundamental role in sustaining the socio-economic development of communities and nations. Indeed, experiences in many regions of the world have demonstrated that a primary reliance on tourism, while offering some short-term economic benefits, can also sometimes alienate communities from their traditional heritage. The survey

sought to identify whether international “mass” and “niche” tourism interests in regional and national planning could undermine a primary objective of enhancing local appreciation for cultural heritage and facilitating the task of cultural heritage practitioners in protecting heritage elements and values for current and future generations.

As was clear from the survey responses and meeting discussions, the OAS member states participating in this study all face the challenges posed by dependence on tourism as a primary economic activity. Many reportedly suffer from high rates of revenue “leakage” to foreign corporations, tour operators and other service providers (Karagiannis and Witter 2004; Singh 2006). World Bank figures indicate a dependence on tourism for employment nearly twice the world average,

According to the most recent Economic Impact Report of the World Travel and Tourism Council (2013), although the Caribbean ranks #1 of 12 regions around the world for the relative importance of travel and tourism’s contribution to GDP, its immediate growth potential for 2013 and its long-term growth potential over the next 10 years is ranked a disappointing tenth. One of the objectives of the survey was therefore to gauge the attitudes and existing strategies of regional policymakers, community developers, and private practitioners toward balancing the economic contribution of foreign visitors while supporting sustainable protection efforts and meaningful social connections to regional heritage.

In order to analyze the above concerns and experiences in the region, the survey delved into these possible impacts:

- The influence of mass tourism on the protection of cultural heritage and local attitudes toward it;
- The long-term effects of the framing of cultural heritage as a monetizable resource.
- Investment in cultural heritage driven by of external market forces and short-term profit;
- The perceived appeal of the region’s climate, natural beauty, and certain aspects of its culture as being primarily focused on attracting visitors, without proper consideration for the enhancement of local culture and identity for the local citizens;
- Overexploitation of coastal landscapes and cultural resources to commercial development and markets;
- An overdependence on the international tourism market to the detriment of alternative, more locally-sustainable economic resources;
- The protection (or lack of protection) afforded cherished local cultural resources that are not promoted to outside visitors as attractions or entertainment venues.

3. The Challenges of Socio-cultural Change

The unfortunate, yet familiar phenomena that frequently challenge the prosperity and social cohesion of developing nations such as growing economic disparities, increased urbanization, the proliferation of mass media, out-migration and brain drain, and the consumption of imported, mass-produced goods in preference to local products are known to have a direct impact on the value of cultural heritage for society and the way that cultural heritage is used or misused.

The survey thus sought to identify the existence and level of a variety of possible impacts on the perception and protection of the cultural heritage, including the following possible phenomena directly related to heritage protection and promotion:

- An erosion of pride in local cultural identity resulting from dependent relationships or tensions between foreign visitors and local communities;
- Decreasing significance or abandonment of traditional role models and changes in intergenerational relationships;
- Replacement of traditional local materials, cuisine, and subsistence strategies with less durable constructions, cheaper imported consumer goods, and highly processed, pre-packaged foodstuffs
- Deterioration of collective memory and shared identity that cultural heritage embodies
- Loss of knowledge of local ecological systems in rural areas and increasing population pressure in urban centers;
- Limited opportunities for informal cultural knowledge transfer among citizens of different localities, income levels, and lifestyles, contributing to a breakdown in social cohesion.

B. Scope and Purpose of the Stakeholders' Survey

This project, in which the online survey was an initial component, seeks to engage all sectors of the regional heritage community along with organizations dedicated to social development to explore their full range of options within their own cultural optic, to recognize both their rights and responsibilities to participate in the protection, intergenerational transmission, and inclusive social use of shared heritage.

The purpose of the online stakeholders' survey was thus twofold: 1) to collect detailed data on the attitudes and perspectives of all regional actors regarding the main challenges facing the protection of cultural heritage throughout the region, and 2) to begin a process of multi-

sectorial engagement in identifying and prioritizing the central challenges and opportunities for regional action in the coming decades.

Four main sectors and nine subsectors of stakeholders were identified as potential respondents in order to encompass the full range of individuals and organizations dealing with, or utilizing, cultural heritage (Table 1).

Table 1. Sectors that respondents self-identified as

Sector	Description
Government	Government Education Ministries and Agencies
	Government Heritage Ministries and Agencies
	Government Tourism Ministries and Agencies
	Government Planning Ministries and Agencies
	Government Environment Ministries and Agencies
Non-profit, Non-Government	NGOs that directly engage with heritage
	NGOs that indirectly engage with heritage, typically through community development programs
Academic	Academic and educational institutions
Private, for Profit	Private, for-profit firms and private practitioners that directly engage with heritage
	Private, for-profit firms and private practitioners that indirectly engage with heritage, typically through economic development projects

A total pool of approximately 500 potential respondents was initially selected to take part in the survey, which remained open and online from 28 January to 5 April 2013. (For a detailed description of the survey methodology and performance indicators, including statistics about the respondent pool, see Appendix B). The completed surveys were exported to a database and analyzed both cumulatively and relationally with data analysis tools to detect patterns and anomalies. Open text answers were also coded using descriptive categories identified within the range of responses and analyzed.

An important caveat is that the survey and its sample were not intended to fit the standard statistical principle of “independent and identically distributed random variables;” that is, the structure of the heritage sector and its activities contains many dependent interrelationships and the coverage of the sample was not presumed to be random or unbiased. Therefore, the figures reported within this report are representative of the rates of responses of the sample

queried and do not necessarily represent generalizable statements about the heritage sector as a whole. We depend upon the respondents and other practitioners in the region to confirm, nuance, and extend these findings to other domains.

The overall analytical goals of the survey were:

- 1) To determine the extent and effectiveness of cultural heritage laws and policies in the region and particularly in the participating member states.
- 2) To make an initial inventory of the skills, funding sources, and training capacities of all the regional cultural heritage sectors and each of the participating member-states.
- 3) To document the stakeholders' responses regarding current sectorial performance, programs, and particular challenges faced.
- 4) To make an initial analysis of the areas of gaps, overlaps, and potentials for capacity sharing—and to prioritize possible projects in the region that will address them directly.

As mentioned above, the survey's purpose is more than data gathering and analysis; it is meant as an important first step in a longer-range process of enhancing and, where necessary, building inter-sectorial cooperation and public engagement in the appreciation, planning, and sustainable management of their shared cultural heritage. This process may be thought of as a civic duty, not a service to be performed and directed only by experts. Like cultural heritage itself, it is an indicator of a society's confident reflection on its (sometimes tragic) past and evidence of its determination for its cultural survival. It is also the basis on which a positive and constructive future will be built.

For that reason this survey's conclusion and suggestions—even its analysis of the various components of heritage practice—must be viewed as the beginning of an extended conversation in which the stakeholders and professionals of the region will take an increasingly significant role. Indeed the conversation that will begin with a regional stakeholders' review of this survey will be continued with the development of a draft regional agenda, and ultimately regional action in pilot projects that will experiment with innovative solutions with the participation and for the benefit of the Caribbean countries and citizens.

CHAPTER 1: LEGAL & POLICY FRAMEWORKS FOR THE CONSERVATION AND MANAGEMENT OF CULTURAL HERITAGE

A. Introduction

One of the most important characteristics of modern cultural heritage management is its incorporation—in many significant respects—into the legal and administrative responsibilities of government. Similar to the function of environmental laws and regulations in protecting the shared natural resources of every nation, the government’s role in the protection of the historic landscape, artifacts, and archival records and its role in safeguarding time-honored art forms, crafts, and intangible traditions can be seen as an essential obligation to the contemporary population as well as to generations still to come. This chapter will present an analysis of the survey questions dealing with the laws and policies enacted by the OAS member states participating in this project, their effectiveness as instruments of protection, the cooperation of various governmental agencies in insuring their enforcement, and will conclude with some tentative conclusions and suggested areas for further work. These conclusions and suggestions arise directly from the stakeholders’ survey responses and offer possible indications of where regional legal opportunities and challenges in the governmental oversight of cultural heritage are to be found.

B. Heritage Legislation

1. Awareness of Heritage Legislation across Sectors and Countries

Heritage legislation is an absolute necessity for every country that values its cultural heritage. It lays the foundation on which are built all the mechanisms and resources needed for identifying, protecting, and using cultural heritage for the public benefit and for transmitting it to future generations. For this reason, the survey posed an initial question to all respondents regarding the existence of policies, laws, or regulations that have an effect on the specific types of cultural heritage with which they work. Respondents were asked whether such laws or policies existed and to identify the most important of them.

A slight majority of respondents (53.2%) reported that such legislation indeed existed. At least one response received from each of the 14 participating member states identified in detail a corpus of laws that currently exist and impact their work. Several countries were represented by respondents with markedly higher awareness of such laws, including Trinidad and Tobago

(60%), Dominica (67%), Saint Kitts and Nevis (72%), and Guyana (75%).¹ The majority of respondents (70%) from Antigua and Barbuda were unaware of such legislation, perhaps reflecting the absence of such laws and regulations, which multiple respondents reported as currently being drafted.

As expected, those respondents working in government were more likely to identify such laws than respondents in the other sectors, as were those private practitioners and NGOs whose work focuses on the conservation of cultural and natural heritage. Those private sector respondents that deal indirectly with heritage (typically through tourism and hospitality services) were least likely to be aware of such laws (33% reported that such laws existed and impacted their heritage-related work).

However, many respondents (46.8%) were either unaware (19.4%) or unsure (27.4%) about the existence of any heritage laws, indicating that the prescriptions of these laws may not be receiving full implementation from all heritage practitioners and stakeholders at the national level.

2. Awareness of Legal Protection of Specific Heritage Categories and Types

The survey also queried those respondents who work in government culture and environmental ministries on whether existing legislation afforded legal protection to 31 specific heritage types across four major categories: immoveable heritage (i.e. buildings, sites, and landscapes), moveable heritage (i.e. artifacts, documents, and archival material), intangible cultural heritage (i.e. performing arts, traditions, and rituals), and natural heritage. These data are summarized in Table 2 below.

Table 2. Responses from government respondents on the existence of national legislation for protecting some resources in four major categories of heritage

Member State	Immoveable	Moveable	Intangible	Natural
Antigua and Barbuda ²	NO	NO	NO	NO
Bahamas	YES	YES	NO	YES
Barbados	YES	YES	YES	YES
Belize	YES	YES	NO	YES

¹ One hundred percent of the respondents from Haiti were aware of such laws, but the relatively small sample size (n=3) should be noted.

² New legislation for heritage has reportedly been enacted in Antigua and Barbuda since the survey was administered.

Dominica	YES	NO	YES	YES
Grenada	NO	NO	NO	NO
Guyana	YES	YES	YES	YES
Haiti	YES	YES	NO	NO
Jamaica	YES	YES	YES	YES
Saint Kitts and Nevis	YES	YES	NO	YES
Saint Lucia	YES	NO	NO	YES
Saint Vincent and the Grenadines	YES	YES	NO	YES
Suriname	YES	YES	NO	YES
Trinidad and Tobago	YES	YES	NO	NO

The diversity of heritage types potentially protected by heritage legislation is reflected in the wide range of laws, policies, and regulations cited by respondents. These could be grouped into the following general categories:

- those concerning protected areas, parks, sites, and monuments
- those concerning architecture, planning, and development
- those concerning archaeological excavations and mitigation, including shipwrecks
- those concerning archives and archival materials
- those concerning museums and collections
- those concerning rights of Indigenous peoples
- those concerning fragile environments, especially marine and coastal resources
- those concerning endangered species of flora and fauna
- those concerning trademarks, sales, and promotion of cultural products and festivals
- those concerning copyrights and patents
- those concerning fiscal incentives
- specific international conventions regarding the protection of heritage

All survey respondents were also asked an open-ended question regarding which types of heritage resources they felt were not currently receiving legal protection. As expected, the range of responses varied widely, and in fact, may reflect the personal concerns, lack of awareness, or even erroneous perceptions of individual respondents. Nevertheless, they are summarized in Table 3 by country.

Table 3. Totality of heritage categories or types that respondents perceive as not receiving any legal protection or recognition

Member State	Immoveable	Moveable	Intangible	Natural
Antigua and Barbuda	<ul style="list-style-type: none"> • archaeological sites • sites of industrial heritage and their metal artifacts 	<ul style="list-style-type: none"> • archaeological artifacts 		
Bahamas	<ul style="list-style-type: none"> • historic buildings and sites • underwater heritage • public access to beaches (as cultural landscapes) 		<ul style="list-style-type: none"> • music and dance • festivals • folklore • cuisine • traditional crafts 	<ul style="list-style-type: none"> • public access to beaches
Barbados	<ul style="list-style-type: none"> • historic buildings and monuments • vernacular architecture 	<ul style="list-style-type: none"> • archaeological collections 	<ul style="list-style-type: none"> • crafts • festivals • “all of the intangible heritage” 	<ul style="list-style-type: none"> • native flora • coral reefs
Belize	<ul style="list-style-type: none"> • remote archaeological sites, especially those excavated by foreigners • underwater heritage • historic buildings and monuments • vernacular architecture (especially wooden structures, which are reportedly torn down due to cost of preservation) • cultural landscapes • cemeteries 		<ul style="list-style-type: none"> • ethno-botanical knowledge • music and dance • cuisine • traditional medicine 	
Dominica	<ul style="list-style-type: none"> • heritage buildings and sites, especially those on private lands • historic architectural techniques • industrial heritage sites 		<ul style="list-style-type: none"> • Indigenous intangible cultural heritage 	
Grenada	<ul style="list-style-type: none"> • “all of our heritage sites” • historic towns • archaeological sites 		<ul style="list-style-type: none"> • all intangible forms, especially those that are reportedly being infringed upon 	

	and artifacts currently being looted			
Guyana	<ul style="list-style-type: none"> • historic buildings, especially those made of wood 		<ul style="list-style-type: none"> • “the intangible resources” • Indigenous intangible cultural heritage • masquerade 	<ul style="list-style-type: none"> • flora and fauna that contribute to the nation’s biodiversity
Haiti	<ul style="list-style-type: none"> • historic districts 	<ul style="list-style-type: none"> • moveable heritage, especially libraries and archives 	<ul style="list-style-type: none"> • elder guardians of traditions 	<ul style="list-style-type: none"> • natural heritage
Jamaica	<ul style="list-style-type: none"> • Maroon sites • historic industrial sites 		<ul style="list-style-type: none"> • crafts • cuisine • music • language • Maroon traditions 	<ul style="list-style-type: none"> • ecosystems
Saint Kitts and Nevis	<ul style="list-style-type: none"> • historic sites • historic industrial sites 		<ul style="list-style-type: none"> • traditional language • ethno-botanical knowledge 	
Saint Lucia	<ul style="list-style-type: none"> • historic industrial heritage • vernacular architecture and historic buildings (especially wooden ones) • archaeological sites • cultural landscapes • privately owned buildings and sites 	<ul style="list-style-type: none"> • archaeological artifacts 	<ul style="list-style-type: none"> • Creole language • crafts 	
Saint Vincent and the Grenadines	<ul style="list-style-type: none"> • archaeological sites • Historic works of civil engineering 	<ul style="list-style-type: none"> • archaeological artifacts 		
Suriname	<ul style="list-style-type: none"> • historic buildings • Vernacular architecture of Amerindian and Maroon peoples 	<ul style="list-style-type: none"> • archaeological artifacts 	<ul style="list-style-type: none"> • intangible, especially ethno-botanical knowledge 	<ul style="list-style-type: none"> • all natural heritage
Trinidad and Tobago	<ul style="list-style-type: none"> • vernacular architecture • all built heritage • archaeological sites • underwater heritage 	<ul style="list-style-type: none"> • artworks • archaeological collections 	<ul style="list-style-type: none"> • traditional knowledge of Indigenous and ethnic groups • music and traditional instruments 	<ul style="list-style-type: none"> • all natural heritage

Curiously, historic buildings, the most pervasive type of protected heritage category in the world, was identified as not being officially protected by respondents in seven countries (Bahamas, Barbados, Belize, Dominica, Guyana, Saint Lucia and Suriname), even though it is known that in some of these countries, such protection exists. What may be implied from these responses is that many locally significant historic buildings in those countries are not currently receiving legal protection (or the implementation of such legal protection is perceived as so inadequate that respondents presume a lack of legal protection).

Among other immovable heritage resources, vernacular buildings and settlements, identified in some cases as wooden construction, appear to be particularly vulnerable. This vulnerability would include the intangible component of transmitting vernacular construction expertise from one generation to the next. In addition, the protection of elements of industrial and underwater heritage and historic towns or settlements also appear to be lacking proper protection and recognition in certain countries, which is alarming, given their abundance and significance in the region, together with the vernacular architectural expressions.

Archaeological sites were identified in Antigua and Barbuda³ as not being officially recognized, and elsewhere, the artifacts being extracted from such places and curated in domestic and foreign collections also appear to have no protection. Respondents from Grenada and Belize reported that archaeological sites are actively being looted, especially in remote areas.

As is the general rule across all world regions, intangible heritage is just beginning to receive proper recognition and protection; thus, government respondents from the project's participating member states were less likely to report awareness of intangible heritage legislation. Accordingly, respondents noted a wide range of intangible heritage resources that do not have proper legal protection.

3. Perceived Effectiveness of Heritage Legislation, Policies, and Regulations

Respondents were asked to judge the general level of effectiveness of their nation's legislation in protecting cultural heritage on a five-point scale (see Table 4). Respondents were only shown this question if they had answered "yes" to being aware of particular heritage-related laws, policies, and regulations in their nation that impacted their work. Thus, in countries with relatively low awareness of legislation (as discussed above), a higher percentage of responses were null, representing a lack of awareness and an inability to judge the effectiveness of laws (the last column in Table 4). Only 4% of the total respondents voluntarily left this question blank, presumably denoting "no opinion."

³ That is, at the time the survey was administered. Because legislation has since been enacted, this may have changed.

Table 4. Frequency distributions of perceived effectiveness of legislation, policies, and regulations in protecting cultural heritage, organized by member state

Member State	Very Ineffective	Ineffective	Neutral	Effective	Very Effective	No Opinion or unaware of laws
Antigua and Barbuda	0%	0%	10%	10%	0%	80%
Bahamas	7%	7%	14%	21%	0%	50%
Barbados	0%	22%	11%	11%	0%	56%
Belize	0%	4%	8%	17%	13%	58%
Dominica	0%	7%	7%	33%	20%	33%
Grenada	0%	9%	27%	18%	0%	45%
Guyana	0%	25%	13%	38%	0%	25%
Haiti	0%	67%	33%	0%	0%	0%
Jamaica	4%	4%	20%	20%	0%	52%
Saint Kitts and Nevis	18%	0%	9%	27%	0%	45%
Saint Lucia	0%	0%	11%	22%	0%	67%
Saint Vincent and the Grenadines	0%	0%	0%	0%	0%	100%
Suriname	0%	11%	22%	11%	0%	56%
Trinidad and Tobago	20%	5%	25%	0%	5%	45%
AVERAGE	5%	7%	15%	17%	4%	53%

Those respondents who were aware of heritage legislation were generally neutral to positively-oriented toward the effectiveness of such laws. Most of these responses ranged in the middle of the ordinal scale, perhaps suggesting that many feel there is still room for improvement in their heritage laws. Only in Trinidad and Tobago, Dominica, and Belize did some respondents perceive their legislation as being very effective in protecting cultural heritage. However, the distribution of responses from Trinidad and Tobago appeared bimodal and skewed toward the negative range with a “very effective” response representing an anomalous perspective. It should be noted that Trinidad and Tobago, Saint Kitts and Nevis, Bahamas, and Jamaica were also represented by some who perceived heritage legislation to be very ineffective. Barbados and Haiti also had distributions slightly skewed toward the negative range of the scale.

Those respondents who perceived such laws to be ineffective or very ineffective were asked to identify the sources of ineffectiveness. This subgroup of individuals was relatively small, so it is difficult to draw any generalizable conclusions about their responses, which are tabulated in a simplified form in Table 5.

Table 5. Sources of perceived ineffectiveness in heritage legislation

Member State	Lack of budget	Lack of staff	Lack of special expertise	Weak regulations	Overly strict regulations	Inefficient bureaucracy	Lack of communication	Conflict with other laws and regulations
Bahamas	x	x	x	x		x		
Barbados	x	x	x	x	x	x	x	
Belize		x	x	x		x		
Dominica	x	x		x		x	x	
Grenada	x			x	x			x
Guyana	x	x	x	x		x	x	x
Haiti	x	x	x	x		x	x	x
Jamaica	x	x	x	x	x	x	x	x
Saint Kitts and Nevis	x		x	x		x	x	x
Suriname	x	x	x	x		x	x	x
Trinidad and Tobago	x	x	x	x		x	x	x

Respondents were also able to check an “other” option when identifying sources of ineffectiveness and were invited to specify the factor they had in mind. Two respondents from Dominica and Saint Kitts and Nevis, respectively, specified that they perceived laws as ineffective due to a lack of political will to enforce the laws. A respondent from Grenada complained of the government’s “lack of political will to relinquish control of heritage assets.” A Haitian respondent identified a lack of funds for the government to purchase property at current market values, which may reflect a requirement of the heritage legislation that all protected properties must belong to the state (and which is a slight expansion on the vaguer issue of “lack of budget”). A Jamaican respondent complained of the lack of a specific law dealing with moveable property, denoting a lack of coverage of specific heritage types and/or specific contexts in current legislation. Several respondents from Trinidad and Tobago agreed that there is a lack of political will, and one respondent complained that political favoritism, rather than skill, determined who is able to rise to levels of authority.

Many of these sources of ineffectiveness extend beyond the scope of the law itself, and instead speak to a lack of capacity of the national administration to carry out their legal mandates, which is more fully explored in Chapter 2. However, those respondents who identified weak regulations, overly strict regulations, or conflicts with existing laws and policies are pointing

toward deficits in current legislation, which could be more fully explored by heritage policymakers.

C. *Legal Authorities Attributed to Heritage Agencies*

It is important that heritage-related laws assign governmental entities a proper and clear range of duties that will ensure that the country’s heritage resources are properly identified, managed, used, and integrated into the overall national life. Table 6, below, identifies in a succinct way the basic responsibilities that strong and effective legislation should assign. In addition, it summarizes how the responses received from each country confirmed the existence and application of those responsibilities, both through legislative obligation or simply as a result of established practices.

Table 6. Legal authorities that government respondents report are attributed to their agencies with regard to cultural heritage

Key: Y = Yes N = No U = Uncertain (i.e. 50% or null) % = percentage of government respondents in agreement	Management			Oversight				Cooperation		
	Establish Standards	List Protected Heritage on Registers	Heritage Planning	Approve Heritage Projects	Issue Permits & Licenses	Review Development Plans	Environmental Monitoring	Offer Technical Assistance	Award Grants & Contracts	Manage Fiscal Incentives
Antigua and Barbuda	U	U	U	U	U	Y	U	Y	Y	N
Bahamas	Y 75%	U	N 75%	U	U	N 75%	N	Y 75%	N 75%	U
Barbados	Y	Y	N	Y	N	Y	N	Y	Y	Y
Belize	Y 60%	Y	N	Y 60%	Y	N 80%	N	Y	Y 60%	N 60%
Dominica	U	U	N	U	N 75%	N 75%	N 75%	Y 75%	U	N
Grenada	Y	Y	N	Y	N	Y	N	Y	Y	N
Guyana	Y	Y	Y	Y	Y	Y	U	Y	Y	U
Haiti	Y	Y	N	Y	Y	N	N	Y	N	N

Jamaica	Y 80%	N 60%	N 80%	N 60%	N 60%	N 60%	N	N 80%	Y 60%	N
Saint Kitts and Nevis	Y	N	N	N	N	N	N	Y	N	N
Saint Lucia	U	U	N	N	N	N	N	N	N	N
Saint Vincent and the Grenadines	N	N	N	N	Y	N	N	Y	N	N
Suriname	Y	Y	Y 75%	U	U	Y 75%	N	Y	Y	N 75%
Trinidad and Tobago	U	N	U	N	N	U	N	Y	Y	N

What is most troubling about the table above is the rate of uncertainty that exists regarding the responsibilities that the law assigns to government entities. For instance, it is known that some forms of heritage inventories are kept by the Department of Archives in the Bahamas⁴, and yet only 50% of the respondents are aware that the government has the authority to list heritage resources on registers or inventories. There were also several instances where contradictory responses were given by individuals working in the same government agency, suggesting a pervasive lack of awareness throughout the bureaucratic structure.

In addition, the table suggests that Guyana and Barbados have clearer heritage legislation that establishes most of the basic duties required for effectiveness, and which is understood by the majority of government respondents. Belize, Grenada, and Suriname appear to represent a middle range in which responsibilities are widely understood and fairly widely distributed. Next, the figures suggest that the heritage legislation is weaker in affording specific authorities to government entities in Antigua and Barbuda, the Bahamas, Dominica, Haiti, Jamaica, Saint Kitts and Nevis, Saint Vincent and the Grenadines, and Trinidad and Tobago. In Saint Lucia, the respondents suggest either the absence or the complete ineffectiveness of the heritage law in granting specific authority to heritage agencies.

⁴ <http://oieahc.wm.edu/uncommon/117/bahamas.cfm> In cooperation with the Preservation of Historic Buildings Committee of The Bahamas National Trust, the Department of Archives' museum section prepared a Register of Historic Places of New Providence which was presented to the Minister of Education in 1993. The Department of Archives reports that the Register of Family Islands historic places is in progress under the Antiquities, Monuments, and Museums Corporation.

D. *Inter-Ministerial or Intra-governmental Coordination in the Management of Cultural Heritage*

1. **Cooperation among Agencies**

Many heritage resources inevitably fall under the whole or partial jurisdiction of government agencies whose mandate may not be directly related to heritage protection. Good examples of this are the many government ministries housed in important historic and landmark structures. In other instances, heritage resources are impacted by the activities of non-heritage government agencies, such as Transportation, Agriculture, Defense, Urban Development, and Tourism (see Table 7 for such examples from government respondents across the region). Respondents in most participating member states indicated the existence of such complex networks, especially Barbados, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago. Respondents from Belize reported the existence of networks among the bureaus most related to preventing the illegal trafficking of antiquities. It is important that a robust internal consultation process among all involved agencies be in place to mitigate or eliminate the negative impact that such governmental undertakings may have on the country’s heritage resources and to insure that entities are working in league with each other rather than inadvertently against each other.

One respondent related the consequences of the lack of such processes:

The government is inefficient and disjointed in the bureaucracy that governs these heritage organizations. For instance, the environment and natural heritage agency is under the Ministry of Agriculture while the cultural heritage agency is under the Minister of Tourism. Thus multiple ministries and departments are often competing to do the same work and [officials] may be petty in "claiming" areas of jurisdiction and power without actually keeping an eye to the ultimate preservation of the country's natural and cultural heritage.

Table 7. Government agencies that frequently cooperate, listed by member state

Member State	Government ministries and agencies that frequently work together on cultural heritage matters
Antigua and Barbuda	<ul style="list-style-type: none"> • Ministry of Education, Sports, Youth, and Gender Affairs • Ministry of Health • Public Works
Bahamas	<ul style="list-style-type: none"> • Bahamas Antiquities, Monuments and Museums Corporation • Bahamas Department of Archives • Field Tourism Offices • Ministry of Tourism • Ministry of Works

	<ul style="list-style-type: none"> • National Museum of the Bahamas • Ministry of Youth, Sports & Culture
Barbados	<ul style="list-style-type: none"> • Barbados Investment and Development Corporation • Barbados Museum & Historical Society • Barbados Tourism Investment, Inc. • Central Bank of Barbados • Ministry of Family, Culture, Sports and Youth • Ministry of Tourism • Ministry of Education • Ministry of Transport and Works • Ministry of Foreign Affairs • Natural Heritage Department • National Cultural Foundation • Town and Country Development Planning Office
Belize	<ul style="list-style-type: none"> • Belize National Commission for UNESCO • Customs Department • Immigration • Police Departments • Ministry of Natural Resources • Ministry of Tourism • National Institute of Culture and History
Dominica	<ul style="list-style-type: none"> • Bureau of Gender Affairs • Discover Dominica Authority • Dominica Festivals Commission • Invest Dominica Authority • Kalinago Barana Aute • Local Government Department and Councils, including Carib Council • Ministry of Agriculture and Forestry • Ministry of Culture, Youth and Sports • Ministry of Education and Human Resource Development • Ministry of Social Services • Ministry of Tourism • National Parks • Police Forces and Fire and Ambulance Services • WNT Research and Interpretation Facility
Grenada	<ul style="list-style-type: none"> • Customs Department • Department of Forestry & Fisheries • Immigration Department • Grenada Board of Tourism • Ministry of Agriculture • Ministry of Education • Ministry of Labour • Ministry of Tourism, Civil Aviation and Culture • Ministry of Works • National Commission for UNESCO
Guyana	<ul style="list-style-type: none"> • Central Housing & Planning Authority • Environment Protection Agency, • Ministry of Agriculture • Ministry of Culture, Youth and Sport • Ministry of Natural Resources and the Environment

	<ul style="list-style-type: none"> • National Parks Commission • National Trust of Guyana • Ministry of Public Works • Protected Areas Commission
Jamaica	<ul style="list-style-type: none"> • African Caribbean Institute of Jamaica • Forestry Department • Jamaica Cultural Development Commission • Jamaica Information Service • Jamaica Intellectual Property Office • Jamaica National Commission for UNESCO • Jamaica National Heritage Trust • Institute of Jamaica • Ministry of Youth & Culture • National Gallery of Jamaica • National Environment and Planning Agency • Port Authority
Saint Kitts and Nevis	<ul style="list-style-type: none"> • Department of Physical Planning and Environment • Ministry of Education and Information • Ministry of Health, Social and Community Development, Culture and Gender Affairs • Ministry of Sustainable Development • Ministry of Tourism & International Transport • National Trust
Saint Lucia	<ul style="list-style-type: none"> • Cultural Development Foundation • Government House - Le Pavillon Royal Museum • Ministry of Education
Saint Vincent and the Grenadines	<ul style="list-style-type: none"> • Forestry Department • Heritage Clubs • Ministry of Culture • Ministry of Education • Ministry of Housing, Informal Human Settlements, Lands & Surveys and Physical Planning • National Commission for UNESCO • National Parks, Rivers, and Beaches Authority • National Trust
Suriname	<ul style="list-style-type: none"> • Commission for Monuments • Department of Culture • Department for Cultural Studies • Fire Department • Jodensavanne Foundation • Ministry of Education and Community Development • Ministry of Finance • Ministry of Justice and Police • Ministry of Labour, Technological Development and Environment • Ministry of Public Works • Ministry of Regional Affairs • Ministry of Transport, Communication, and Tourism • Suriname National Commission to UNESCO • Urban Heritage Foundation

Trinidad and
Tobago

- Historical Restoration Unit, Ministry of Works and Infrastructure
- Ministry of Agriculture
- Ministry of Arts and Multiculturalism
- Ministry of Education
- Ministry of Foreign Affairs
- Ministry of Housing
- Ministry of National Diversity
- Ministry of National Security
- Ministry of Planning
- National Archives
- National Museum and Art Gallery of Trinidad and Tobago
- National Trust
- National UNESCO Commission

2. Legally Mandated Consideration of Cultural Heritage by Planning and Environmental Agencies

A short series of survey questions dealt with this topic more specifically with regard to the interplay of natural and cultural heritage resources in planning and environmental protection policies. These questions were posed to respondents in government planning and environmental agencies, which were under-represented in the overall sample and only could speak to their experience in 9 of the 14 countries in the study (Table 8). Although the coverage of the responses are admittedly small, the issue of heritage resources being taken into consideration in natural heritage and general planning initiatives is extremely important as cultural heritage is often present in places classified as natural heritage preserves (and vice versa) and historic structures and districts are often inextricably embedded in residential and commercial districts requiring improved infrastructure or revised spatial planning.

The urgency of the situation is made clear in the case of inscriptions as well as nomination dossiers of natural or even mixed sites to the World Heritage List, where the cultural resources within the nominated areas are not properly identified, and in some cases, entirely absent from the considerations contemplated by the management plans for these properties. This is reportedly the case in the Pitons Management Area, a World Heritage natural site in Saint Lucia.

Table 8. Awareness of the required consideration of cultural heritage resources in planning and environmental policies

Member State	Do current planning policies regarding natural heritage take the presence of cultural resources into consideration? [to planning agencies]	Do current policies regarding urban planning and rural development take the presence of cultural resources into consideration? [to planning agencies]	Do current policies regarding natural heritage take the presence of cultural resources into consideration? [to environmental agencies]
Barbados	“not sure”	“not sure”	[no respondents]
Belize	[no respondents]	[no respondents]	yes
Dominica	[no respondents]	[no respondents]	yes
Grenada	“not sure”	yes	[no respondents]
Guyana	“not sure”	yes	yes
Saint Kitts and Nevis	[no respondents]	[no respondents]	“not sure”
Saint Vincent and the Grenadines	“not sure”	“not sure”	[no respondents]
Suriname	[no respondents]	[no respondents]	“not sure”
Trinidad and Tobago	no	no	[no respondents]

E. Fiscal and Financial Incentives to Foster the Participation of the Private Sector in the Management of Cultural Heritage

While it is indispensable that the leadership and enforcement roles of the central government be legally recognized as principal actors in managing a country’s heritage, the private sector is also crucial, and its role should be recognized and fostered by the national body of laws. This engagement of the private sector is most commonly accomplished through the granting of fiscal or tax incentives in conjunction with the national tax laws to private entities that engage and make financial investments in protecting recognized heritage resources. At least one example of tax deductions for local cultural producers such as registered artists exists in Trinidad and Tobago, and a proposed law in Barbados would offer a similar incentive for heritage practitioners and conservers. Other indicators are the use of conservation easements and the exemption of real estate taxes at the local or municipal level, but neither of these issues were addressed directly in the survey. However, several respondents noted that private landowners were less likely to be able to sufficiently conserve resources on their property, which may indirectly indicate the lack of such incentives or of the ability to sell specific development rights to the government (in exchange for conservation restrictions). This compounding issue was summarized by one respondent:

Trinidad and Tobago is experiencing a recession at the moment. People are selling their historic properties to commercial developers and many sites are being lost. Further owners of Private historic buildings have no tax incentives or otherwise to encourage preservation which because traditional building methods are no longer used and very few artisans are still alive, here [it] is more expensive than [to] demolish and re-build the old wooden houses in concrete.

The survey attempted to identify the existence of such fiscal incentives, as well as the awareness about them, and the commonality of their use (as reported in Table 9). Respondents from all countries except for Guyana and Suriname indicated that such legal incentives are in place. However, in no country were the majority of respondents aware of such laws, and NGO and private sector respondents were not consistently aware of these laws. These data suggest that these respondents are not taking advantage of such laws and the equally erratic responses from government officials would indicate that they are not handling requests of this type. Among those respondents who are aware of such legislation, only those from Belize and Dominica agreed that such laws were being used. Respondents from other countries either disagreed on whether laws were being used, or agreed that they were not being used.

Table 9. Awareness of fiscal incentive laws, organized by member state

Member State	% reporting that fiscal incentive laws exist	% aware from public sector	% aware from NGO sector	% aware from private sector	% of those aware of laws that report they are being used
Antigua and Barbuda	40%	67%	0%	100%	50%
Bahamas	29%	25%	50%	0%	50%
Barbados	22%	50%	20%	0%	50%
Belize	13%	18%	9%	0%	100%
Dominica	20%	25%	17%	0%	100%
Grenada	18%	25%	0%	50%	50%
Guyana	0%	0%	0%	0%	
Haiti	33%	0%	0%	100%	0%
Jamaica	12%	40%	0%	17%	0%
Saint Kitts and Nevis	36%	25%	60%	0%	20%
Saint Lucia	22%	0%	33%	33%	50%

Saint Vincent and the Grenadines	11%	0%	33%	0%	0%
Suriname	0%	0%	0%	0%	
Trinidad and Tobago	30%	40%	33%	0%	33%

F. Consistency with Other Laws

National legislation should clarify any potential inconsistency or contradiction between laws that directly or indirectly impact heritage resources and their managing agencies. The survey only touched upon this issue in one follow up question presented to those respondents who perceived their national heritage legislation and regulations as ineffective (distributions of which are displayed in Table 4). The question asked respondents to identify sources of ineffectiveness, with one option being “Conflict with other policies, laws, and regulations.” Of the 28 respondents who perceived their nation’s heritage legislation as ineffective, 12 checked the option reading “Conflict with other policies, laws, and regulations.” Among these, four respondents worked throughout the region, and so it was not clear which corpus of laws the respondents were referring to. The remaining eight respondents are listed in Table 10.

Table 10. Respondents who identified “Conflict with other policies, laws, and regulations” as a source of ineffectiveness in national heritage legislation

Respondent’s Member State	Respondent’s Sector	General effectiveness of heritage legislation
Guyana	Government, heritage-related agency	Ineffective
Haiti	Private, heritage-related firm	Ineffective
Jamaica	Government, heritage-related agency	Ineffective
Jamaica	NGO, community development	Very ineffective
Saint Kitts and Nevis	Government, heritage-related agency	Very ineffective
Suriname	Government, heritage-related agency	Ineffective
Trinidad and Tobago	NGO, community development	Very ineffective
Trinidad and Tobago	Private, heritage-related firm	Very ineffective

G. Participation in International Cultural Conventions

International conventions are an integral part of international law. As such they are meant to extend the protection of national legislations to the international level. UNESCO’s cultural conventions are the best known and most popular international instruments for international

cooperation to protect the heritage of participating countries. Immoveable cultural heritage places and natural heritage are covered by the 1972 Convention Concerning the Protection of the Cultural and Natural Heritage (i.e. the World Heritage Convention), while moveable objects are protected by the 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property. The 1954 Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict affords protection to both moveable and immoveable heritage during war and armed civil unrest. More recently, the international community has recognized the importance of intangible cultural resources by adopting the Convention for the Safeguarding of the Intangible Heritage (2003) and the Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005). Finally, the challenging issue of protecting underwater resources that at times are in extra-territorial or international waters has been addressed by the 2001 Convention on the Protection of the Underwater Cultural Heritage.

Since international conventions carry obligations as well as privileges, their ratifications are often seen as a measure of a country’s maturity in the process of recognizing and protecting its cultural heritage. Table 11 shows which international UNESCO Conventions have been ratified by the Caribbean member states involved in this project.

Table 11. Ratification of relevant international UNESCO cultural heritage conventions

Member State	Protection of the World Cultural and Natural Heritage	Protection of the Underwater Cultural Heritage	Safeguarding of the Intangible Cultural Heritage	Protection and Promotion of the Diversity of Cultural Expressions	Fighting against the Illicit Trafficking of Cultural Property	Protection of Cultural Property in the Event of Armed Conflict
Antigua and Barbuda	YES					
Bahamas					YES	
Barbados	YES	YES	YES	YES	YES	YES
Belize	YES		YES		YES	
Dominica	YES		YES			
Grenada	YES	YES	YES	YES	YES	
Guyana	YES			YES		
Haiti	YES	YES	YES	YES	YES	
Jamaica	YES	YES	YES	YES		
Saint Kitts	YES	YES				

and Nevis						
Saint Lucia	YES	YES	YES	YES		
Saint Vincent and the Grenadines	YES	YES	YES	YES		
Suriname	YES					
Trinidad and Tobago	YES	YES	YES	YES		

Judging exclusively by the ratification of conventions, Barbados is the most active in activities related to international conventions, followed by Grenada and Haiti; the Bahamas is the least.

Another important indicator of involvement in international activities is the presence of sites inscribed in the World Heritage List. Overall, the Anglophone Caribbean region is not as well represented on the List as some other regions of the world. Based on number of inscriptions, Suriname has the most (2) compared to the other States Parties in this project: one natural and one cultural site on the List. Barbados, Haiti, and Saint Kitts and Nevis each have one cultural site inscribed, while Belize, Dominica, and Saint Lucia each have one natural site. The natural site in Belize, the Belize Barrier Reef Reserve System was included in the List of World Heritage in Danger in 2009 due to development pressures contributing to the destruction of mangrove islands. It should be noted that the inscribed cultural sites of Paramaribo in Suriname and Bridgetown and its Garrison in Barbados are among the most difficult types to manage: historic cities.

A strong sign of a country’s international recognition for its knowledge of heritage protection, as well as of great involvement in the World Heritage Convention, lies in a country’s ability to be elected by the General Assembly of the Convention to serve on the 21-member World Heritage Committee. Only two countries participating in this project have been privileged to do this: Saint Lucia, which served from 2001 to 2005, and Barbados, which served from 2007 to 2011.

Except for the Bahamas (the only country participating in this project not having ratified the World Heritage Convention), Belize, and Saint Lucia, all other countries have manifested their will to participate actively in the Convention by drafting Tentative Lists of the sites that they intend to nominate in the near future.

With the support of funds-in-trust from Japan, UNESCO’s World Heritage Centre has been engaged in a program to assist Small Island Developing States (SIDS) achieve greater

participation in the Convention. In the Caribbean area specifically there have been a number of courses and meetings with broad participation from the region, offered within the context of the Caribbean Capacity Building Programme (CCBP). Even though one of the stated intents of the SIDS Capacity Building Programme is to “enhance sustainable development of local communities,”⁵ these valuable training efforts have all been focused on the nomination, inscription, management, and periodic reporting obligations related to potential and existing sites in the World Heritage List. Of course, the aim of the Convention, as stated in its Article 5, is to achieve a trickle-down effect to all heritage places in a country as derived from the World Heritage experience. Whether or not this is occurring remains unclear, not only in the Caribbean but throughout the world.

Active participation in the Intangible Heritage Convention is led by Belize and Jamaica, each of which has one element included in the Intangible Heritage List. As with the World Heritage Convention, a certain level of international recognition for achievements in the field of the Intangible Heritage Convention is implicit in being elected to the Convention’s governing group, the Intergovernmental Committee. Grenada is currently serving a for-year term that will end in 2014.

Another important component of a country’s participation in international heritage activities is membership in the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), an institution that provides internships, fellowships and a broad variety of training courses at various levels to qualified individuals from member countries. Only three countries in this project are ICCROM Members: Barbados, Guyana and Haiti. ICCROM also maintains a world-wide directory of educational and academic centers offering all types of heritage training. There are no listings for any such centers in this project’s participating countries.

H. Conclusions

1. Features of Effective Heritage Legislation

The importance of all legislation is dependent on both its existence and on the effectiveness of its contents in application. Laws that are not applied and regulated might as well be considered non-existent. The content of an effective heritage law should include, at minimum, the following:

- The definition of heritage resources and the identification of the types of places, objects, and intangible elements that are afforded protection.

⁵ SIDS Capacity Building Programme in <http://whc.unesco.org/en/activities/662>.

- The attribution of specific heritage-related responsibilities to the central and local governments and to the private sector, including the creation of the necessary tools needed to identify, protect, and regulate the use of heritage resources.
- The process for the interaction of the public and the private sectors in carrying out their assigned duties.
- The identification of the institution or institutions responsible for its enforcement and associated mandates for timely drafting of regulations and quality assurance procedures by a specified entity.
- Clarification on its consistency with other laws.

2. Discussion of Findings

Throughout the region, there was a predominant feeling that the existing body of heritage legislation is not reaching its optimal level of effectiveness, and that specific sources of ineffectiveness range from lack of political will, lack of capacity to carry out the law, and the deficiency of existing laws as currently written. An analysis of the totality of the responses would indicate that there is no legislation that provides for an integrated approach of all heritage: moveable, immovable, intangible, and natural. The rule across the region seems to be a compartmentalization of specific legislation for each of these types of heritage resources, leaving the bureaucracy to manage potential inconsistencies, redundancies, overlaps, and gaps.

The survey gathered data relating to the awareness, coverage, and effectiveness of heritage legislation, including its legal mandates and consistency with other agencies' policies. The survey also asked questions relating to inter-agency cooperation on heritage matters and considered each member state's involvement with UNESCO conventions and the World Heritage List process.

In these respects, Guyana, Dominica, Barbados, and Jamaica exhibited a stronger corpus of law relating to the protection of heritage. Respondents from Guyana were especially aware of the laws and noted a wide coverage of heritage types, a wide range of authorities clearly granted to heritage agencies, and consistency with urban planning and environmental management policies. Respondents who work in Dominica were also more aware of the laws, were more positive about their effectiveness, documented a complex network of public cooperation, and also noted consistency with environmental management policies. Barbados stood out as the most mature in the international arena, being the only member state in the project to have signed all six of the relevant UNESCO conventions. Unsurprisingly, respondents from Barbados reported that Barbadian law covered a wider range of heritage types (corresponding to those types protected by UNESCO conventions), and clearly attributed a wider set of powers to

heritage authorities. Jamaica also stood out as having a strong set of laws with broad coverage among types of heritage, including established national policy and bureaucracy related to intangible heritage elements.

Responses from Antigua and Barbuda suggest a lack of awareness of legislation such as the National Parks Act of 1984, a discontent with such legislation, and a desire to have more legislation enacted related to heritage protection. Fortunately, this process is reportedly underway. On the other hand, Antigua and Barbuda stood out among the rest of the participating countries in awareness of fiscal incentive laws that assist with heritage protection. Awareness about fiscal incentives and other tax benefits could be raised across all of the participating member states and sectors. It was especially surprising that non-governmental and private sector respondents were not more aware of such legislation, but it is not known to what extent the issue is one of pure awareness or relevancy and precedent of applying such laws to heritage protection contexts.

Responses from Trinidad and Tobago indicate a relatively high awareness of heritage legislation, but a striking discontent with the effectiveness of such laws. Respondents also noted that cultural heritage resources are not taken into consideration during the management of environmental resources nor in the urban development process.

Responses from Grenada indicate a lack of coverage of existing heritage legislation to protect a wide variety of heritage types with several respondents indicating that looting of archaeological sites (including specific Indigenous sites) is an active problem. While a strong set of laws and bureaucracy exist in Belize relating to its archaeological heritage, several respondents noted that looting in remote areas was a problem and that foreign researchers are reportedly not following the laws, effectively looting important Mayan sites.

Responses from Saint Lucia indicated a striking lack of specific powers granted to heritage authorities and listed a wide range of heritage types not perceived to be protected.

Specific heritage types, which are plentiful in the region, were identified as needing better protection by heritage legislation, including: historic buildings and sites, vernacular settlements and construction techniques, industrial heritage sites (including sites relating to sugar production), and underwater heritage. Several respondents noted a lack of protection of intangible heritage elements, an area of law that is currently being developed around the world, and in which the Caribbean region can play an important role, with Barbados, Jamaica, Guyana, and Dominica sharing their experience with others, as well as Grenada as a member of the Intangible Convention's Intergovernmental Committee.

Finally, as expected, those respondents from the government, and especially those from culture ministries, national museums and archives, and related agencies were the best informed about

the state of legislation in their countries. Respondents from the non-governmental and private sectors whose mission or primary work objective is to conserve or protect heritage were also more likely to be aware of heritage legislation, although they were also slightly more likely to be critical of the legislation. Respondents from the private sector in fields such as tourism and hospitality management that deal indirectly with heritage were the least aware of legislation that impacts their heritage-related work.

3. Possible Model Project Themes inspired by survey responses and Regional Experts Meeting in Barbados

- a. *Drafting Model Heritage Legislation to provide standard for national legislation*
 - Model legislation and regulations protecting immovable heritage
 - Model legislation and regulations protecting moveable heritage and curation facilities
 - Model legislation and regulations protecting intangible heritage
 - Model legislation that integrates various or all forms of the above heritage categories
 - Model policies for integrating natural heritage resource management with cultural heritage resource protection
 - Database to facilitate the evaluation of national legislation in relation to the model legislation
- b. *Drafting Fiscal Incentive Legislation*
 - Model legislation for incentivizing the protection of heritage by the private sector
 - tax credits and deductions
 - public purchase / transfer of development rights on private property
 - Identification of economic indicators and data sources to help identify and prioritize the types of tax incentives needed
 - Modeling of economic data to better communicate economic impact of heritage practices and practitioners
- c. *Establishment of Public Awareness Programs about the Law and the Role of Government*
 - Regional effort to expand legal protection to currently unprotected heritage resources, especially vernacular settlements and construction techniques, intangible heritage elements, and a wider range of historic buildings and sites
 - Regional effort to expand and integrate the protection of underwater heritage with environmental management policies and the UNESCO Underwater Heritage Convention
 - Countries with strong archaeological heritage legislation to assist specific nations with the drafting of such legislation where it is lacking

- d. Creation of Professional Knowledge-Sharing Networks for:*
- Heritage law and policy
 - Fiscal incentives
 - Inter-agency or inter-sectorial coordination
 - Professional exchanges and discussion of challenges and experiences regarding heritage categories or specialties.
 - Engaging with and the UNESCO conventions as a region
- e. Drafting model legislation to assist National Trusts to purchase, renovate, and lease public property*
- f. Raising awareness among the finance sector about the role of cultural heritage in the economy*

CHAPTER 2: FUNDING AND HUMAN RESOURCES CAPACITY OF HERITAGE SECTORS

A. Introduction

While laws and policies constitute the key framework for official protection of cultural heritage, the effectiveness of that protection is also dependent on the human and financial resources that are devoted to the task. This chapter presents the survey's responses dealing with the financial, staffing, expertise, and training capacities of all sectors of heritage activity throughout the region—the non-profit and private sectors as well as government agencies. This total pool of talent, skills, and resources may provide a more effective basis for sustainable protection and promotion of the region's cultural heritage resources if it can be successfully coordinated—offering focused capacity-sharing to fulfill the shared heritage conservation mandates.

B. Funding

Sustainable funding sources are essential to the effective mobilization of regional heritage skills and a range of questions in the survey sought to determine the overall trends in funding, the sources from which funding is sought, and the capacity challenges that funding shortfalls pose to the heritage sector in the participating member states and the Caribbean region as a whole. The findings in this section are used as an important qualifying factor in determining the optimal structure for regional capacity as well as the construction of mutual assistance networks to achieve this objective.

1. Perceived Funding Trends

a. Overall Trends as Perceived by All Respondents

Respondents in all sectors were asked about the overall trend of their operational funding, and the overwhelming majority (75.2%) reported that their funding was either declining or highly variable (Figure 1). Such financial trends are obviously detrimental to the sustainability of vibrant national cultural heritage sectors.

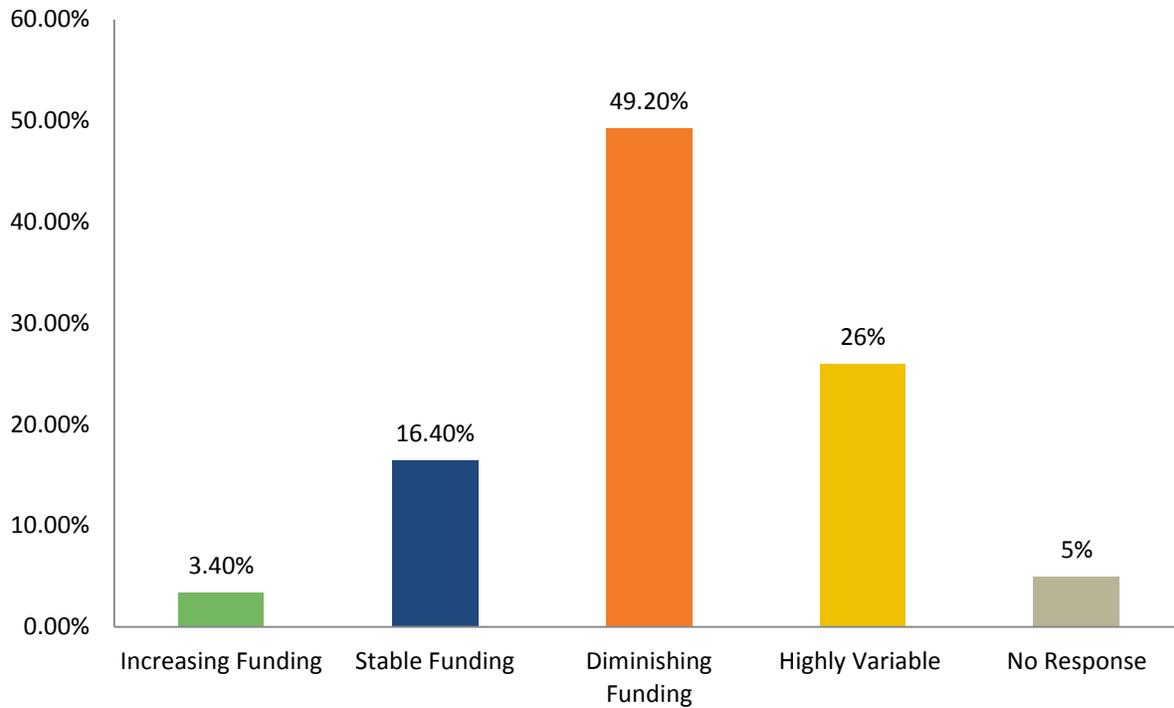


Figure 1. Perceived funding trends across all member states and sectors

b. Perceived Trends in Specific Sectors

As illustrated in Figure 1, respondents who answered that their funding is either diminishing or highly variable comprise slightly more than 75% of the total sample. We further separated the data according to general sector (academic, public, NGO/non-profit, and private/for-profit) to see if some sectors are faring better than others in terms of perceived funding trends. However, as can be seen in Figure 2, there are only slight variations in the general pattern.

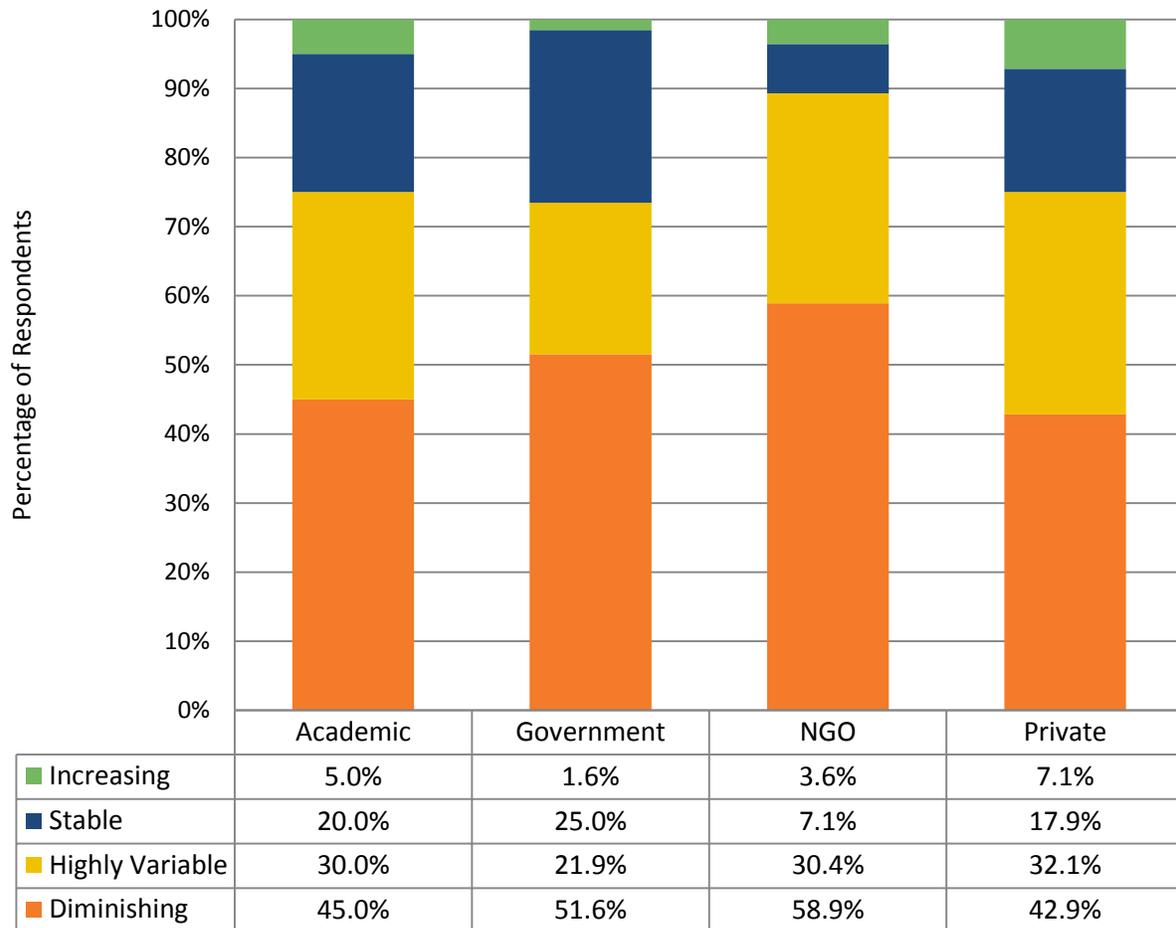


Figure 2. Perceived funding trends by sector

The various sectors differ only slightly in the overall trend of decline and volatility of funding sources, with only a very small proportion reporting a perceived increase in funding.

Respondents from the NGO/non-profit sector were slightly more likely (58.9%) to perceive their funding as diminishing. While the public sector is next more likely to perceive their funding as diminishing, they are also more likely to perceive their funding as stable, suggesting a bimodal distribution among government respondents, perhaps explained by differences in national budgets for each member state or across different ministries. The private sector reported a greater percentage of “highly variable” and “increasing” perceptions; however, here too, many respondents (42.9%) perceived their funding resources to be diminishing.

The number of responses gathered from government respondents in agencies related to tourism, environment, planning, and education were too small to generalize differences between these and culture agencies (as the number of respondents from culture ministries significantly outweighed the other ministries, and thus represented more variance in responses overall). With this caveat in mind, we did note that respondents from government education

ministries were more likely (83%) to perceive their funding as diminishing than the other ministries. Respondents from environmental and tourism ministries were slightly more likely to perceive their funding as stable.

The analysis of the non-profit NGO sector and the for-profit private sector responses could be further refined based upon whether the respondents’ main programmatic or business objectives focused directly on heritage protection (rather than being indirectly connected to it through such activities as hospitality, consumer sales, and maintenance). This distinction revealed a key difference in funding trends (Figure 3). Those respondents engaged in business activities such as tourism and hospitality management are more likely to perceive their funding sources as stable or increasing and less likely to perceive them as highly variable as compared to other respondents. This suggests that funding for those engaged directly with heritage protection and community development is less constant, and perhaps, implicitly, less predictable than that of those who benefit indirectly from their efforts.

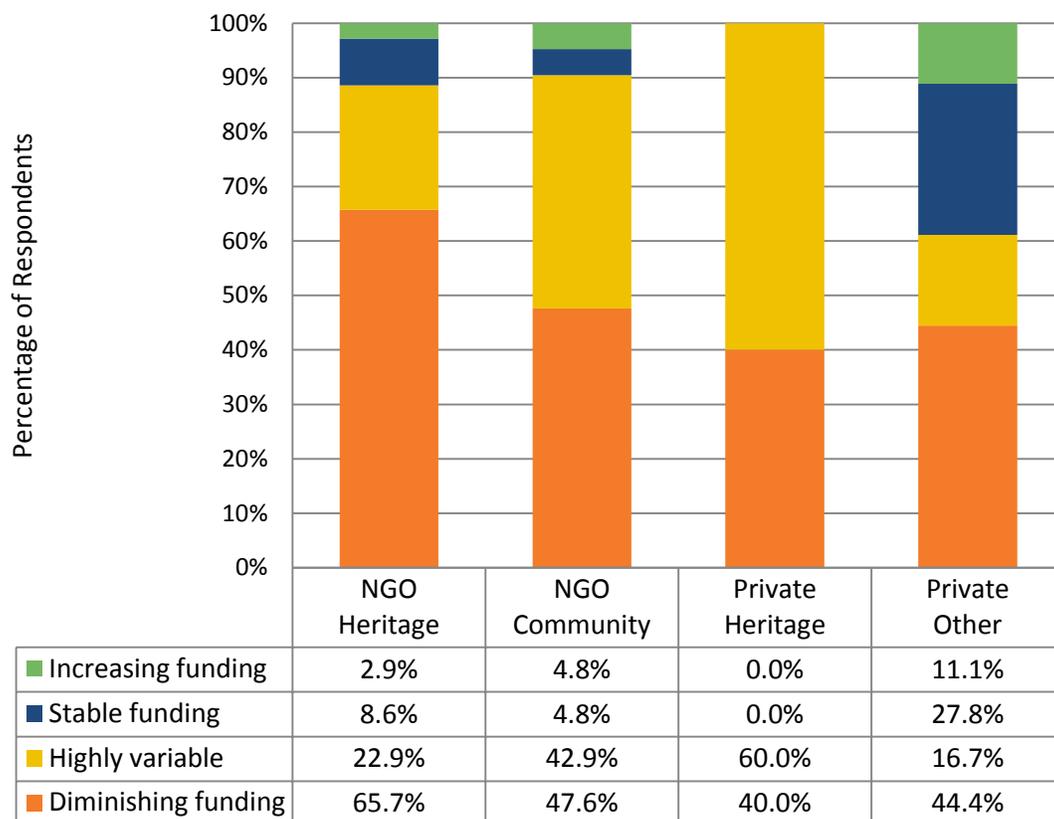


Figure 3. Perceived funding trends among NGO and private sector respondents

c. Perceived Trends in Specific Member States

An examination of funding trends summarized by member state (Figure 4) suggests greater differences in how respondents perceive their funding sources. Notably, the majority of

respondents in Guyana (62.5%) perceive their funding as stable, and all of these respondents are in the government. Respondents in Belize, Trinidad and Tobago, Jamaica, and Suriname⁶ report below average rates of diminishing funding while Saint Lucia has higher than average rates of respondents reporting stable funding. Grenada had the largest share of respondents reporting that their funding sources were increasing; none of these respondents were in the government. Bahamas, Antigua and Barbuda, Barbados, Dominica, and Saint Kitts and Nevis had higher rates of respondents reporting diminishing funding trends. No one in Saint Kitts and Nevis reported that their funding is increasing or stable, and 82% perceive diminishing funds.

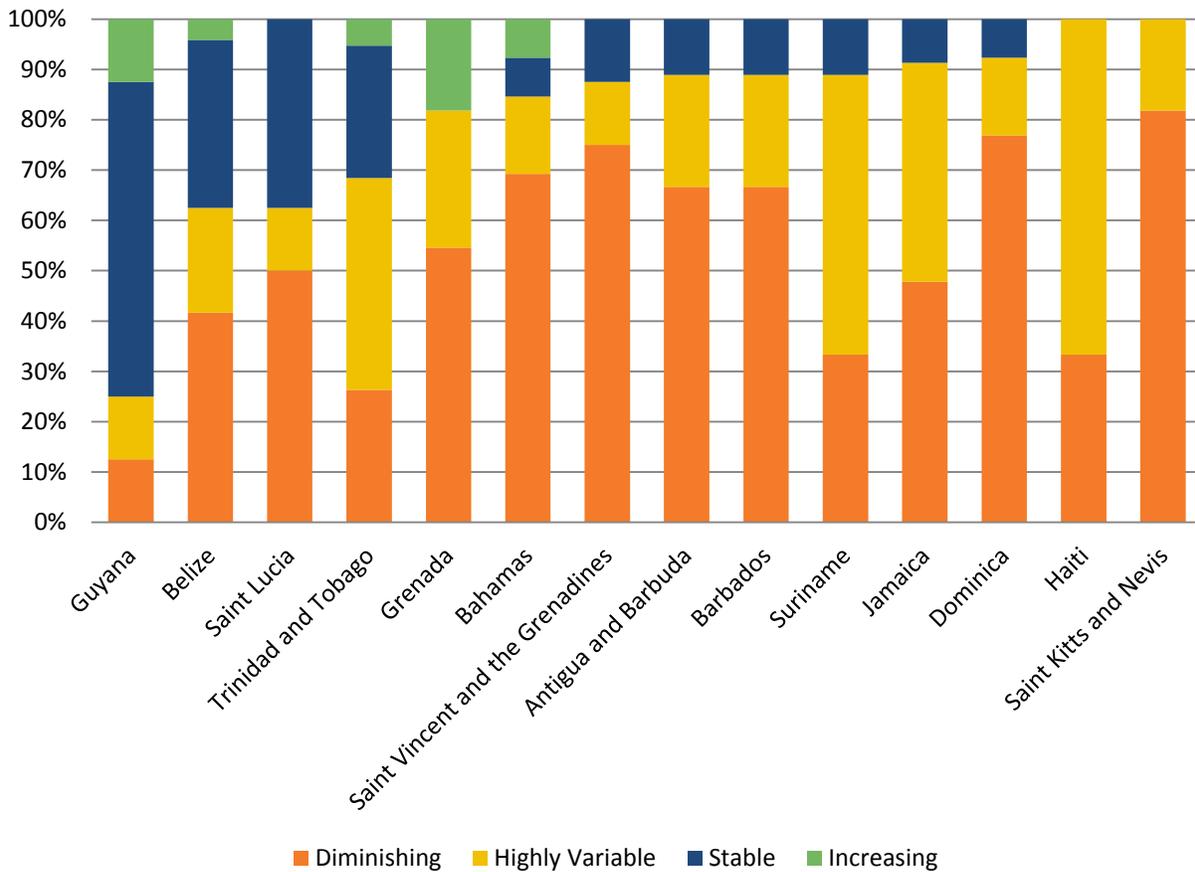


Figure 4. Perceived funding trends summarized by member state

Only in the cases of Belize, Guyana, and Trinidad and Tobago did respondents from government culture ministries and agencies (including museums and national trusts) perceive their funding sources as increasing or stable. In the Bahamas, Saint Lucia, and Suriname respondents from

⁶ Although by percentage, Haiti also falls into this category, because there was only a very small number of respondents (n=3) who answered this question, we tallied their responses but did not include them in any comparative analysis.

other government agencies (i.e. tourism and environment) reported stable funding while those responding from government culture and education ministries reported diminishing or highly variable trends. While undoubtedly linked to changing domestic priorities or changing policies, this situation poses an obvious challenge to government heritage agencies in carrying out their present official responsibilities, much less in expanding their services to engage a wider public, or visitor audience, or to cover the steadily widening range of heritage types.

2. Major Funding Sources

a. Overall Figures

In addition to gauging perceptions of funding trends, the survey also asked respondents to identify their major sources of funding (Table 12). Generally, many of the funding sources are drawn upon by each sector, and none significantly correlate to perceived funding trends, in part because respondents were not asked to identify the proportion of each budget source (but to just identify all “major” sources).

Table 12. Rates of respondents identifying particular funding sources, organized by sector

Sector	Public Funds		Philanthropic			Private Funds		Foreign Aid
	National budget	Contracts and grants	In-country donations	Foreign donations	Corporate donations	In-country	Foreign	Assistance projects
Academic	52%	39%	26%	19%	19%	23%	10%	32%
Government heritage	78%	32%	22%	22%	24%	24%	2%	56%
Government education	63%	0%	0%	13%	13%	0%	0%	50%
Government environment	78%	33%	0%	22%	11%	11%	11%	56%
Government planning	100%	43%	0%	0%	0%	14%	0%	43%
Government tourism	56%	11%	0%	11%	11%	11%	11%	22%
NGO heritage	27%	24%	27%	20%	40%	44%	4%	47%
NGO community	4%	29%	38%	17%	33%	29%	4%	54%
Private heritage	20%	53%	13%	13%	53%	20%	33%	7%
Private other	10%	5%	14%	10%	5%	71%	19%	5%

b. Public Funding Sources

The majority of respondents (67%) identified public funding as one of their major sources of revenue. Unsurprisingly, government and academic respondents identified national budgets and government contracts and grants as primary sources of funding. A small percentage of the private sector respondents (15.4%) identified government contracts and grants as a major source, and these were overwhelmingly from the private heritage subsector (such as conservation architecture firms) rather than the private tourism subsector. Those respondents who identified national budgets as primary sources were more likely to perceive their funding sources as diminishing, whereas those identifying government grants and contracts were almost as likely to perceive funding as diminishing, highly variable, or stable. However, we cannot determine to what extent either funding source contributes to such perceptions.

The survey asked government respondents whether they had the authority to review requests for government contracts and grants pertaining to the protection of heritage. Respondents in every participating member state except for Saint Kitts and Nevis reported having this power. However, there were no respondents from Antigua and Barbuda, Guyana, Saint Lucia, or Saint Vincent and the Grenadines who indicated that government grants or contracts were a major funding source. Whether this is due to lack of awareness or lack of current capacity in such funding programs is unknown.

Government heritage respondents from Bahamas, Belize, and Saint Kitts and Nevis indicated that portions of their budget are funded by tourist taxes, and such respondents in Bahamas, Jamaica, Saint Lucia, Suriname, and all government heritage respondents in Belize indicate portions of their budget are funded by entry fees to heritage sites or events.

Three member states were singled out in the above section as representing culture ministries and associated heritage agencies where respondents perceived their funding as increasing or stable: Belize, Guyana, and Trinidad and Tobago. In Belize, these respondents indicate a variety of funding sources including national budget, government grants, foreign philanthropy, corporate donations, local and foreign private funds, and foreign aid. Guyana offers a slightly less varied portfolio, mainly drawing upon national budget, government grants, corporate donations, and foreign aid. Trinidad and Tobago is strikingly single-sourced from the national budget (which is perceived as stable).

c. Philanthropic Funding Sources

In general, philanthropy is reportedly the least drawn upon as a major funding source. As discussed at the regional experts meeting in Barbados, while many respondents may accept donations, not as many identified philanthropic sources as major sources of funding. This is directly related to the existence and efficacy of laws governing fiscal incentives for individual

and corporate private donors who contribute to eligible not-for-profit institutions, as discussed in Chapter 1.

Among government respondents, only those in the government heritage sector reported in-country philanthropic sources, perhaps because national museums, trusts, archives, and libraries raise funds in addition to their national budget sources. More non-governmental respondents whose work primarily focuses on heritage protection reported relying upon private and public funds over endowments and donations made by private individuals and institutions; however, both non-governmental and private heritage organizations and practitioners leverage corporate donations more than those in academia, the government, community development NGOs, and private tourism outfits.

The distribution of those respondents who depend upon philanthropic funding sources are more clearly correlated with the member state in which they work (Table 13). These data suggest that philanthropic markets to support heritage protection may be leaner in Barbados, Belize, Dominica, Grenada, Jamaica, Saint Kitts and Nevis, Saint Vincent and the Grenadines, and Trinidad and Tobago. Furthermore, respondents from Barbados, Grenada, and Jamaica may have further trouble reaching potential foreign donors in addition to local (in-country) ones.

Respondents who identified philanthropy as a funding source were less likely to perceive their funding as diminishing. More specifically, those who relied upon in-country donations are more likely to perceive their funding as highly variable (33%) than any other category. Those who rely upon foreign donations are just as likely to perceive their funding as stable (25%) as they are highly variable (26%). Finally, those who rely upon corporate donations are slightly more likely to perceive their funding as stable (25%) over any other category. Although these correlations are not statistically significant, they do suggest the power of philanthropic funding sources.

Table 13. Philanthropic funding sources survey responses, organized by member state

Member State	Endowments or philanthropic donations by in-country individuals or foundations	Endowments or philanthropic donations by foreign individuals or foundations	Corporate donations
Antigua and Barbuda	x	x	
Bahamas	x	x ⁷	x

⁷ A participant at the Regional Experts Meeting in the Bahamas noted that second home owners are a major funding source for NGOs; however, it was unclear whether they should be classified as “in-country” or “foreign.” Because the NGO in question does have a US-based non-profit which is used to accept such funds, we have amended the survey findings to include foreign sources.

Barbados ⁸	x	x	x
Belize		x	x
Dominica		x	
Grenada			x
Guyana	x		
Haiti	x	x	
Jamaica			x
Saint Kitts and Nevis		x	
Saint Lucia	x		x
Saint Vincent and the Grenadines		x	
Suriname	x	x	x
Trinidad and Tobago		x	x

One notable source of foreign philanthropy is the United States-based Watch Program of the World Monuments Fund, which has been tapped on several occasions by private as well as public entities in the region. Listings in the biennial Watch List have included the following:

- Bahamas
 - Whilly Plantation at Clifton Point, 2002
- Barbados
 - Morgan Lewis Sugar Mill in Saint Andrew’s, 1996
- Belize
 - El Pilar Archaeological Reserve, 1996
 - Historic Architecture of Belize City, 2012
- Guyana
 - Moruka-Waini Cultural Landscape, 1996
- Haiti
 - Gingerbread Neighborhood of Port-au-Prince, 2010, 2012
 - Historic Town of Jacmel, 2012.
 - Palace of Sans-Souci, 2012
- Jamaica
 - Old Iron Bridge in Saint Catherine, 1998
 - Falmouth Historic Town, 2000, 2002, 2004, 2008

⁸ Originally, no survey respondents from Barbados indicated any philanthropic categories. However, a participant at the Regional Experts Meeting from Barbados confirmed that donations are actively accepted, but may not be considered “major” funding sources by some survey respondents. Our survey findings have been amended to reflect this feedback.

- Suriname
 - Joddensavanne Archaeological Site, 1996, 2000
- Trinidad and Tobago
 - Banwarie Trace Archaeological Sites, 2004

d. Private Funding Sources

Private funding sources are drawn upon by many sectors, of course, most notably by the non-governmental and private sectors. Respondents in Bahamas, Saint Vincent and the Grenadines, and Suriname were more likely to report that local, in-country private contracts and funds were major sources of funding. Very few respondents overall reported foreign private contracts or funds as major sources of funding. These numbers likely contain classification errors due to respondents not knowing how to code tourism-related revenue (as in-country or foreign, and the survey did not offer any further interpretive assistance). More precise data related to tourism receipts, cross-referenced to the national origin of the tourist (i.e. domestic or international) would better clarify this situation.

e. Foreign Aid

Foreign aid in the form of assistance projects funded by foreign governments or international organizations are a significant funding resource in the region for government and non-governmental respondents. The only respondents not to indicate foreign aid as a major source were from Bahamas and Trinidad and Tobago.

One important aspect to point out about foreign aid is that it is often dependent on the priorities and needs expressed locally to representatives of the development assistance agencies, usually in their embassies. Therefore, increases in foreign assistance for heritage protection and management must rely on local heritage communities manifesting their needs to those representatives. In addition, since most foreign aid is directed at development, strong links must be made between the role of heritage resources and socio-economic development.

3. Reported Consequences of Inadequate Funding

a. Human Resources

To determine some of the perceived consequences of inadequate funding sources upon human resources, the survey asked respondents to identify whether their field is experiencing a number of human resource challenges. Three of these are directly related to budgets: lack of employment opportunities (Figure 5), qualified applicants not willing to accept pay rates being offered (Figure 6), and trained professionals seeking employment outside the country (i.e. “brain drain”) (Figure 7).

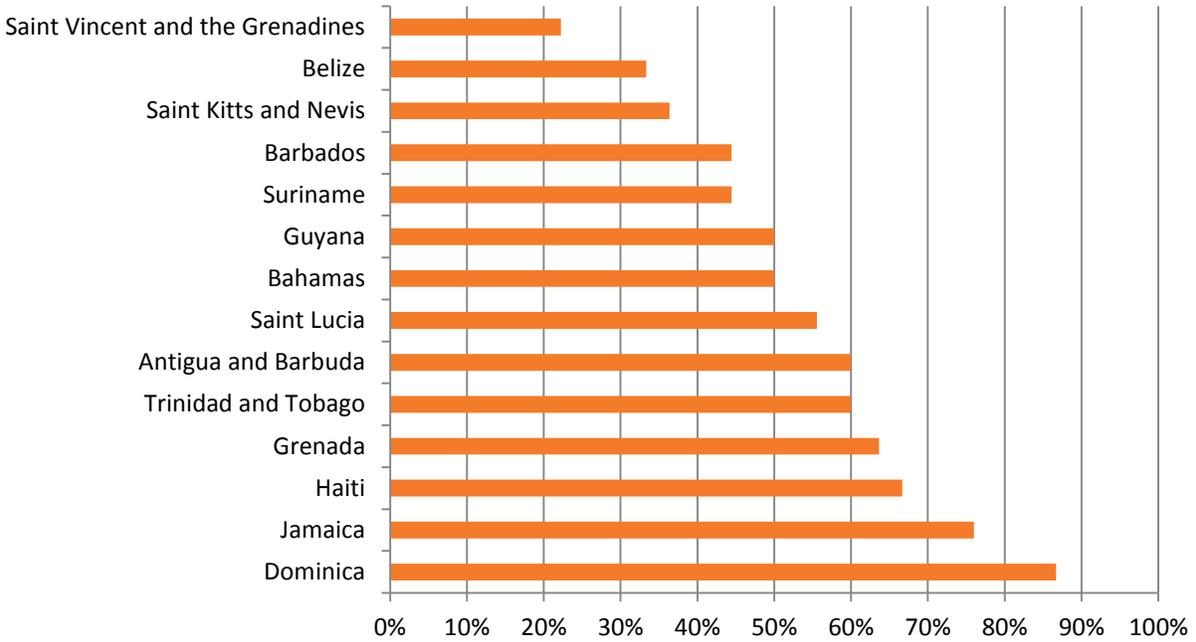


Figure 5. Respondents reporting lack of employment opportunities, organized by member state

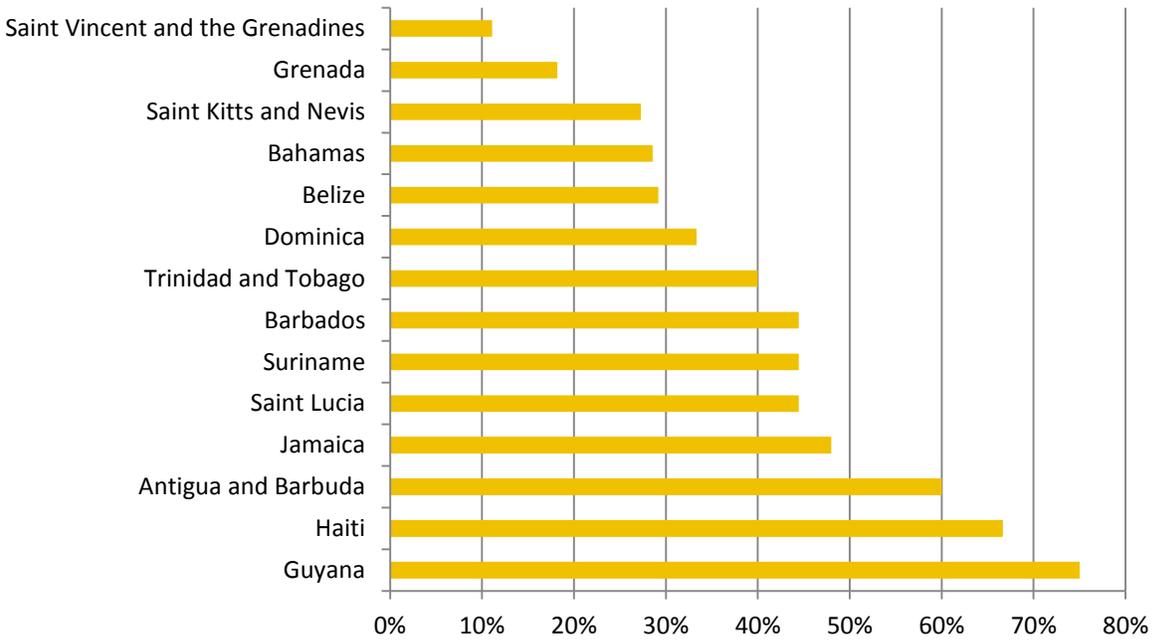


Figure 6. Respondents reporting qualified applicants are not willing to accept pay rates, organized by member state

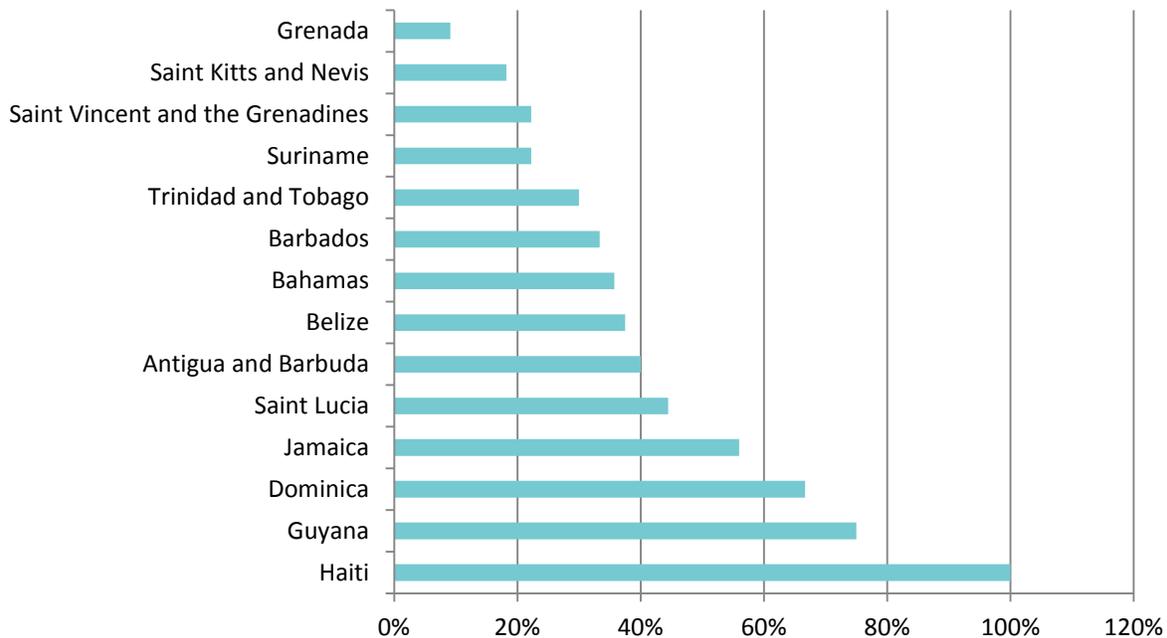


Figure 7. Respondents reporting that trained professionals are leaving the country, organized by member state

Overall, a majority of respondents from Guyana, Dominica, and Jamaica report negative impacts across all three areas of human resource challenges. A majority of respondents from Antigua and Barbuda agree that they face a current challenge in that qualified applicants are not willing to accept offered pay rates. A majority of respondents from Grenada, Trinidad and Tobago, and Saint Lucia agree that a current lack of employment opportunities exist.

b. Effectiveness of Government in Enforcing Heritage Laws and Policies

The survey queried respondents on the causes of perceived ineffectiveness of current heritage legislation in the countries in which they work. Very few respondents complained of the ineffectiveness of such legislation (12%, or 25 of 209 respondents in participating member states). Of these, 84% noted that inadequate budgets were partially to blame for the perceived ineffectiveness, especially in the Bahamas (and notably in the Family Islands), Trinidad and Tobago, Guyana, Haiti, and Suriname.

c. Services that are constrained by or are not being offered due to inadequate funding

Respondents were asked to identify the services they find relatively easy and hard to raise funds for, in the interest of gathering information about those services which respondents find difficult to offer due to funding constraints (see Appendix C). We note that it is not clear whether these funding constraints are wholly due to economic considerations or are also tied to broader policy issues or localized heritage values.

Understandably, the scale of a project was often cited as a determining factor: projects with shorter timelines and smaller budgets are easier to raise funds for compared to larger projects with longer or indefinite timeframes. Relatedly, those projects that attract larger audiences such as annual festivals are easier to fund than smaller or more esoteric counterparts. Services without tangible results, such as research

Political support was another oft-cited factor, both in the service of legal mandates or specific public interests. Those projects that serve larger public objectives or key development indicators such as poverty alleviation, economic development, or gender equality are reported to be easier to finance. Most respondents also noted that youth or school programming was relatively easier to fund.

Beyond scale and political support, the distinctions between those services that are easier or harder to fund become fairly localized. Training and capacity building programs among professionals, staff, and community members were cited by numerous respondents on both sides of the issue: some find it easier while others find it harder. Similarly, community-based projects were also listed in both the easy and hard columns.

Generally, built heritage conservation, such as restoration of historic building sites or cultural landscape protection were cited as difficult to fund, although a number of respondents identified historic building restoration as easier to fund; presumably, the scale of the project is a determining factor here. While the daily operation of museums is easier to fund, new exhibitions or curatorial work were often listed as difficult. Services tied to intangible heritage such as festivals, performing arts, crafts, and language were also listed in both easy and hard to fund columns; however, in Trinidad and Tobago, intangible heritage-related services or projects were consistently identified as easier to fund than built heritage projects. On the other hand, respondents from Belize note that archaeological excavations are easier to fund than intangible heritage projects.

d. Services or Projects Practitioners Could Offer if Budgets Funding Were Available

Respondents were asked to identify those services they could provide with increased budgets and foreign assistance projects they would find most helpful, both to gather further information on those services currently constrained by funding limits as well as to document the visions of current practitioners when unencumbered with budgetary limits (Appendix D). Similarly, the survey asked what types of foreign assistance projects would be most beneficial (Appendix E). Respondents shared a wide variety of ambitions (Table 14), with the most regional representation focusing on the following: public communication programs, built heritage conservation, providing training and internships, creative industry development, and research and documentation programs, including compiling or contributing to heritage inventories. When shown a significantly condensed version of these findings to the participants

at the Regional Experts Meeting in Barbados, a clear consensus emerged that all would work toward most of these areas of focus (especially training and inventories), even if they weren't answers that emerged through the qualitative responses. Thus, these findings represent merely the tip of the iceberg of what regional stakeholders perceive as needs.

Table 14. Areas of focus of services practitioners wish to offer if funding were available, organized by member state

Area of Focus	AG	BS	BB	BZ	DM	GD	GY	HT	JM	KN	LC	VC	SR	TT
General Heritage Administration														
Legislation development				x		x	x							x
Research	x	x		x	x		x	x	x	x		x	x	
Inventories		x		x	x		x		x	x		x	x	
Planning							x						x	
Monitoring				x	x		x		x	x		x		
Public communication	x	x		x	x	x		x	x	x		x	x	x
Projects and Services Related to Specific Heritage Categories and Types														
Built heritage	x	x	x	x	x		x	x	x		x		x	x
Archaeology				x						x	x			x
Underwater				x					x					x
Vernacular architecture				x									x	
Cultural landscapes				x		x							x	
Infrastructure at sites		x	x	x	x				x					
Natural heritage					x						x		x	
Sacred places or places of memory				x		x			x					
Moveable heritage		x	x	x	x				x	x	x		x	x
Privately-owned heritage					x				x					
Safeguarding of intangible heritage				x			x	x	x	x	x	x	x	x
Training in	x						x	x						

traditional skills														
Training and Capacity Building														
Training and internships	x	x		x	x	x	x		x	x	x	x	x	
Training in curation		x		x	x				x		x	x		x
Training in site management					x				x			x	x	
Academic degree creation		x							x					
Lending technical assistance					x		x		x					
Regional networking									x	x			x	
Projects that Serve Other Public Objectives														
Creative industries	x	x	x	x	x			x	x	x		x	x	
Sustainable development					x			x		x		x		
Community engagement				x	x			x	x					
Climate change									x					
Vulnerable communities												x		
Youth programming	x				x				x				x	

C. *Human Resources & Expertise*

1. **Staffing and Professional Capacity**

Conducting a survey was not necessary to determine that there are highly qualified and profoundly committed heritage professionals in every country included in this study. What the survey has demonstrated, however, is that in many countries, the institutional weakness of the heritage sector is not only due to the insufficiency of financial resources, but also to the perceived inadequate number of staff working as government officers in charge of cultural heritage. Insufficient staffing in any institution forces individuals to manage a portfolio of responsibilities that exceeds their ability to be fully effective in any one of them. The result is both programmatic weakness as well as the inevitability that some programs and basic duties

fall through the cracks as staff is forced to work under a constant mode of triage in order to address the most imminent issues that they face at any given time.

The inadequacy of heritage staffing levels in government institutions results from budgetary appropriations that cannot sustain their full programmatic structure. This condition, in turn, may be the result of a disadvantageous economic climate, the lack of political support, or a mixture of the two. High public awareness about the importance of heritage is the main propellant to create the political will on the part of elected government leaders to support the proper conservation and use of heritage resources. In other words, public support for heritage creates political capital to foster its support on the part of elected officials.

As discussed earlier, low budgets mean fewer and weaker programs, as well as low salary levels that cannot attract appropriate expertise (see Appendix G regarding services not being offered due to lack of staff). While training is an issue affecting proper staffing across the region, low salary levels also discourage all except the most passionately committed to seek careers in the more lucrative private sector or in other fields with higher remuneration.

The full range of such human resource challenges are summarized in Table 15. Respondents in Guyana and Haiti reported consistently high rates across all categories. Additionally, respondents in several member states reported challenges associated with a lack of educational resources to produce fully qualified practitioners: Antigua and Barbuda, Dominica, Saint Lucia, Suriname, and Trinidad and Tobago.

Table 15. Human resource challenges reported by respondents, organized by member state

Member State	Lack of employment opportunities	Lack of qualified job applicants	Lack of suitable level of education	Lack of practical experience	Qualified applicants not willing to accept pay rate	"Brain drain"
Antigua and Barbuda	60%	60%	70%	60%	60%	40%
Bahamas	50%	43%	29%	36%	29%	36%
Barbados	44%	22%	33%	56%	44%	33%
Belize	33%	46%	50%	38%	29%	38%
Dominica	87%	60%	80%	53%	33%	67%
Grenada	64%	36%	36%	55%	18%	9%
Guyana	50%	88%	100%	100%	75%	75%
Haiti* [very small sample]	67%	67%	100%	100%	67%	100%
Jamaica	76%	48%	44%	60%	48%	56%
Saint Kitts and Nevis	36%	45%	27%	55%	27%	18%
Saint Lucia	56%	56%	56%	56%	44%	44%
Saint Vincent and the Grenadines	22%	33%	33%	44%	11%	22%
Suriname	44%	67%	44%	44%	44%	22%
Trinidad and Tobago	60%	65%	40%	60%	40%	30%
Regional Practitioners	71%	42%	46%	54%	50%	58%
AVERAGE	57%	50%	49%	54%	40%	42%

In addition to these specific challenges, respondents in Jamaica and Trinidad and Tobago also reported a lack of political support. Respondents in Jamaica also reported a lack of internal promotion on the career ladder and a lack of funding for long term or permanent positions. Respondents in Trinidad and Tobago reported an unwillingness among potential applicants to work in the present administrative framework. A respondent in Saint Lucia reported that such difficulties are compounded by the remote locations of particular heritage sites. Respondents in Saint Kitts and Nevis as well as those who work in multiple countries throughout the region pointed to a lack of awareness of career opportunities in cultural heritage; for instance, according to one such respondent:

Generally people are not aware of the career opportunities that exist in Cultural Heritage e.g. museums, art galleries, historic buildings curator, conservation, research, archives, etc. People often fall into a job that requires Administrative Skills and coincidentally operates in the Cultural Heritage industry, instead of choosing to pursue a career in this field.

2. Professional Expertise and Skills Present in the Region

While perhaps not optimal, an adequate level of expertise exists in nearly every participating member state, with supplemental expertise available among the pool of respondents who self-

identified as working in multiple member states in the region (i.e. the Regional category in the below tables). This may be inferred from the number of respondents that self-identified as working with one or more types of heritage. The three tables below (Table 16, Table 17, Table 18) provide those numbers for the three major categories of heritage: immoveable, moveable and intangible.

a. *Conservation and Management of Immoveable Cultural Heritage*

Table 16. Number of respondents self-identified as professionals involved in immoveable heritage, per category and member state

Member State [n=]	Historic Buildings	Historic Towns	Archaeological Sites	Underwater heritage	Cultural Landscapes	Historic Gardens	Vernacular Heritage	Sacred Places	Places of memory	Civil Engineering Work	Industrial Heritage
Antigua & Barbuda [10]	6	2	5	4	5	1	1	1	3	3	5
Bahamas [14]	10	8	7	5	7	3	4	4	5	3	4
Barbados [9]	6	5	3	3	3	2	3	3	4	3	1
Belize [24]	11	7	12	2	10	2	2	4	4	3	1
Dominica [15]	7	5	4		7	5	4	4	7		1
Grenada [11]	8	5	4	2	5	3	2	1	3	2	4
Guyana [8]	5	5	5	4	6	5	5	5	5	4	4
Haiti [3]	3	3	1	1	1	1	2	2	1	1	1
Jamaica [25]	16	11	6	5	15	7	7	12	13	5	2
Saint Kitts & Nevis [11]	10	9	6	6	7	3	4	3	3	4	5
Saint Lucia [9]	5	2	4		4	2	2	2	3	1	3
Saint Vincent & Grenadines [9]	2		2	1	1	2	1	1	2		1
Suriname [9]	3	4	2		4	3	1	2	4	2	2
Trinidad & Tobago [20]	9	6	10	3	11	3	6	11	10	2	6
Regional [24]	13	13	9	6	13	9	10	12	13	7	10
TOTAL [201]	114	85	80	42	99	51	54	67	80	40	50

Table 16 shows a healthy spread of expertise and activity in relation to all categories of immovable cultural heritage in most if not all countries. While the number of respondents varies for each country, the spread of specializations seems well balanced throughout the region and in relation to the totality of respondents.

Specialization on the protection of historic buildings is a particular strength throughout the region. Of all heritage categories, underwater heritage seems to have the least number of followers, which is somewhat surprising considering the number of underwater heritage resources in the region, but perhaps this also reflects the relative greater specialization and esoteric nature of this field. Similarly, the lower number of professionals working with historic gardens may not represent a regional weakness, but simply a reflection of the number of historic gardens that exist.

Although the numbers of civil engineering works and industrial heritage are relatively lower, it can be expected that some respondents in the archaeological sites and historic sites categories share overlapping expertise, and so these lower numbers could be attributed to a classification error (i.e. some may not consider colonial sites such as sugar plantations and windmills to fit the “industrial” heritage category while others do).

b. Conservation and Management of Moveable Cultural Heritage

Table 17. Number of respondents self-identified as professionals involved in moveable heritage, per category and member state

Member State [n=]	Historic Vehicles, trains, ships	Public Museum Collections	Private Collections	Archives
Antigua & Barbuda [10]	2	6	1	4
Bahamas [14]	3	8	4	5
Barbados [9]	2	4	4	4
Belize [24]	1	6	3	3
Dominica [15]	1	5	2	4
Grenada [11]	2	5	4	4
Guyana [8]	3	5	2	4
Haiti [3]		1	1	
Jamaica [25]	1	8	3	5
Saint Kitts & Nevis [11]	4	8	1	7
Saint Lucia [9]		2	4	3
Saint Vincent & Grenadines [9]		1		2
Suriname [9]		2	1	1

Trinidad & Tobago [20]	6	6	10	9
Regional [24]	4	9	4	9
TOTAL [201]	29	76	44	64

As with immovable heritage, there is a good spread of specialties across the region in charge of moveable objects, artifacts, and collections, albeit these categories are more specialized, either in terms of heritage type (e.g. historic vehicles) or professional context (e.g. museums or archives).

c. *Conservation and Management of Intangible Cultural Heritage*

Table 18. Number of respondents self-identified as professionals involved in intangible cultural heritage, per category and member state

Member State [n=]	Music, dance, Performing arts	Traditional Gastronomy	Communal festivals	Communal Rituals	Traditional Crafts	Language, Oral Traditions
Antigua & Barbuda [10]	1	1	1		2	1
Bahamas [14]	10	9	9	2	10	10
Barbados [9]	5	4	5	3	5	5
Belize [24]	12	11	14	8	8	12
Dominica [15]	10	6	11	2	10	10
Grenada [11]	5	3	8		4	5
Guyana [8]	4	4	4	4	4	4
Haiti [3]			1			
Jamaica [25]	12	11	13	8	9	12
Saint Kitts & Nevis [11]	6	3	3	2	6	6
Saint Lucia [9]	3	2	5	1	4	3
Saint Vincent & Grenadines [9]	4	5	4	1	2	4
Suriname [9]	3	4	2	2	4	3
Trinidad & Tobago [20]	10	6	10	7	9	10
Regional [24]	12	10	13	11	14	12
TOTAL [201]	97	79	103	51	91	97

The region, as a whole, hosts a strong cadre of practitioners involved with intangible heritage: especially with festivals, performing arts, oral traditions, and crafts.

d. Skills present in the NGO Sector

Non-governmental organizations are indispensable contributors to the institutional strength of any country and are essential partners to government institutions in achieving official mandates. Sixty-nine respondents, representing 65 NGOs from throughout the region participated in the survey.

In the self-identification portion of the Survey, respondents from the NGO sector were asked to concisely describe their mission (see Appendix F), which is summarized in Table 19. A slight majority of all NGOs identified conservation and/or public awareness as principal components of their activities. Responses from Dominica, Saint Kitts and Nevis, Guyana, and Saint Lucia indicate a strong presence of NGOs active in conservation. The creation and fostering of public awareness was identified as a principal activity by NGO respondents for the Bahamas, Dominica, Grenada, Guyana, St Kitts and Nevis, and Saint Lucia.⁹

Table 19. Summary of heritage administration skills present among NGOs, organized by member state

⁹ Responses from NGOs in the Bahamas, Guyana, and Saint Lucia should be interpreted with caution, as only two such entities responded in these countries.

Member State	n=	Conservation	Site / Resource Management	Interpretation & Public Access	Community engagement	Fundraising	Public Awareness
Antigua and Barbuda	4	75%	50%	75%	75%	25%	75%
Bahamas	2	50%	50%	50%	50%	50%	100%
Barbados	4	25%	50%	25%	50%	50%	50%
Belize	9	56%	33%	33%	67%	44%	67%
Dominica	5	80%	40%	20%	60%	0%	80%
Grenada	5	60%	60%	40%	60%	40%	80%
Guyana	2	100%	50%	100%	100%	50%	100%
Jamaica	5	40%	20%	40%	80%	20%	20%
Saint Kitts and Nevis	5	100%	100%	80%	80%	80%	100%
Saint Lucia	2	100%	100%	100%	100%	100%	100%
Saint Vincent and the Grenadines	3	33%	0%	0%	33%	33%	33%
Suriname	3	67%	0%	33%	33%	0%	33%
Trinidad and Tobago	8	63%	13%	25%	13%	25%	38%
Regional	7	43%	43%	29%	71%	14%	71%
Total	64	61%	41%	41%	59%	34%	64%

e. *Skills Present in the Private Sector*

As with NGOs, respondents from the private heritage conservation field were asked to identify their particular professional specialties. Unfortunately the number of such respondents is too low to allow for a significant analytical interpretation, and no responses were gathered from several member states: Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Saint Kitts and Nevis, and Saint Vincent and the Grenadines. Nevertheless, the table below (Table 20) shows the skills that were identified by this survey for respondents in private practice.

Table 20. Summary of heritage administration skills present among private sector respondents who specialize in heritage conservation, organized by member state

Member State	#of respondents	Conservation science	Historical/Archaeological Research	Architectural or Landscape design	Public interpretation	Intangible heritage	Site Management	Adaptive reuse	Environmental resource management	Heritage planning and management	Other
Bahamas	1										
Barbados	2			1				1			
Haiti	2		1	2			2	2			
Jamaica	2	1	1	1	1		1	1	1		sustainable development
Saint Lucia	1	1	1	1	1		1	1	1		
Suriname	1					1					event management
Trinidad and Tobago	1	1	1		1				1		
Regional	3	1	1						1		publishing, museum design

The survey also included respondents in private practice from fields that are indirectly or loosely related to cultural heritage and that rely on heritage resources for their livelihood. Their responses (Table 1) show an additional set of skills, and point toward a sector whose use of cultural heritage resources may have a considerable impact on their significance, protection, or development. Unfortunately, responses were not gathered from respondents in Barbados, Guyana, Haiti, or Suriname.

Table 21. Summary of Heritage Administration Skills Present among Private Sector Respondents who Work in Ancillary Businesses, organized by member state

Member State	Number of respondents	Hotels and hospitality	Tours and tourist activities	Promotion of souvenirs, crafts	Traditional cuisine	Real estate	Adaptive reuse	PR, events	Business management of sites, museums	Other
Antigua and Barbuda	2	1	1	1	1	1			1	
Bahamas	1	1						1		
Belize	2	1				1				private sector representation; architecture and construction
Dominica	1	1					1			architecture and construction
Grenada	2	1	2	1	1		1	1	1	
Jamaica	4		2				1	1	1	training in village entrepreneurship
Saint Kitts and Nevis	2		1			1	1			
Saint Lucia	2	1	1	1	1	1	1	1	1	organic farming, workshops, and field schools, retreats, weddings
Saint Vincent and the Grenadines	2	1	1		1		1	1		Promoting the value of indigenous financial institutions (credit unions)
Trinidad and Tobago	2							1		carnival
Regional	1	1								

D. Training and Capacity Building Programs

A total of 24 survey respondents identified themselves as working within 14 academic institutions, research centers, or other institutions focused in providing vocational or professional training on heritage topics. The spread of respondents consisted of one each from Antigua and Barbuda, Barbados, and Saint Lucia; two each from the Bahamas and Belize; seven from Trinidad and Tobago; and ten from Jamaica. In addition, there were respondents from academic institutions located outside the project countries in Curaçao, the Netherlands and the United States, but involved in doing heritage work within participating member states.

As mentioned in Chapter 1, there are also frequently held regional training activities related exclusively to the World Heritage Convention sponsored by UNESCO. Because of their highly specialized focus, these will not be dealt with in this section.

1. Academic Programs and Degrees

Of the total of 15 educational institutions represented by the pool of academic respondents, 13 identified their target student as being at the undergraduate or vocational levels, while six also identified involvement in graduate studies. Three institutions also stated involvement in training students at the secondary school level.

Respondents from five institutions stated that they offer permanent degree and/or certificate programs in cultural heritage studies. The University of the West Indies offers such programs through three of its campuses: Cave Hill in Barbados, Mona in Jamaica, and Saint Augustine in Trinidad and Tobago. The other two universities offering degree and/or certificate programs are Mico University College in Kingston, Jamaica, and the University of Trinidad and Tobago. Another degree program in the broader region exists in the University of the Netherland Antilles in Curaçao. None of these programs appear to be listed in the global directory of heritage conservation programs that is maintained by ICCROM, which could help with raising regional and international awareness.

The range of training programs represented by these respondents includes a direct focus on the management of tangible as well as intangible cultural heritage resources, plus training in what could be termed the management and promotion of cultural tourism. In fact, the majority of programs are related to immovable heritage places, with a smaller number focusing on intangible elements, such as language, festivals, and carnival.¹⁰ The University of Technology in Jamaica expressed a particular interest in developing programs and supporting students to undertake research in some of these critical areas.

The total number of students that are annually impacted by these training programs is hard to determine, as respondents from the same institutions provided different numbers which may result from multiple counts of the same individuals. Leaving aside the claim by the Haynes Library in the Bahamas that their training impacts 2,000 individuals per year, the gross total number of annual trainees has been identified as 936.

¹⁰ Participants at the Regional Experts Meeting noted that although programs may offer courses on specific heritage skills, there is a lack of specialized curricula that produces the level of mastery needed to move directly into specialized heritage positions. Also noted was the uneven distribution of highly specialized programs; e.g., educational institutions in Belize focus only on archaeological heritage.

Regarding what is missing or desirable in the training capacity of each country, many ambitions were expressed with most of them requiring the hiring of additional faculty, for which there is no budget (see Appendix I). The purpose of the expansion into broader heritage areas go from technical training in traditional crafts and heritage management (including World Heritage processes and economics), studies about local traditional languages, crafts and gastronomy, and how to prepare and train local communities in the appropriation of their heritage resources.

Generally speaking, the accessibility of education in cultural heritage corresponded to the geographical locations of the academic institutions and programs represented by the respondents (Table 22) with respondents from Saint Vincent and the Grenadines being more aware of educational opportunities than the regional average. However, the affordability of such opportunities for local students was more variable (Table 23): presumably, students in Dominica, Antigua and Barbuda, and Suriname have a harder time affording such education. Respondents in Guyana, Haiti, and Bahamas indicate that additional financial sources are not available for students to offset high costs of education. Students in Barbados and Trinidad and Tobago reportedly would find heritage education more affordable as well as more local. The bimodal distribution in Saint Kitts and Nevis is suggestive of perhaps differing levels of awareness for specific programs among respondents or differing assessments of the relative cost of education.

Table 22. Reported opportunities for local students and young people to develop knowledge or skills in cultural heritage, organized by member state

Member State	Many	A few	Almost none	None	In home country	In region	Outside the region
Antigua and Barbuda	0%	44%	22%	33%	20%	30%	40%
Bahamas	0%	58%	42%	0%	50%	21%	36%
Barbados	0%	88%	0%	13%	56%	33%	44%
Belize	14%	52%	19%	14%	54%	17%	29%
Dominica	8%	54%	15%	23%	7%	60%	40%
Grenada	10%	40%	30%	20%	36%	36%	36%
Guyana	17%	33%	50%	0%	38%	50%	50%
Haiti	0%	33%	67%	0%	67%	67%	67%
Jamaica	4%	61%	30%	4%	72%	36%	48%
Saint Kitts and Nevis	30%	50%	20%	0%	27%	55%	64%
Saint Lucia	0%	60%	40%	0%	33%	33%	33%
Saint Vincent and the Grenadines	0%	89%	11%	0%	44%	78%	56%
Suriname	0%	44%	56%	0%	44%	78%	67%
Trinidad and Tobago	21%	26%	42%	11%	45%	30%	45%
REGIONAL AVERAGE	9%	52%	29%	10%	44%	40%	44%

Table 23. Affordability and availability of funding sources such as scholarships for local students, organized by member state

Member State	Very Affordable	Somewhat Affordable	Not Very Affordable	Not at all Affordable	Are scholarships available?
Antigua and Barbuda	0%	25%	25%	50%	No (60%)
Bahamas	0%	20%	40%	40%	No (83%)
Barbados	25%	50%	25%	0%	Yes (75%)
Belize	0%	50%	50%	0%	No (69%)
Dominica	0%	0%	100%	0%	U (50/50)
Grenada	0%	33%	33%	33%	U (null)
Guyana	0%	50%	50%	0%	No (100%)
Haiti	0%	50%	50%	0%	No (100%)
Jamaica	0%	47%	40%	13%	No (62%)
Saint Kitts and Nevis	40%	0%	20%	40%	No (67%)
Saint Lucia	0%	25%	50%	25%	No (80%)
Saint Vincent and the Grenadines	0%	50%	33%	17%	No (67%)
Suriname	0%	13%	38%	50%	U (50/50)
Trinidad and Tobago	0%	67%	17%	17%	Yes (67%)
REGIONAL AVERAGE	4%	37%	37%	21%	

Considering the aforementioned responses from several practitioners regarding the lack of awareness of career opportunities in cultural heritage, combined with the differing levels of awareness of the availability of education (Table 22), academic institutions could enhance their career counseling and public relations in these directions.

2. Continuing Education and Professional Actualization Courses

Continuing education is an essential component that is increasingly identified as a necessity to keep practicing professionals up to date with the emerging demands that their field may present. Nine of the training institutions described in the previous section indicated that they offer professional actualizations, although the focus of such training was not specifically segregated from the general aims of each institution.

Other questions in the survey were aimed to identify the existence, accessibility, and affordability of opportunities for continuing professional growth. Responses from 159 individuals representing all sectors as to the availability of such opportunities painted a less than optimal picture, as is shown in Table 24 and Table 25. Respondents in Antigua and Barbuda, Grenada, and Saint Lucia report lower than average awareness of regional opportunities for professional development. Perhaps more striking was the relative consensus of respondents in assessing the costs of such programs as “not very affordable.”

Table 24. Reported opportunities for local professionals and practitioners to access professional development or training courses, organized by member state

Member State	Many	A few	Almost none	None	In home country	In region	Outside the region
Antigua and Barbuda	0%	14%	57%	29%	43%	29%	57%
Bahamas	10%	70%	20%	0%	50%	40%	70%
Barbados	13%	50%	13%	25%	50%	63%	50%
Belize	4%	67%	21%	8%	50%	46%	75%
Dominica	0%	57%	29%	14%	7%	64%	71%
Grenada	9%	36%	36%	18%	27%	36%	45%
Guyana	0%	71%	29%	0%	0%	86%	86%
Haiti	0%	100%	0%	0%	100%	33%	33%
Jamaica	5%	73%	18%	5%	64%	59%	77%
Saint Kitts and Nevis	0%	60%	40%	0%	30%	70%	80%
Saint Lucia	0%	57%	29%	14%	29%	29%	57%
Saint Vincent and the Grenadines	0%	67%	22%	11%	22%	67%	56%
Suriname	0%	56%	22%	22%	11%	67%	78%
Trinidad and Tobago	0%	50%	33%	17%	28%	56%	67%
REGIONAL AVERAGE	3%	59%	26%	11%	36%	54%	68%

Table 25. Reported affordability for local professionals and practitioners to access professional development or training courses

Member State	Very Affordable	Somewhat Affordable	Not Very Affordable	Not at all Affordable
Antigua and Barbuda	0%	0%	100%	0%
Bahamas	0%	14%	71%	14%
Barbados	17%	33%	50%	0%
Belize	0%	32%	53%	16%
Dominica	7%	53%	13%	27%
Grenada	0%	0%	57%	43%
Guyana	0%	14%	57%	29%
Haiti	33%	0%	67%	0%
Jamaica	0%	35%	50%	15%
Saint Kitts and Nevis	0%	20%	50%	30%
Saint Lucia	0%	17%	50%	33%
Saint Vincent and the Grenadines	0%	50%	17%	33%
Suriname	0%	29%	57%	14%
Trinidad and Tobago	10%	40%	40%	10%
TOTAL	3%	29%	48%	20%

3. Internships

Students and early career practitioners can acquire important and practical experience through internships. All respondents were asked whether their organization provided on the job training through internships or *stagiaires*. The results from this query are somewhat encouraging, with an average of 50% of all respondents indicating that their work places offer internships. When broken down by sector (Figure 8), government (56%) and private sector (65%) respondents are reportedly more likely to offer internships.

However, a less balanced picture emerges when these data are analyzed by country. Specifically, Suriname, Jamaica, Haiti, Belize, Trinidad and Tobago, Bahamas, and Barbados reported above average rates, while Grenada, Antigua and Barbuda, Saint Vincent and the Grenadines, Saint Kitts and Nevis, and Guyana reported below average rates, which presumably have respective impacts upon students and early career practitioners in such countries.

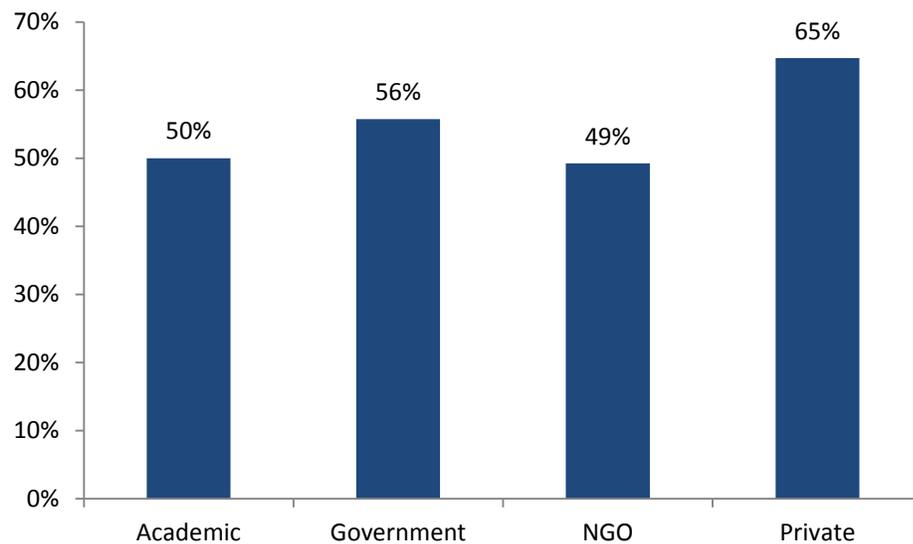


Figure 8. Percentage of respondents whose work places offer internships, organized by sector

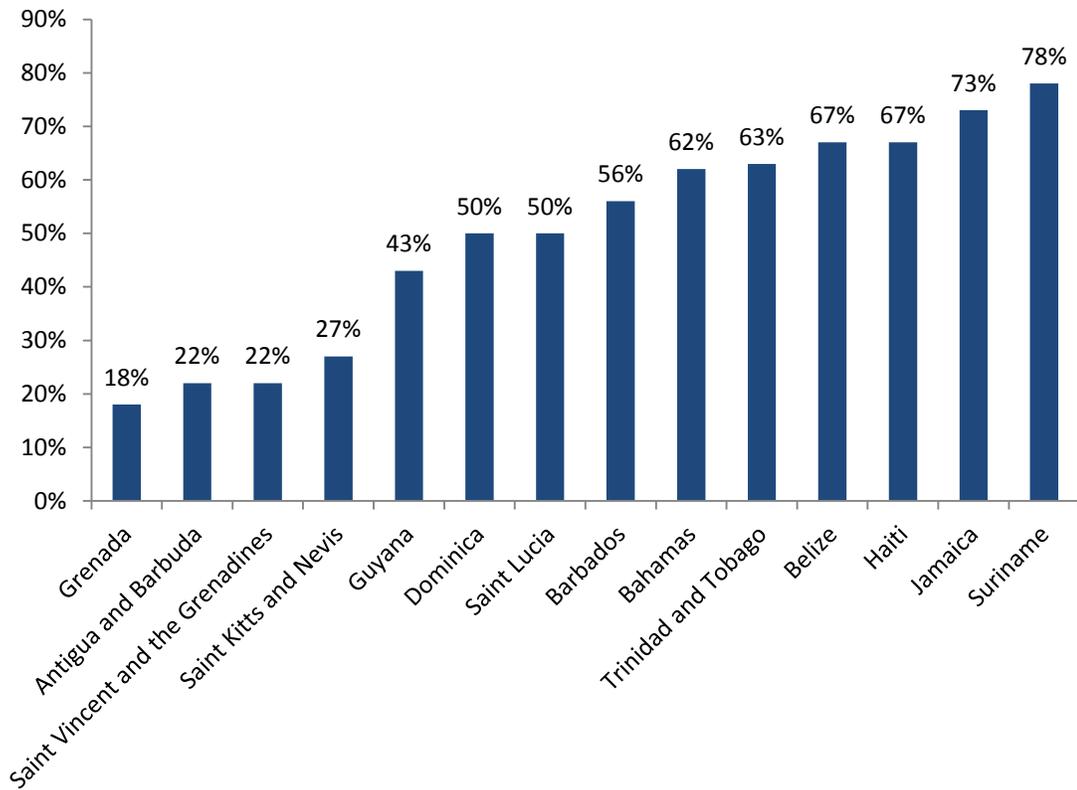


Figure 9. Percentage of respondents whose work places offer internships, organized by member state

4. Volunteer programs

The role of volunteers is an important element in fostering open civil societies by allowing individuals to contribute their time and talents to the causes that they support. A very encouraging picture emerges from the 64 region-wide respondents associated with NGOs, in which 30% labeled the role of volunteers to be important to the accomplishment of their mission. Even more striking, 64% of NGO respondents indicated that volunteers are “extremely important.” Respondents in the Bahamas and Saint Kitts and Nevis unanimously agreed with this latter judgment.

For obvious reason, unpaid volunteers are not easy to find and to retain in service. They also require considerable training and, at the beginning, supervision. Yet, one survey respondent from a regional NGO stated that their full staff of 40 members is made up entirely of volunteers since they have no funding to provide salaries. Such situations are a true testament to the commitment and passion of people working in cultural heritage and perhaps the challenging financial circumstances under which many NGOs operate. This latter point was underscored by the many respondents who reported that their organization could not afford any paid employees (while the regional average number was six paid employees, not including the

anomalous UNESCO-LAC office, the mode for several member states was zero: Barbados, Dominica, Jamaica, and Trinidad and Tobago).

To understand the use of volunteers, the survey asked which types of volunteers are most needed in the respondent’s NGO, allowing for more than one response (Table 26).

Table 26. Types of volunteers currently needed most to support heritage-related activities

Member State	Managerial	Clerical	Technical Specialists	Fundraisers
Antigua and Barbuda	0%	25%	75%	100%
Bahamas	50%	100%	100%	100%
Barbados	50%	75%	100%	100%
Belize	33%	22%	100%	44%
Dominica	60%	40%	80%	80%
Grenada	60%	20%	80%	100%
Guyana	50%	0%	50%	50%
Jamaica	80%	20%	80%	80%
Saint Kitts and Nevis	60%	40%	80%	100%
Saint Lucia	0%	50%	100%	100%
Saint Vincent and the Grenadines	33%	0%	100%	33%
Suriname	33%	33%	100%	67%
Trinidad and Tobago	63%	75%	88%	75%
Regional Organizations	29%	29%	86%	57%
REGIONAL AVERAGE	45%	38%	88%	75%

Qualified professionals and technical experts are highly sought after, as are fundraisers, who play a crucial role in helping to sustain such organizations. Respondents specified additional types of volunteers in an open-ended text response, including multiple responses for tour guides, community guides, and trainers and educators. One respondent each indicated the need for archaeological fieldworkers, public relations specialists, and artists.

E. Conclusion

1. Optimal Funding and Human Resources Capacities

Everywhere in the world, there are always heritage initiatives that cannot be pursued for lack of funds regardless of whether the financing comes from private or public sources. With this condition prevailing in many fields, heritage communities everywhere have to learn to use budgets and human resources intelligently, assigning priorities, dealing with emergencies, and spreading equitably whatever wealth is available. The situation in heritage conservation,

however, is more acute because funds are diminishing while the field is rapidly expanding, demanding ever greater specializations, human resources, political clout, and financial support.

The strength of heritage is of course dependent on a strong leadership, but its true strength resides in the nature of its growing grassroots recognition by communities. Heritage is one of those fields of social endeavor that has been driven by the tenacity and commitment of those who, working in the public or private sector, paid or as volunteers, believe in its great importance. This is true in the Caribbean, and it is a guarantee that the institutional capacity and strength can only grow in the future.

2. Discussion of Findings

The region's respondents share a negative perception of their funding sources as diminishing or highly variable with respondents from the non-governmental and governmental sectors as more likely to tend toward diminishing. Private sector respondents who primarily work in heritage conservation were much more likely to report highly variable funding sources than those in ancillary businesses, who reported the highest amounts of stable and increasing funding.

Respondents also reported a dependency on a wide variety of funding sources, none of which clearly correlate to perceived funding trends. Supplementary funds from tourist taxes, admission fees at heritage sites, corporate donations, and foreign aid were significant for those government respondents who indicated more stable or increasing funding trends. Only one nation: Trinidad and Tobago, appears to have a stable national budget although at least one respondent cited the current economic recession as particularly challenging to the protection of privately-owned heritage sites. The philanthropic market in the region appears lacking and particularly uneven across the region. More data are needed in general on funding sources and trends, and more specifically in the private sector as related to cultural heritage tourism.

The survey documented three impacts on the region's job market in cultural heritage that are directly caused by inadequate funding: lack of employment opportunities, qualified applicants unwilling to accept current pay rates, and trained professionals leaving the country. Several countries are reportedly experiencing these issues, especially Guyana, Dominica, and Jamaica, who share in all three.

Inadequate funding is also impacting the capacity of governments to effectively enforce their heritage legislation. Most notably, respondents in the Bahamas, Trinidad and Tobago, Guyana, Haiti, and Suriname reported experiencing this issue.

Large-scale projects, those that have less tangible results, or events with small audiences are generally difficult for practitioners to raise funds to implement. Political support was a crucial

factor in ease of funding. Relatedly, projects tied to broader public objectives and development indicators are easier to fund. Training and community-engaged projects were reported as both easy and hard to fund, as were activities more focused on specific heritage categories. Generally, built heritage conservation may be harder to fund due to the larger scale of its budgets. Respondents shared a wide variety of ambitions for services they could provide if their budgets were increased or if foreign assistance was available.

Several human resource challenges are impacting heritage institutions and organization across all sectors, although a large variety of skills and expertise exists across the region, especially in historic buildings; cultural landscapes; communal festivals; oral traditions; and music, dance, and the performing arts.

Fourteen educational institutions offering training and coursework related to cultural heritage were represented by respondents. Five of these offer accredited degree or certificate programs. Awareness, accessibility to, and affordability of these programs were variably assessed by respondents in particular member states.

Professional development opportunities were less widely available, affordable, or known about by respondents in the region.

Internship opportunities are highly variable throughout the region, while volunteer opportunities are in abundance, especially for those with technical expertise.

3. Potential Model Project Themes inspired by survey responses and Regional Experts Meeting in Barbados

a. Philanthropic Market Strengthening

- Establishment of a Caribbean Heritage Trust/Fund to orchestrate and manage the establishment of heritage priorities in the region, and to fundraise for donations and contributions from interested individuals all over the world, as well as from corporation (e.g., tourist industry) that benefit from the natural and cultural heritage of the region.
- Provide technical assistance to establish membership-based fundraising systems and non-profit assistance organizations (e.g. "Friends of...") in countries where potential donors reside and that provide fiscal incentives

b. More sustainable financing strategies for built heritage conservation

- Coordination and heritage agencies and communities within each country and in the region to develop strategies for the dissemination of the priority needs of heritage among international and development agencies and other potential sources of external funding.

- Working with communities, private institutions and NGOs in the region to create region-wide as well as country-specific lobbying entities with sufficient political clout to properly articulate the needs of heritage to the governments of the region, as well as the consequences on heritage of insufficient public funding.
 - Draft a guide to strategic planning of heritage projects to be used as a reference for organizations proposing projects to governments, larger NGOs, or development organizations
- c. *Career development and public awareness related to cultural heritage employment for college students and young adults*
- Informational programs to reduce uneven awareness of current educational opportunities in cultural heritage as well as increasing awareness of career opportunities in the field.
 - Catalog of cultural heritage educational opportunities and resources in the region, which could be provided to career counselors at the secondary school and undergraduate levels
- d. *Caribbean Heritage Mentoring Program*
- Establishing an inventory of existing practitioners as a resource for training in traditional skills and crafts
 - Linking master or elder craftspeople with youth to pass skills on to younger generations
 - Grounding the program in an experiential pedagogical model to provide specialized training and inspire broader stewardship in cultural heritage in younger generations
- e. *Expanding university programs*
- To fill gaps in specialized programs (e.g. conservation, library sciences, and museology)
 - To include skills that are necessary for fundraising and project management by contemporary heritage professionals, such as grant writing and management skills
- f. *Supporting more professional development opportunities around the region*
- Possible frameworks for exchange of professionals throughout the region to build capacity and fill expertise gaps. Recognition of CEUs or professional certificates earned at the region's universities for career advancement. This might be accomplished by:
 - Pairing the region's strong resources with the professional and human resources needs in order to develop training programs that will bring institutional strength parity among the countries in the region.
 - Strengthening current and future human resources pools by integrating institutions offering heritage-related training into pertinent international as well

national networks in other regions of the world to foster exchanges of information, faculty, and students (e.g., ICCROM and NCPE in the United States)

- Working with international heritage organizations and with prominent heritage organizations outside the region to foster the holding of their international conferences, symposia, and congresses in the Caribbean region.

CHAPTER 3: CURRENT HERITAGE PRACTICES AND CHALLENGES

A. Introduction

This chapter presents an analysis of survey responses concerning the current functioning of cultural heritage agencies, organizations, and practitioners within existing legal frameworks and within the limits of their institutional capacity. In this context, potential is measured against performance and to provide indications of how regional gaps and overlaps can be constructively reconciled to expand the public value of cultural heritage.

After presenting data related to heritage administration by government agencies and supporting organizations, the chapter describes current programs being undertaken by the various heritage sectors throughout the participating member states, and assesses the extent to which the general public, in all its variety, is engaged in the protection and appreciation of cultural heritage. In addition, the participation of regional agencies in national, regional, and international professional networks is analyzed.

The final section of this chapter will be devoted to the impact of wider social and economic processes on the protection and appreciation of Caribbean cultural heritage. The threats and opportunities perceived by regional heritage sectors with regard to specific forms of development, globalized media, and tourism sets the stage for an assessment of the possible areas for a prioritized agenda, model projects, and sustainable frameworks for capacity sharing to protect and promote Caribbean cultural heritage.

B. Oversight and Monitoring

1. Inventories and Official Registers

For a government heritage agency to discharge its function properly, it must have a clear knowledge of what it is responsible for protecting, as well as reliable, up-to-date documentation of the protected resources within its jurisdiction—namely through a nation’s official inventory or register of heritage resources.

Inventories and official registers are thus basic tools for heritage protection, and for that reason, the survey contained detailed questions about the existence and nature of inventories in each participating member state. The survey asked whether the respondent was aware of a particular “inventory” and not an “official register.”¹¹ Thus, in some cases, government heritage

¹¹ The framing of the question in this way was a point of long discussion at the Regional Experts Meeting, and was likely the source of potential error in the survey findings since respondents have differing definitions of

officials reported that an inventory didn't exist while a non-governmental practitioner reported positively about its existence. In these cases one can surmise that either a lack of awareness exists among the surveyed government respondents regarding official inventories, or an extra-governmental inventory is maintained by an external source, which could provide important information to public officials. These assumptions and findings are further detailed in Appendix K.

While some of the participating countries have lists of selected landmarks, historical sites, or intangible heritage resources available on the Internet (in various contexts, e.g., tourism promotion websites to physical planning documents), none were found to have ready Internet access to its official heritage inventories, much less the digitized metadata for each listed entry. The absence of online access naturally limits their accessibility by both in-country heritage administrators and researchers, as well as researchers throughout and beyond the region. Moreover, while online digital inventories may not be the optimal form for official heritage inventories (either because it contains sensitive data or because of technical constraints in digitizing certain data), online finding aids (i.e. an index of existing inventories) are invaluable references for interested parties to learn what inventories exist, what types of information they contain, who maintains them, and how to best access them.

The survey prompted widely varying responses about the existence of inventories throughout the region. The analysis of the relevant survey responses yielded information about seven principal attributes:

1. the existence of the inventory
2. the extent to which heritage professionals are aware of the inventory
3. whether the inventory is up to date (i.e. have new elements been added)
4. whether the information contained is reliable
5. whether heritage professionals find it to be useful
6. how accessible the inventory is to researchers and the general public
7. whether the inventoried resources or metadata are spatially documented through GIS

Please consult Appendix K for a more detailed description of these seven variables and for the full tabular display of these data by heritage type, which offers a glimpse at the overall assessments of heritage oversight performance by the survey respondents. It is important to underline that the existence of inventories per se is not sufficient indication that they are an adequate tool for conservation. For instance, there are countries, such as Haiti, where the legal

"inventory." However, this issue is itself tied to a broader need in the region, which was agreed upon at the meeting, to standardize the definition of "inventory" used by practitioners and government officials working across the range of heritage types.

definition of historic buildings and historic sites is so narrow that the inventories are limited to the few dozen places that are universally recognized landmarks. Thus, inventories and their metadata should be considered in a broader policy framework to determine optimal states.

a. General Observations Regarding Inventories of Immoveable Heritage

Table 27 indicates whether any government heritage official in the participating member states reported the existence of a corresponding inventory.¹²

Table 27. Reported existence of immoveable heritage inventories by any government heritage respondent

Member State	Historic Buildings	Historic Towns	Archaeological sites	Underwater Heritage	Cultural Landscapes	Historic Gardens	Vernacular Settlements	Sacred Places	Places of Memory	Civil Engineering Works	Industrial Heritage
Antigua and Barbuda	x	x	x	x	x	x		x	x		
Bahamas	x	x	x	x							x
Barbados	x	x									
Belize	x	x	x	x				x			
Dominica	x		x	x	x	x			x	x	
Grenada	x	x	x	x		x					
Guyana	x		x	x		x		x	x	x	
Haiti	x										
Jamaica	x	x	x	x	x	x	x	x	x	x	x
Saint Kitts and Nevis	x									x	
Saint Lucia	x	x	x	x	x				x	x	x
Saint Vincent and the Grenadines	x		x	x	x						
Suriname	x	x	x	x	x	x	x	x	x		x
Trinidad and Tobago	x	x	x	x	x			x	x		

¹² The threshold for a positive mark was whether at least one government heritage official reported the inventory's existence. In many cases, government heritage officials reported contradictory assessments. In these cases it was assumed that an official reporting that an inventory didn't exist may not be aware of an inventory that another official believes to exist, indicating an issue of awareness, which is detailed in Appendix K. Not enough information was gathered to discern whether discrepancies extended beyond awareness to matters of definition (i.e. differing opinions on what constitutes an inventory).

b. *Official Moveable Heritage Types*

Overall, the situation of inventories for moveable objects seems weak at the regional level (see Table 28 and Appendix K).

Table 28. Reported existence of moveable heritage inventories by any government heritage respondent

Member State	Historic Vehicles, Ships, Railroad Engines	Public Heritage Museum Collections	Private Heritage Collections	Archives
Antigua and Barbuda		x		x
Bahamas		x		x
Barbados		x		x
Belize	x	x	x	x
Dominica		x		x
Grenada	x	x		x
Guyana		x		x
Haiti		x		x
Jamaica	x	x		x
Saint Kitts and Nevis		x		x
Saint Lucia				x
Saint Vincent and the Grenadines		x		x
Suriname		x		x
Trinidad and Tobago		x		x

Historic vehicles, such as trains, automobiles, and ships appear to be altogether beyond the radar screen of the cultural heritage community in the Bahamas, Dominica, Guyana, Haiti, Saint Lucia, and Suriname, at least in terms of inventories. Elsewhere, the existence and effectiveness of such inventories are doubtful at best.

As in many parts of the world, official inventories of private collections are rare. Responses imply that they exist only in Belize, Haiti, Saint Kitts and Nevis and Trinidad and Tobago, and it is not clear whether these reference private museum collections or collections of private

individuals. With most countries respecting the principles of private property rights, this is a difficult area over which to establish legal controls; however, it does have implications for the oversight of the antiquities market and for the prevention of illegal trafficking.

Although artifacts and documents in public collections and archives appear to be inventoried in nearly every country, the up-to-date-ness, reliability, usefulness, and accessibility vary widely. With regard to public collections, responses from Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, and Saint Kitts raise concerns about the state of such inventories and the capacity of public museums to document their collections. Similarly, respondents from Antigua and Barbuda, Bahamas, Barbados, Jamaica, Saint Lucia, and Suriname indicate issues with the usability and accessibility of inventories of archival collections.

One country whose responses appear to call for concern is Saint Lucia, where no inventories seem to exist either for historic vehicles or for private and public collections.

c. General Observations Regarding Inventories of Intangible Cultural Heritage Elements: Although intangible cultural heritage is a relatively new category of internationally officiated heritage (albeit a long-standing interest of anthropologists, folklorists, and historians), over half of the participating member states have ratified or accepted the 2003 UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage (see Chapter 1), and a large number of practitioners in intangible heritage safeguarding operate throughout the member states (see Chapter 2). Thus, there seem to be a wide range of inventories of various intangible heritage throughout the region, particularly inventories or registers of performing arts, communal festivals and events, and oral traditions.

Table 29. Reported existence of intangible heritage inventories by any government heritage respondent

Member State	Music, Dance, and Performing Arts	Traditional Cuisine	Communal Festivals	Sacred Communal Rituals	Traditional Crafts and Occupations	Oral Traditions and Language
Antigua and Barbuda			x			
Bahamas	x	x	x		x	x
Barbados			x			
Belize			x			
Dominica	x	x	x			x

Grenada	x	x				
Guyana			x	x	x	
Haiti						
Jamaica	x	x	x	x	x	x
Saint Kitts and Nevis						
Saint Lucia	x	x	x	x	x	x
Saint Vincent and the Grenadines	x		x		x	x
Suriname	x	x	x	x	x	x
Trinidad and Tobago	x	x	x	x		x

The precise nature of the intangible heritage inventories throughout the region is uncertain—whether they are simple lists of events for visitors, collections of photographs or video recordings, or more detailed inventories with reference data that are used for the purposes of official safeguarding of the Caribbean’s rich intangible heritage. There is wide variation throughout the region on the attributes of these inventories; usefulness and accessibility seem generally to be low. Oral traditions appear to be among the strongest types. One category is perhaps understandably poorly inventoried: sacred communal rituals. Desire for privacy, maintenance of esoteric in-group knowledge, and the concern to protect sacred places from outsiders are all possible reasons for the absence of full inventories, even though this is an official UNESCO heritage type.

At least two member states have directed relatively considerable bureaucratic resources to the documentation and inventorying of intangible cultural heritage. Jamaica has had long-standing national agencies (recently combined in the African Caribbean Institute of Jamaica/Jamaica Memory Bank) for the documentation, exhibition, and promotion of intangible heritage with a supporting website (<http://acij-ioj.org.jm>). Trinidad and Tobago’s recent launch of The Remember When Institute and its supporting website (<http://www.culture.gov.tt/rememberwheninstitute>) is poised as a public repository and participatory archive that invites members of the public to contribute their nominations to the register. We are interested to learn more from these officials and others elsewhere regarding their experiences in implementing the mandates of the 2003 convention and how they source information from communities of practitioners and tradition/knowledge/memory bearers.

2. Periodic Monitoring and Reporting

a. Existence and Effectiveness of Monitoring

Inventories are an important tool for effective heritage protection, but the sites, objects, and traditions that are documented within them should also be regularly monitored. As a follow-up to the survey questions regarding inventories, participants were asked if the heritage types they work with were subject to periodic monitoring and, if so, could they assess the effectiveness of that monitoring.

The responses indicating the presence of monitoring activities follow the pattern of the responses concerning inventories fairly closely—with the same level of inconsistency and uncertainty. In many cases, even within the sector and the same country, respondents answered differently about the presence and quality of monitoring. While differing assessments of the quality of monitoring could be expected, the contradictions about whether various heritage types are monitored reveal the lack of a uniform criterion for this activity. A clear priority for further study concerns the formulation of basic standards by which heritage monitoring is most effectively accomplished and to ensure that they are understood and implemented according to local need.

Some general evaluations of the survey responses can, however, be made. It seems quite clear that monitoring of historic buildings is performed in all of the participating member states, but the monitoring of all other immovable heritage types is spotty, with vernacular architecture and industrial heritage particularly weak. Among the moveable heritage types, the coverage is also highly varied, with respondents from only the Bahamas and Belize reporting monitoring objects in private collections (the latter perhaps due to the illicit traffic in artifacts from its Mayan sites, although both cases could also refer to private museum holdings). Among the intangible heritage categories, performing arts, festivals, and traditional crafts are reported as widely monitored, but the precise nature of the monitoring of these intangible elements is unclear. Here, too, a significant challenge remains in the establishment of effective procedures for gauging the vitality and effecting the safekeeping of intangible heritage.

Survey participants from the government sector were asked to generally evaluate the effectiveness of monitoring regarding the heritage types they work with. These data expressed a very high variance among respondents, perhaps due to the variety of heritage types, and, more significantly, standards of evaluation. Thus, we were not able to aggregate these data in a meaningful way, and found a detailed accounting not to be particularly helpful at this point. Generally, distributions of responses either followed a normal distribution centered at neutral (Bahamas, Dominica, Suriname) or a bimodal distribution of positive and negative (Antigua and Barbuda, Belize, Grenada), or represented a positive to neutral consensus (Barbados, Guyana,

Jamaica, Saint Lucia, Saint Vincent and the Grenadines), or a negative to neutral consensus (Saint Kitts and Nevis, Trinidad and Tobago).

b. Threats to be Mitigated by Monitoring

All survey respondents were also asked to identify the general threats to cultural heritage resources that prevented the general public from full access and appreciation. Certain threats fall outside the immediate control of the heritage sector and are described below in Section Threats to Public Safety and Access to Cultural Heritage Sites and Events, yet others relate to the capacity of various government entities to provide the proper protection in and around heritage sites.

The most widely cited were insufficient public promotion of the country’s cultural heritage and inadequate infrastructure at cultural heritage sites (Table 30). Majorities from all countries, except Belize, Dominica, Saint Vincent and the Grenadines, and Suriname identified physical neglect of cultural properties a threat to public enjoyment, and except for Saint Vincent and the Grenadines, the same was true for poor infrastructure.

Table 30. Perceptions regarding threats that prevent the public enjoyment of and access to cultural heritage

Member State	Physical Neglect	Poor Access	Inadequate Promotion	Over-crowding	Poor Infrastructure
Antigua and Barbuda	60%	40%	70%	20%	90%
Bahamas	62%	46%	77%	23%	56%
Barbados	67%	44%	78%	0%	56%
Belize	25%	55%	70%	15%	70%
Dominica	38%	62%	69%	23%	77%
Grenada	100%	64%	91%	9%	91%
Guyana	83%	67%	83%	0%	50%
Haiti	100%	100%	100%	33%	100%
Jamaica	88%	56%	84%	12%	80%
Saint Kitts and Nevis	56%	33%	56%	0%	56%
Saint Lucia	75%	63%	88%	33%	88%
Saint Vincent and the Grenadines	44%	56%	56%	11%	22%
Suriname	33%	55%	67%	11%	78%
Trinidad and Tobago	78%	33%	94%	22%	83%

3. Risk Preparedness

In a region subject to climatic and environmental catastrophes, the heritage resources of the Caribbean can better be protected from those serious and often sudden threats through

effective emergency preparedness and disaster response plans. Table 31 summarizes the survey responses to this important element of protection provided by government officials.

Table 31. Reported existence and effectiveness of emergency preparedness and disaster response plans by government respondents

Country	Do emergency plans exist?	Have they been implemented?	Were they effective?
Antigua and Barbuda	YES	YES	YES
Bahamas	YES	YES	YES
Barbados	YES	YES	YES
Belize	YES	YES	MIXED
Dominica	NO		
Grenada	UNCLEAR		
Guyana	NO		
Haiti	UNCLEAR		
Jamaica	YES	UNCLEAR	
Saint Kitts and Nevis	NO		
Saint Lucia	UNCLEAR		
Saint Vincent and the Grenadines	NO		
Suriname	NO		
Trinidad and Tobago	NO		

With the exception of Jamaica, where there seem to be emergency preparedness in place and yet there is a contradiction in the responses about their use, the evidence from Antigua and Barbuda, the Bahamas, Barbados, and Belize suggest that the implementation of such plans have provided effective protection for cultural heritage resources in the region. A focus for further work is a solid confirmation of absence or presence of such plans in other member states—and if appropriate, their implementation and periodic review.

The effectiveness of risk preparedness and response plans is closely related and even dependent to the existence of inventories that properly document the physical attributes of all the heritage resources, so that recovery and repairs in the aftermath of catastrophic events may adhere to accepted preservation practice. Thus, the existence of emergency preparedness plans in the region may be a matter that needs greater study and strengthening.

C. Areas of Concentration and Programmatic Objectives

As discussed in Chapter 2, non-governmental heritage organizations and private sector heritage practitioners are indispensable contributors to the overall institutional strength of the heritage sector and are essential partners to government institutions in achieving official mandates. In a

survey of current regional heritage practices and performance, the programmatic contribution of all non-governmental sectors—NGOs, private practitioners, and private business firms—are considered to be a potential basis for strengthening heritage protection and promotion in the region as a whole. These data represent a pool of objectives and associated skills that form a far-reaching network of regional heritage foci and experts.

1. Non-Governmental Organizations

The 69 respondents representing 65 NGOs from throughout the region were asked to describe their general areas of concentration, and from these answers (reported in full in Appendix F), it can be seen that conservation and public interpretation/public awareness-raising are among their principal aims. As noted above, poor physical infrastructure and lack of promotion of heritage sites were seen as major threats to their enjoyment and access. Responses from NGOs in Dominica, Saint Kitts and Nevis, Guyana, and Saint Lucia indicate a strong emphasis on various conservation programs, while NGO respondents from the Bahamas, Dominica, Grenada, Guyana, Saint Kitts and Nevis, and Saint Lucia expressed a focus on public communication. Many non-governmental organizations are also well-situated to directly engage particular communities in participating in projects, which many practitioners expressed an interest in when queried about services they would like to offer if funds were increased (see Chapter 2 and Appendices D and E). Though these generalizations must be further explored, there seems to be great potential for government-NGO synergy in these areas.

2. Private Heritage Practitioners

As with NGOs, the 13 respondents from the private heritage conservation field were asked to identify their professional specialties and their responses suggest a wide range of areas of concentration that can supplement those of the other sectors in fulfilling the effective protection of regional heritage. Although the sample of regional private practitioners did not include any from Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Saint Kitts and Nevis, and Saint Vincent and the Grenadines, the practitioners from the other participating member states who responded represent a wide range of areas of concentration including conservation science, historical and archaeological research, architectural and landscape design, public interpretation, intangible heritage, site management, adaptive reuse of historic structures, environmental resource management, planning and management, and sustainable development. As is the case with NGOs, a careful matching of these activities with capacity deficits in the public sector may have great potential for capacity sharing within the region.

3. Other Businesses in the Private Sector

The survey also included 21 respondents in private, for-profit firms that are ancillary to or dependent on cultural heritage resources. Their areas of concentration offer a clear link between the cultural heritage sector and local economies and these firms are often in a

position to help design collaborative economic strategies with the other sectors to combine revenue generation with heritage protection and sustainable development. Their areas of concentration include hotels and hospitality, tours and tourist activities, promotion of souvenirs and crafts, traditional cuisine, real estate development and adaptive reuse of historic structures, public relations, events organizing, and business management.

4. Heritage Programs that Serve Cross-cutting Public Objectives

In addition to the range of heritage-focused conservation and protection agendas promoted by all the sectors represented in the survey, most practitioners identified a range of social objectives that their heritage programming attempt to address or contribute to (Table 32). Among these, education, economic development, and youth development predominate current agendas in the region. Programs addressing the enhancement of social and cultural identities, environmental sustainability, and cultural diversity were also well-represented among respondents.

Table 32. Public objectives that heritage programs reportedly address

ISO Country Code	Economic Development	Poverty Reduction	Crime Reduction	Health and Wellness	Cultural Diversity	Conflict Reduction	Human Rights	Youth Development	Education	Engagement with the Diaspora	Enhancement of Identities	Environmental Sustainability
AG	70%	40%	20%	20%	40%	0%	0%	60%	70%	10%	40%	60%
BS	50%	21%	7%	21%	57%	7%	14%	71%	71%	21%	79%	50%
BB	56%	56%	33%	33%	56%	0%	22%	67%	89%	56%	56%	67%
BZ	67%	67%	29%	33%	54%	38%	17%	58%	75%	13%	67%	50%
DM	87%	80%	47%	53%	60%	13%	27%	73%	87%	33%	80%	67%
GD	64%	27%	18%	0%	36%	0%	9%	64%	55%	45%	73%	36%
GY	25%	25%	13%	13%	63%	25%	13%	50%	75%	25%	38%	38%
JM	68%	44%	28%	20%	36%	8%	4%	52%	68%	24%	68%	44%
KN	45%	36%	27%	9%	45%	18%	9%	55%	73%	27%	55%	64%
LC	100%	63%	13%	50%	63%	25%	50%	75%	88%	63%	100%	75%
VC	67%	78%	33%	44%	67%	0%	11%	44%	67%	33%	44%	44%
SR	78%	44%	0%	33%	56%	0%	11%	22%	89%	33%	67%	67%
TT	60%	30%	30%	15%	60%	10%	10%	45%	80%	30%	60%	55%
AVG	64%	47%	23%	27%	53%	11%	15%	57%	76%	32%	63%	55%

Further exploration and discussion of these data, especially in connection to the socio-economic context summarized below, can offer more direction as to how the expertise derived from current programs can be shared throughout the region and how cultural heritage protection serves important public objectives and key development agendas.

D. Public Engagement

No less important than the effective integration of skills and areas of concentration of the professional heritage sectors is the engagement of the general public in the protection and appreciation of their shared cultural heritage. The survey questions contained several indicators for the present levels of permitted or encouraged public participation. These serve as indices of present performance related to public communication and indications of areas for further enhancement of public input and engagement.

A particular priority for expanding public involvement and appreciation is the heritage sector’s responsiveness to public values and concerns and associated processes for ensuring public accountability. Respondents provided information regarding three specific indicators in this vein: Ability of communities to identify their own heritage and nominate it to official registers; the existing legal or customary mechanisms requiring or allowing for public participation; and additional opportunities that may exist for public input.

1. Public Ability to Nominate Places and Elements of Significance to Official Registers

The selection of heritage sites and traditions for official commemoration and protection is a crucial element in the construction of a national or regional identity. The exclusion of certain classes or examples of cultural heritage that have particular significance to segments of the general population can be seen or experienced as a form of marginalization from the national history. One way to encourage more inclusive processes for the officiating of heritage is to open the selection of criteria of significance as well as the identification of potential elements to be listed to a wider audience, including academics, professional experts, communities, and lay citizens.

Table 33. Reported classes of the population who has ability to nominate places and elements to official registers

Member State	Government Heritage Agencies	Appointed Expert Boards	Academics or Licensed Professionals	Local Governments	Members of the Public
Antigua and Barbuda					
Bahamas	YES	YES	YES	YES	YES

Barbados	YES	YES	YES		YES
Belize	YES	YES	YES	YES	YES
Dominica	YES	YES	UNCLEAR	YES	YES
Grenada					
Guyana	YES	YES	YES	YES	YES
Haiti	YES				
Jamaica	YES	YES	YES	YES	YES
Saint Kitts and Nevis	YES			YES	
Saint Lucia	YES	YES	YES	YES	YES
Saint Vincent and the Grenadines	YES	YES			YES
Suriname	YES	YES	YES	YES	*SOME
Trinidad and Tobago					YES

Survey respondents from government heritage and environmental agencies were asked to indicate the professional and civic categories of people who are authorized to submit items for inclusion in national heritage registers (Table 33). While the participation of heritage officials and professionals in this process is necessary and usual, the survey sought to determine how many of the participating member states include the general public in the process of selection and category expansion. Respondents indicated that the Bahamas, Barbados, Belize, Dominica, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Trinidad and Tobago all entitle the public to nominate sites and elements. Owners of historic properties in Suriname may request that their properties be designated as monuments. Further investigation on the success rate of public-initiated nominations and the extent of participation in these countries—as well as reasons for the non-inclusion of the public in the other participating member states—could be explored further.

2. Public Consultation

Large-scale heritage development projects potentially disrupt the landscapes and daily routines of local inhabitants in unintended ways. Property values and local economic patterns may be dramatically affected and the area transformed to serve primarily outside visitors rather than local residents (an observation made by several respondents regarding impacts of tourism development). To identify whether assessment mechanisms exist to measure the impact of public works on the needs and expectations of the local communities, survey respondents were asked a series of questions about the requirements for and participation in public consultation in their countries (Table 34).

Table 34. Respondents reporting requirements and rates of consultation and communication with members of the public, organized by member state and sorted by rates of consultation

Member State	Does the law require public consultation?	% of respondents who regularly conduct public consultation meetings	% of respondents who regularly communicate news of heritage activities
Guyana	YES	78%	71%
Dominica	YES	73%	100%
Belize	YES	62%	81%
Saint Kitts and Nevis	YES	56%	75%
Jamaica	YES	52%	64%
Suriname	YES	50%	88%
Antigua and Barbuda	NO	38%	63%
Bahamas	YES	36%	82%
Saint Vincent and the Grenadines	YES	33%	68%
Trinidad and Tobago	YES	32%	83%
Barbados	YES	30%	56%
Saint Lucia	NO	22%	78%
Grenada	YES	9%	73%
Haiti	YES	0%	100%

Only respondents in Antigua and Barbuda and Saint Lucia indicated that the laws do not require public consultation. Yet, according to the responses, the practice of public communication is more common than consultation, with only a few notable exceptions, suggesting that the heritage sector is more accustomed to present information to the public than it is to consult more directly with them. Presumably, the rates of public consultation should be higher in countries that require consultation. The relatively low rates of reported consultation may reflect a lack of awareness among certain practitioners of the legal requirements of consultation, a lack of perceived relevancy of the law to their particular circumstances, or a lack of capacity to regularly perform these actions. There may also be a difference in interpretation of the legal standard for consultation and practices of consultation and communication; that is, the legal mandate for consultation may be effectively reached through reporting news to the public in some states.

The distribution of consultation within countries follows sector lines in a few instances. The majority of government respondents consult with the public in Antigua and Barbuda, Barbados, Belize, Dominica, and Jamaica. No one from the government sector reported conducting public consultation meetings in Grenada, Haiti, and Trinidad and Tobago. The majority of NGO

respondents consult in Belize, Dominica, Guyana, Jamaica, and Saint Kitts and Nevis. Private sector respondents were generally less likely to conduct public consultation meetings.

Whatever the context of the specific answers, these practices of public engagement should be explored further. The precise definition of “consultation” and “communication” could be more clearly articulated, as well as their role in enhancing public awareness and support for heritage activities.

3. Opportunities for Inclusive Public Participation

Available programs to encourage and facilitate wider public participation in heritage activities are reported in Chapter 2. As mentioned there, approximately 50% of all respondents reported that they or their organizations offered internship programs, though the distribution of those programs among the member states varies widely (Figure 9). Additionally, almost all NGOs reported the tremendous benefit to their capacities that is gained through the use of volunteers. Although the highest reported need is for volunteers with specific technical skills, volunteer programs of various types are certainly another tool not only for targeted capacity-building, but also as a vehicle for engagement that can create support and a sense of connection to heritage resources by wide sectors of the general population.

Inclusiveness of participation among vulnerable populations is an added criterion that can enhance the process of public engagement. While the survey did not attempt to class the socio-economic or ethnic composition of heritage interns or volunteers in heritage programs, it did collect data on those populations that respondents perceive as underserved by the heritage sector throughout the region and in individual member states. Data were also collected on the particular vulnerable populations for whom special engagement programs have been established (Table 35).

Table 35. Responses regarding the perception of underserved populations and reports of special programs targeting such populations

ISO Country Code	Elderly Citizens		The Poor		Individuals with Disabilities		Youth		Immigrants	
	% agree underserved	% targeting	% agree underserved	% targeting	% agree underserved	% targeting	% agree underserved	% targeting	% agree underserved	% targeting
AG	60%	10%	50%	20%	50%	10%	50%	50%	20%	20%
BS	64%	29%	64%	29%	64%	0%	71%	71%	50%	14%
BB	67%	22%	67%	11%	78%	22%	56%	67%	33%	22%
BZ	46%	29%	46%	33%	42%	8%	67%	67%	25%	8%
DM	47%	40%	60%	40%	47%	7%	40%	87%	0%	7%
GD	91%	27%	36%	9%	55%	0%	64%	36%	0%	0%
GY	38%	25%	63%	13%	63%	13%	38%	63%	13%	13%
JM	72%	24%	76%	36%	68%	8%	52%	72%	16%	4%
KN	45%	36%	36%	36%	82%	18%	36%	64%	36%	18%
LC	88%	75%	75%	50%	63%	38%	75%	88%	13%	25%
VC	67%	11%	67%	33%	78%	0%	11%	67%	0%	0%
SR	44%	11%	33%	22%	67%	11%	56%	78%	22%	11%
TT	65%	30%	65%	25%	70%	15%	65%	60%	45%	10%
AVG	61%	28%	57%	28%	63%	12%	52%	67%	21%	12%

ISO Country Code	Women		Indigenous Peoples		Minorities		Rural	
	% agree underserved	% targeting						
AG	50%	30%	20%	20%	20%	10%	30%	
BS	57%	29%	7%	0%	21%	14%	57%	
BB	33%	33%	22%	11%	44%	11%	56%	
BZ	46%	50%	71%	58%	29%	38%	83%	8%
DM	20%	47%	47%	67%	13%	13%	33%	
GD	0%	18%	18%	9%	9%	0%	45%	
GY	50%	38%	50%	50%	50%	38%	75%	
JM	24%	40%	36%	32%	32%	16%	68%	
KN	27%	55%	18%	9%	18%	9%	45%	
LC	38%	50%	25%	25%	38%	38%	75%	
VC	11%	67%	33%	56%	0%	0%	33%	
SR	22%	33%	67%	67%	22%	11%	78%	11%
TT	55%	30%	60%	35%	35%	25%	75%	
AVG	33%	40%	36%	34%	26%	17%	58%	

In comparing the respondents' assessments of which populations are underserved and for which of these underserved groups they have established programs, the gap between need and

service is clearer. These gaps can perhaps be read as an indication of the potential priorities for further participatory public programs—either through existing internships and volunteer opportunities, or new programmatic objectives and services.

The qualitative responses describing the wide range of specific programs for vulnerable populations can be found in Appendix M. The lack of attention to underserved rural, disabled, and immigrant populations are perhaps the most dramatic gaps of all. This and the other significant disparities between the underserved and efforts to engage them both offer indicators of need and the degree of potential for the development of targeted programs to bolster inclusive participation of all segments of the population throughout the region.

E. Professional Networks

The benefit of professional networks in supporting knowledge and skill sharing, information exchange, and enhanced career opportunities has been recognized universally. In response, a number of professional networks for cultural heritage practitioners and activities exist at multiple scales.

At the international level, several professional associations serve this purpose such as the International Union of Architects (UIA), the International Federation of Landscape Architects, and the International Union for the Conservation of Nature (IUCN). UIA is paralleled at the national level in most countries by a national institution, such as the Barbados, the Guyana, and the Jamaica Institutes of Architects, et al. IUCN hosts a Regional Committee for the Caribbean based in Trinidad and Tobago, but no governmental or private institution memberships are registered from any of the project countries.

In the field of immovable cultural heritage, the foremost organization is the Paris-Based International Council on Monuments and Sites (ICOMOS), and for the moveable cultural heritage, it is the International Council of Museums (ICOM). The member states participating in this project are not very well represented in either of these two networks. ICOMOS has National Committees in Barbados, Haiti, and Trinidad and Tobago. In the past, National Committees of ICOMOS have existed in Jamaica and Suriname, but recognition for them was withdrawn due to a lack of response and activities. Participation in ICOM is even weaker than in ICOMOS, with only two regional national committees in existence: Barbados and Haiti. This weakness is truly surprising, since the immediate past president of ICOM was from Barbados.

There are numerous organizations and networks to promote tourism, but the overarching intergovernmental organization dealing with all issues related to tourism is the World Tourism Organization, an agency of the United Nations (UNWTO). In spite of the role that tourism plays in the economies of the project countries, and the impact that the tourism industry has on culture and cultural heritage, it is surprising that only the Bahamas, Haiti, and Jamaica are

members of UNWTO. At the regional level, there is the Caribbean Tourism Organization (CTO), with many non-governmental institutional members in the project countries. However, other than participating in the broad Caribsave initiative, CTO does not seem to have any programs that deal with the protection of heritage by the tourism industry.

In fulfillment of this project’s objective to strengthen regional networks for mutual assistance, the survey posed a number of questions regarding the perceived effectiveness of networks, without actually identifying what those networks are, as well as participation in self-identified international initiatives, and awareness and perceived effectiveness of international conventions. The results are shown below both by individual country as well as by the specific sectors at the regional level.

1. National Professional Networks

Table 36. Rates of reported usefulness of national networks, organized by member state

Member State	Very Useful	Somewhat Useful	Neutral	Somewhat Useless	Useless
Antigua and Barbuda	63%	13%	0%	13%	13%
Bahamas	45%	27%	18%	0%	9%
Barbados	13%	63%	25%	0%	0%
Belize	58%	26%	16%	0%	0%
Dominica	50%	42%	8%	0%	0%
Grenada	43%	14%	43%	0%	0%
Guyana	43%	43%	14%	0%	0%
Haiti	67%	0%	33%	0%	0%
Jamaica	48%	40%	8%	4%	0%
Saint Kitts and Nevis	56%	33%	11%	0%	0%
Saint Lucia	33%	44%	22%	0%	0%
Saint Vincent and the Grenadines	43%	43%	0%	14%	0%
Suriname	63%	38%	0%	0%	0%
Trinidad and Tobago	44%	33%	11%	11%	0%
Regional Practitioners	58%	37%	5%	0%	0%
AVERAGE	49%	35%	12%	3%	1%

Table 37. Rates of reported usefulness of national networks, organized by sector

Sector	Very Useful	Somewhat Useful	Neutral	Somewhat Useless	Useless
Academic	37%	48%	11%	4%	0%
Government	53%	29%	15%	3%	0%
NGO	48%	35%	9%	6%	2%
Private	52%	33%	15%	0%	0%
AVERAGE	49%	35%	12%	4%	1%

2. Regional Professional Networks

Table 38. Rates of reported usefulness of regional networks, organized by member state

Member State	Very Useful	Somewhat Useful	Neutral	Somewhat Useless	Useless
Antigua and Barbuda	38%	38%	0%	25%	0%
Bahamas	20%	50%	20%	0%	10%
Barbados	14%	57%	29%	0%	0%
Belize	50%	17%	28%	6%	0%
Dominica	33%	50%	8%	8%	0%
Grenada	38%	50%	13%	0%	0%
Guyana	50%	50%	0%	0%	0%
Haiti	50%	50%	0%	0%	0%
Jamaica	57%	29%	10%	0%	5%
Saint Kitts and Nevis	33%	67%	0%	0%	0%
Saint Lucia	44%	44%	11%	0%	0%
Saint Vincent and the Grenadines	43%	43%	14%	0%	0%
Suriname	50%	50%	0%	0%	0%
Trinidad and Tobago	39%	50%	11%	0%	0%
Regional Practitioners	47%	53%	0%	0%	0%
AVERAGE	42%	44%	10%	2%	1%

Table 39. Rates of reported usefulness of regional networks, organized by Sector

Sector	Very Useful	Somewhat Useful	Neutral	Somewhat Useless	Useless
Academic	41%	41%	15%	4%	0%
Government	40%	47%	10%	2%	2%
NGO	37%	48%	10%	4%	2%
Private	61%	30%	9%	0%	0%
AVERAGE	42%	44%	10%	2%	1%

3. International Professional Networks

The reported usefulness of international professional networks was deemed slightly higher than the usefulness of both national and regional networks. The need to strengthen these networks can be inferred from the many responses compiled in Appendix E where numerous and very varied opportunities have been identified for support from foreign governments, international development agencies and overseas NGOs.

Table 40. Rates of reported usefulness of international networks, organized by member state

Member State	Very Useful	Somewhat Useful	Neutral	Somewhat Useless	Useless
Antigua and Barbuda	43%	43%	0%	14%	0%
Bahamas	40%	50%	0%	0%	10%
Barbados	71%	14%	14%	0%	0%
Belize	72%	17%	11%	0%	0%
Dominica	29%	50%	21%	0%	0%
Grenada	57%	29%	14%	0%	0%
Guyana	50%	50%	0%	0%	0%
Haiti	100%	0%	0%	0%	0%
Jamaica	54%	38%	4%	0%	4%
Saint Kitts and Nevis	75%	25%	0%	0%	0%
Saint Lucia	78%	11%	11%	0%	0%
Saint Vincent and the Grenadines	33%	50%	17%	0%	0%
Suriname	63%	38%	0%	0%	0%
Trinidad and Tobago	59%	29%	6%	0%	6%
Regional Practitioners	70%	30%	0%	0%	0%
AVERAGE	59%	32%	7%	1%	2%

Table 41. Rates of reported usefulness of international networks, organized by sector

Sector	Very Useful	Somewhat Useful	Neutral	Somewhat Useless	Useless
Academic	58%	35%	8%	0%	0%
Government	61%	32%	5%	0%	2%
NGO	50%	37%	7%	2%	4%
Private	72%	20%	8%	0%	0%
AVERAGE	59%	32%	7%	1%	2%

4. Participation in International and Bilateral Cultural Heritage Initiatives

Respondents were asked whether they have participated in or benefited from an international or bilateral government initiative in cultural heritage over the past five years (Figure 10, Figure

11, Figure 12). Such initiatives have offered a basis for regional networking within the practical context of projects and specialized training. A full list of their responses is included in Appendix N. Participation ranges widely both by country and sector, suggesting areas for improvement to raise awareness and strengthen professional ties to international networks that may lead to opportunities for participating in such projects.

Among the specific initiatives mentioned are an OAS Sustainable Cultural Heritage project on historic urban revitalization; the Global Fibres Forum and UNESCO Award of Excellence for Handicrafts for traditional skills; various UNESCO training programmes, its Memory of the World project, and the UNESCO International Conference on Globalization and Languages. Other cooperative projects cited were sponsored by CARICOM, the European Union, and numerous bilateral initiatives. Noteworthy in particular were a range of activities specifically targeted toward sustainable heritage management under the sponsorship of the Small Island Developing States Network.

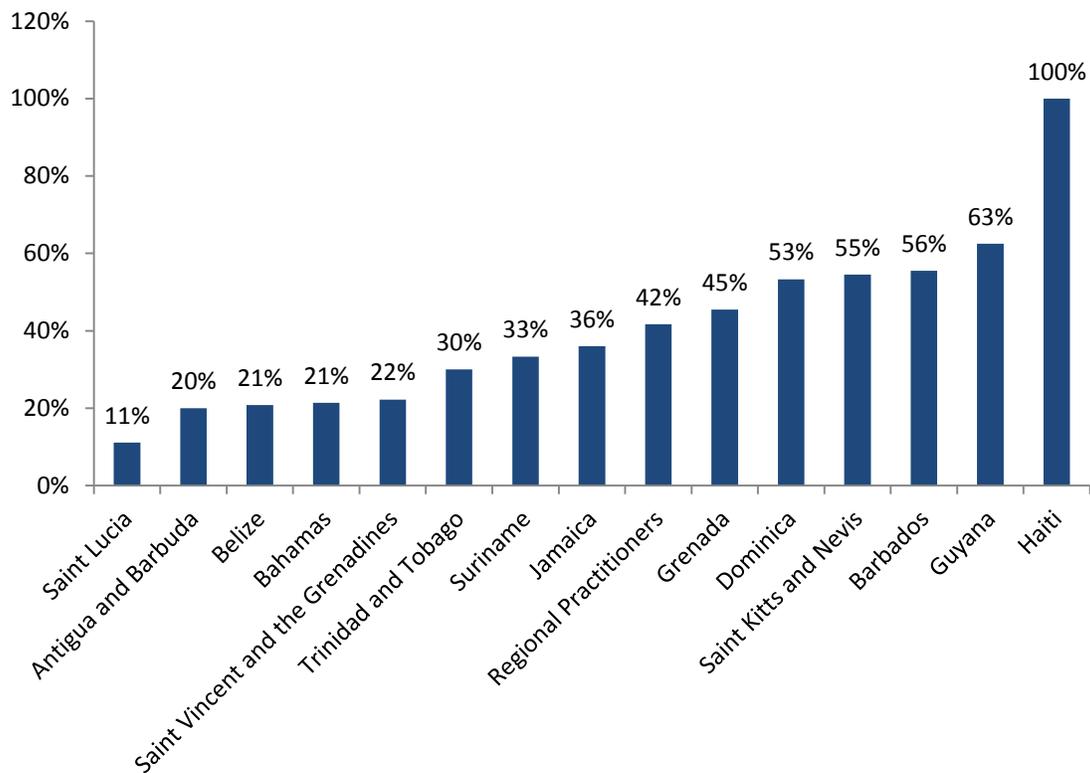


Figure 10. Percentage of respondents participating in international or bilateral initiatives, organized by member state

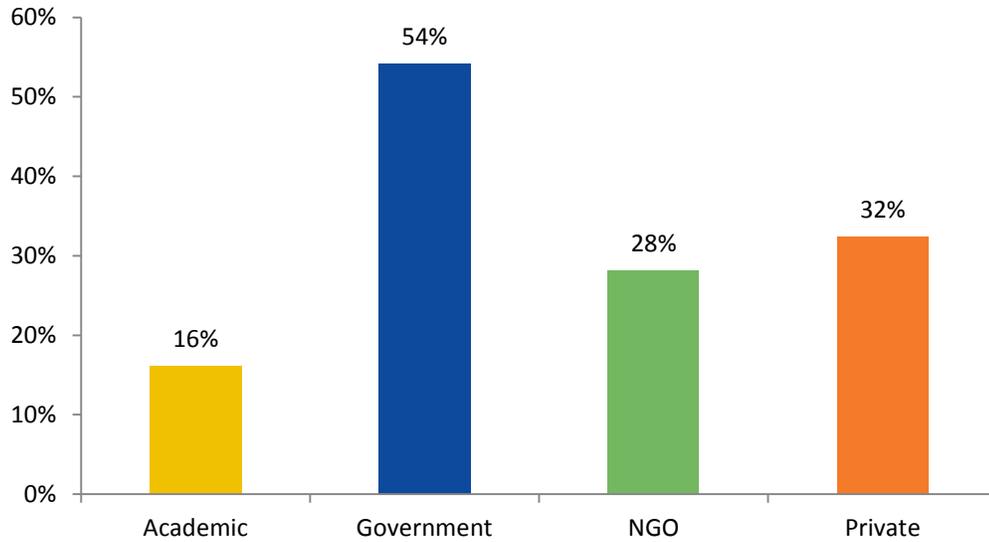


Figure 11. Percentage of respondents participating in international or bilateral initiatives, organized by sector

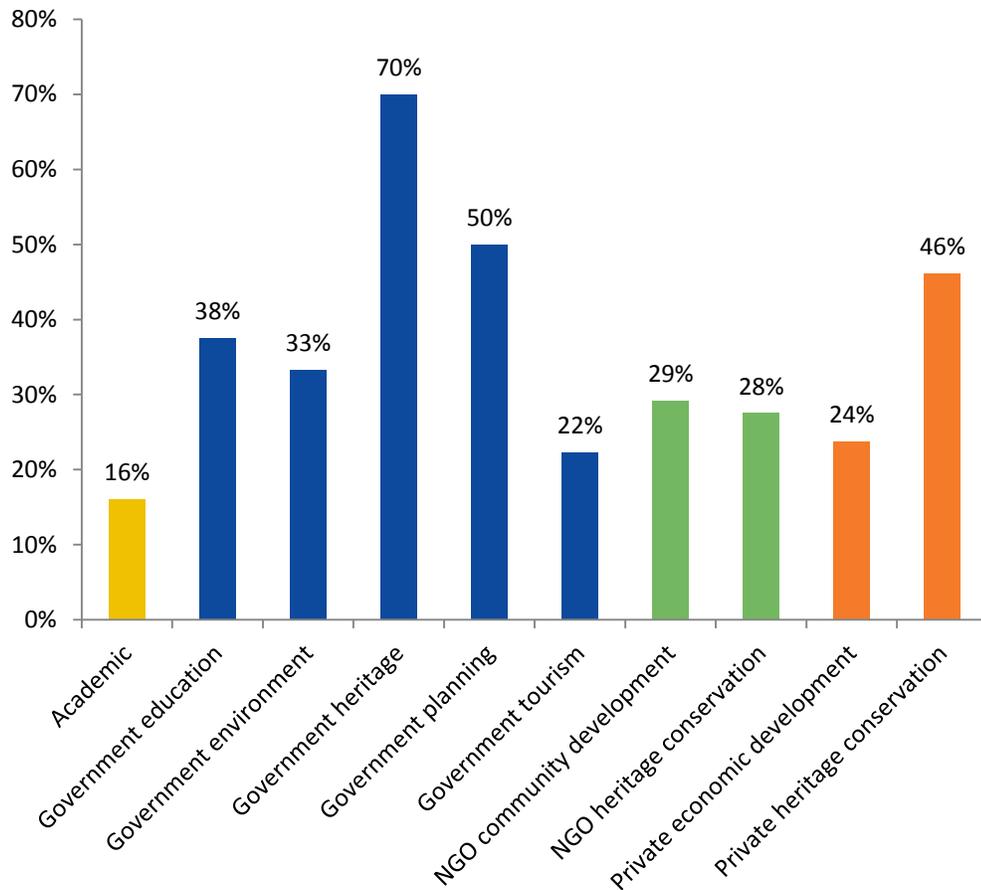


Figure 12. Percentage of respondents participating in international or bilateral initiatives, organized by subsector

5. Awareness of International Conventions

In Chapter 1, we presented responses related to the participation of the region’s governments in several UNESCO conventions related to cultural heritage. Here, we present responses indicating general awareness of such conventions and other international protocols among sectors in the participating member states. Except in the cases of Belize and the Bahamas, the majority of respondents are aware of such conventions. Awareness could be improved among government tourism officials and private sector practitioners who indirectly rely upon or use cultural heritage as a component of their principal business (e.g. tourism and hospitality services).

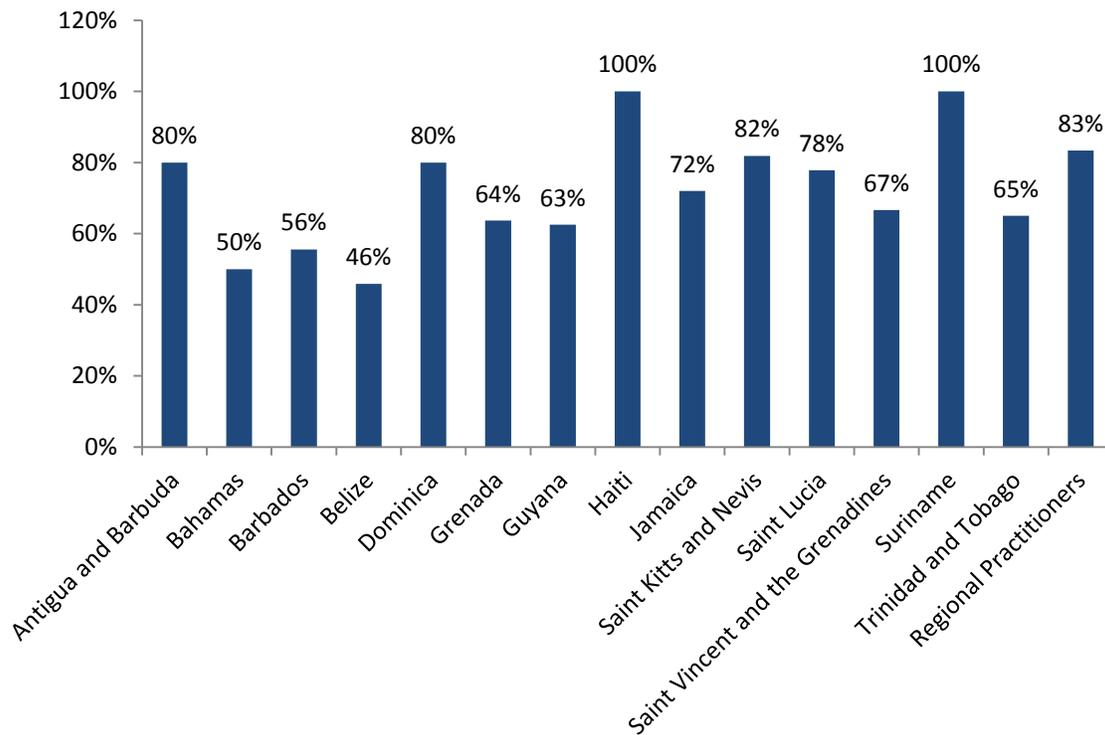


Figure 13. Percentage of respondents indicating awareness of international conventions, commitments, and agreements regarding heritage, organized by member state

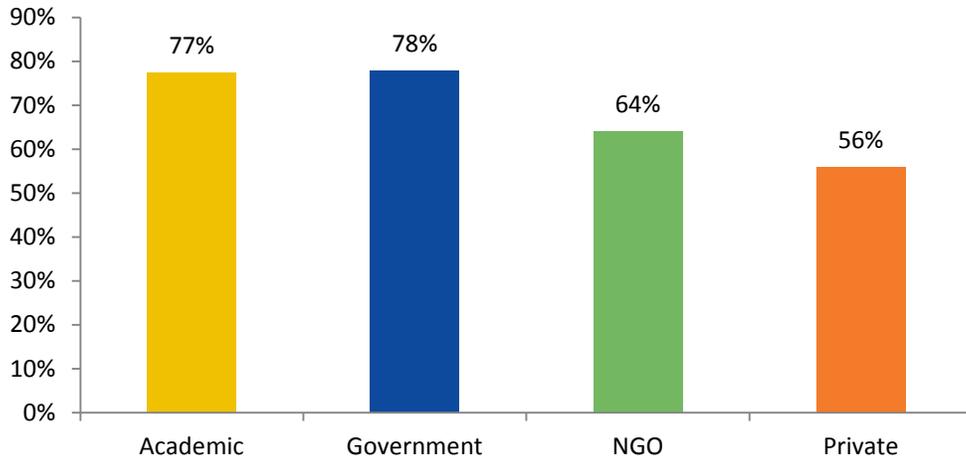


Figure 14. Percentage of respondents indicating awareness of international conventions, commitments, and agreements regarding heritage, organized by sector

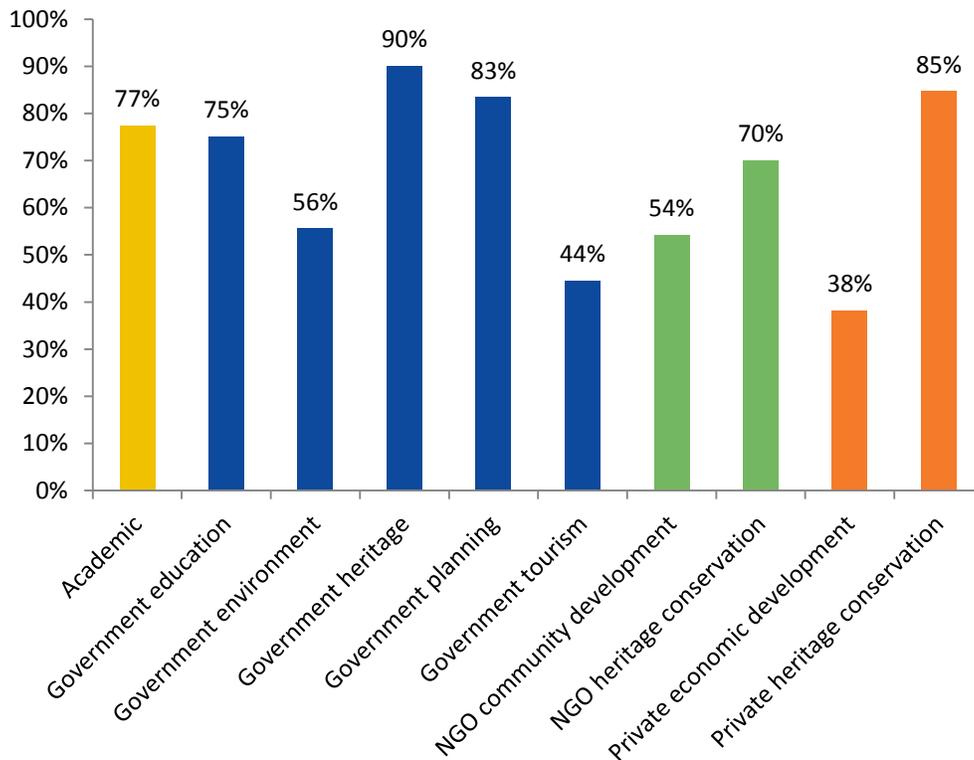


Figure 15. Percentage of respondents indicating awareness of international conventions, commitments, and agreements regarding heritage, organized by subsector

Table 42 summarizes the responses from all those who indicated awareness of their country's participation in international conventions about the impact that they have had on the protection of heritage in their country. While there are no substantial responses regarding their

negative impact, the overall response regarding their benefit can be described as lukewarm. It would be helpful to learn more about why impacts are perceived as neutral, and in the anomalous, yet still troubling, cases, negative.

Table 42. Perceived impacts of international conventions on the protection of cultural heritage in the specified member state

Member State	positive	neutral	negative
Antigua and Barbuda	43%	57%	0%
Bahamas	17%	83%	0%
Barbados	67%	17%	17%
Belize	45%	55%	0%
Dominica	55%	45%	0%
Grenada	60%	40%	0%
Guyana	50%	50%	0%
Haiti	100%	0%	0%
Jamaica	56%	44%	0%
Saint Kitts and Nevis	50%	50%	0%
Saint Lucia	60%	40%	0%
Saint Vincent and the Grenadines	40%	60%	0%
Suriname	50%	50%	0%
Trinidad and Tobago	17%	67%	17%
Regional Practitioners	53%	47%	0%
AVERAGE	48%	49%	2%

F. Socio-Economic Factors

Over the past two decades, the entire world has undergone an unprecedented growth in the public appreciation of cultural heritage. This has been largely the result of the appropriation by local communities of their cultural heritage as one way to enhance their traditional values and their cultural identities in the face of globalization. The result of this global phenomenon has been an explosive growth in heritage inventories abetted by the emergence of new categories of heritage that in the past were not recognized as meriting official protection. Large portions of this heritage are associated with larger, over-arching socio-economic processes of growth and development, such as the legacy created by industrial and agricultural production, as well as the urban components that document the growth and evolution of cities over time.

The challenges for contemporary society created by this situation are complex. First, there is the overriding priority to support the economic growth that will enhance the well-being of the population. In this sense, the role that heritage can play in this larger picture is a major ongoing concern as well as the object of global research. Together with this is the challenge of preventing the erosion and destruction of the new heritage categories by the expansion of the

very same socio-economic processes that produced them, but that remain essential for continuing economic growth. Hand in hand with this is the need to track and manage how the physical and demographic effects brought about by these processes affect the intangible cultural elements that over time come to define every society.

The effectiveness of cultural heritage protection is dependent not only on the availability of skilled professionals directly responsible for conservation and safeguarding, but also on their responsiveness to such emerging challenges of the contemporary world. We have already spoken of formal risk preparedness plans to be activated primarily in the case of catastrophic natural or man-made events (see page 73). However, there are other, less dramatic but equally dangerous threats whose impact on heritage resources also require continuing assessment and preparedness. As pointed out above, these include large-scale industrial and agricultural development, urbanization, globalization of media, and environmental and climate change, all of which can exert gradual—yet drastic—changes on society in general and on cultural heritage in particular. Thus, the heritage sector must assess and prioritize these socio-economic challenges. The survey therefore asked respondents to evaluate the impact of selected threats for their effect on the protection of cultural heritage, and the safety and reasonable access of the general public visiting cultural heritage sites and attending events.

1. Development Impacts on the Protection of Cultural Heritage

As illustrated in Figure 16, the assessment of the impact of agricultural development, industrial development, and urban development were perceived slightly differently, with some small but suggestive variations by sector and by country. Generally, industrial and urban development followed similar distributions, which were slightly skewed toward the negative, while agricultural development followed a more normal distribution (peaking at neutral).

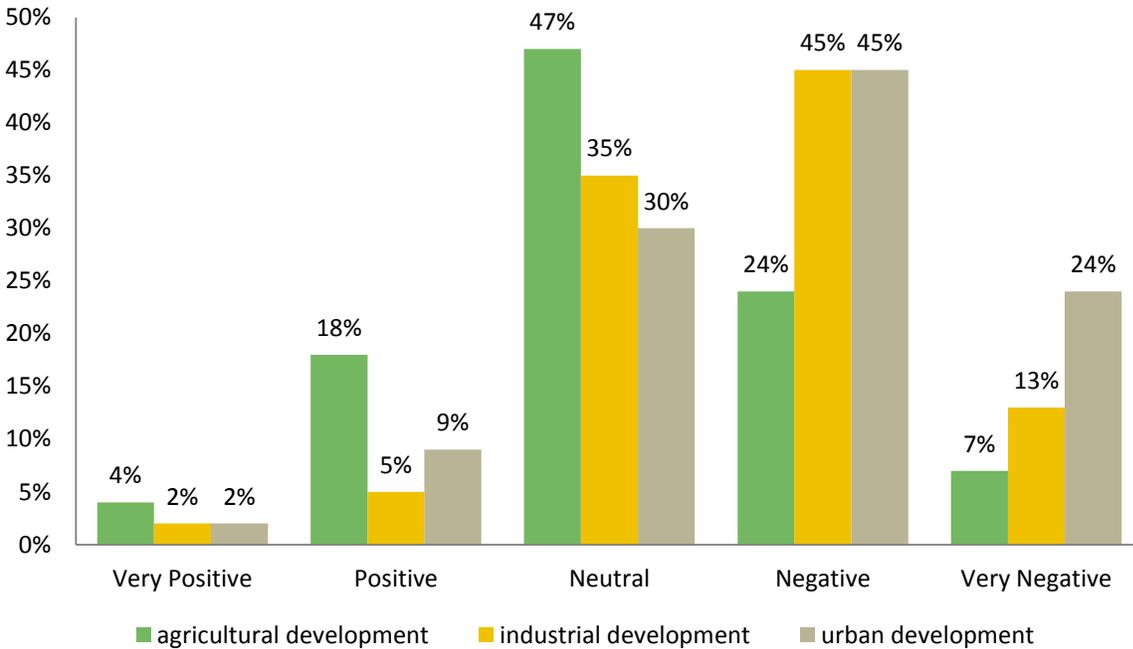


Figure 16. Average rates of responses to the perceived impacts of agricultural, industrial, and urban development on the protection of cultural heritage

a. Agricultural Development

Agricultural development was perceived by a 47% plurality of all sectors as a primarily neutral phenomenon with regard to the protection of cultural heritage, with 22% of all respondents considering it to be a positive or very positive phenomenon, and 31% considering it to be negative or very negative. The academic sector was slightly more disposed to view it as a positive phenomenon (Figure 17). In general, a comparative analysis of all the sectors indicates that agricultural development is not seen by the majority of respondents as a major threat to the protection of cultural heritage. In the future, these attitudes may evolve depending on how agricultural expansion and changes in production affect the growing appreciation of the cultural landscapes of agriculture.

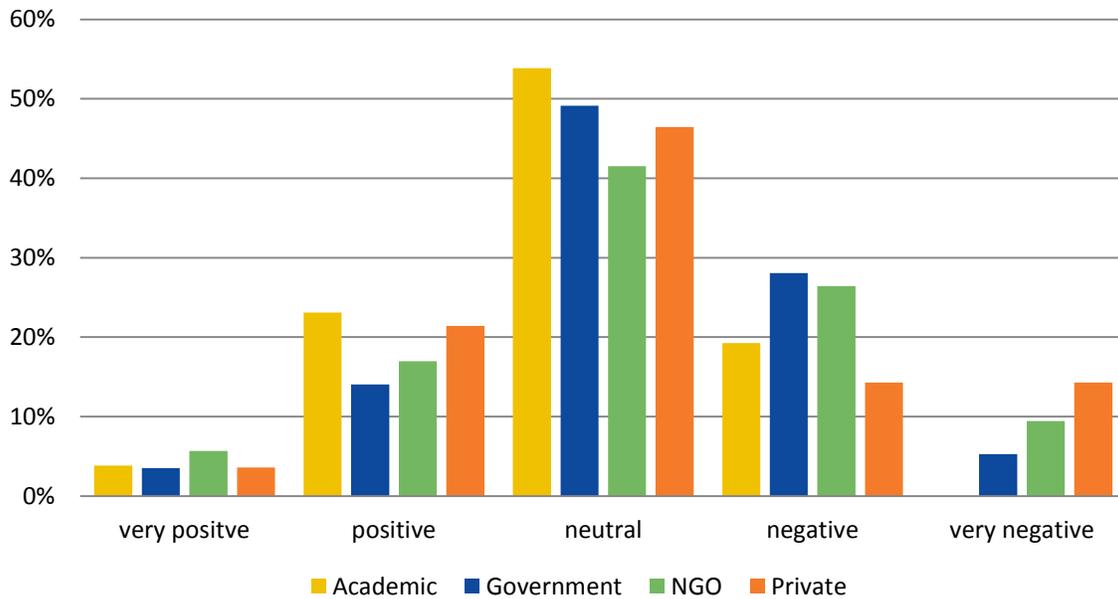


Figure 17. Perceived impacts of agricultural development, organized by sector

A different picture emerges when the respondents are grouped by country, with a wider variation of attitudes that presumably reflect differing local contexts. Specifically, respondents who were more likely to report negative impacts were from Antigua and Barbuda (67%), Belize (45%), and Saint Lucia (44%). On the other hand, respondents who were more likely to report positive impacts were from Saint Kitts and Nevis (50%) and Saint Vincent and the Grenadines (40%).

Cultural heritage protection policies relating to areas under agricultural development should be adapted to the local context and the type of environment affected. Particularly, it would be helpful to know more about why respondents in Saint Kitts and Nevis and Saint Vincent and the Grenadines have reported positive impacts, and whether and what policies are in place to mitigate such potentially negative impacts that respondents elsewhere report.

b. Industrial Development

The distribution of survey responses concerning the impact of industrial development on the protection of cultural heritage skewed toward the negative (Figure 16, Figure 18), suggesting a more uniform perception of the harm done to cultural heritage resources by industrial development, whether viewed by sectors or participating member-states. A majority of 58% from all the sectors saw industrial heritage as having a negative or extremely negative impact on cultural heritage protection, with only 7% evaluating it as positive or very positive.

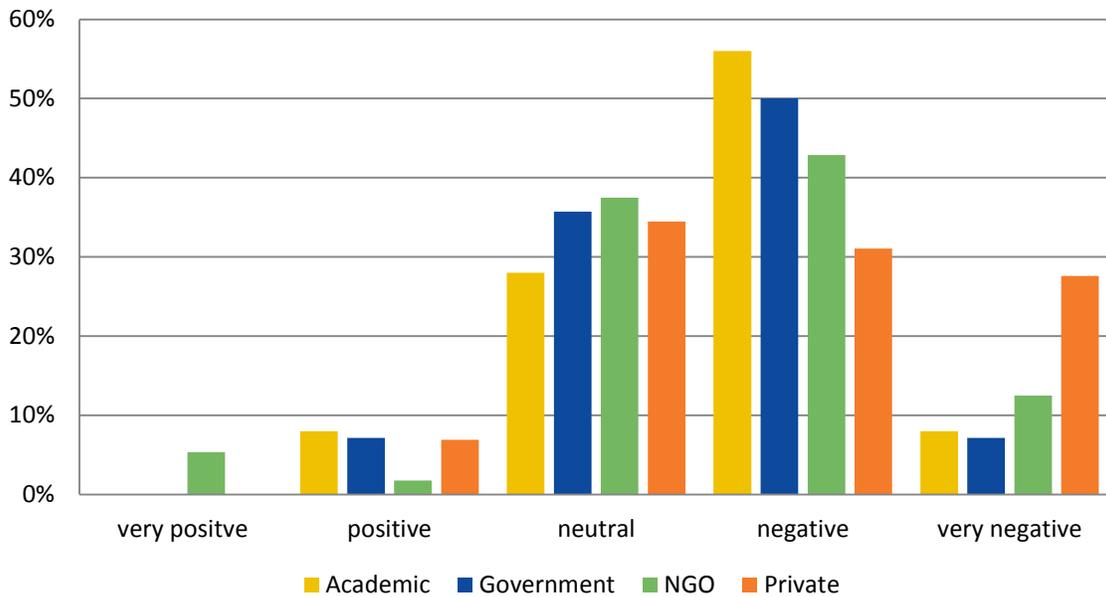


Figure 18. Perceived impacts of industrial development on the protection of cultural heritage, organized by sector

Once again, country-by-country analysis revealed more variance, with some suggestive indications of the importance of local context, perhaps in the type of industrial development underway and in the overall economic situation of the nation. In some of the participating member states, the negative assessment of industrial development is unmistakable. None of the respondents from Saint Vincent and the Grenadines, Guyana, Dominica, Suriname, the Bahamas, and Grenada offered positive evaluations for industrial development, and the responses from Saint Vincent and the Grenadines and Guyana were, in fact, unanimously negative. Thus, we presume that heritage legislation and enforcement in much of the region is generally challenged by this development type.

Respondents from four member states had above-average rates of positive perceptions of the impact of industrial heritage on the protection of cultural heritage: Barbados (22%), Saint Kitts and Nevis (18%), Belize (18%), and Antigua and Barbuda (11%). Whether such responses point toward particular ways that industrial development increases attention to vulnerable heritage resources should be explored in greater depth.

It will also be important to refine this query in the future to identify whether certain types of industrial development are harmful to heritage, and whether others are not.

c. Urban Development

The growth of cities and the depopulation of rural areas is a worldwide phenomenon, experienced also throughout the Caribbean region. Yet at the same time, the interest in historic

urban landscapes as a dynamic heritage category has become a major new item on the heritage agenda, spearheaded by an UNESCO initiative of the same name (Bandarin and van Oers 2012). There are thus two distinct facets to the concept of urban development, one negative and one positive.

Attitudes regarding the impact of urban growth need to be studied in light of the absence or presence of the mechanisms to recognize and protect historic urban districts and settlements. Negative perceptions of urban growth may be influenced by a lack of protection for urban areas and components that are broadly perceived as heritage, but are not recognized as such, and thus, under constant threat. A second element affecting the evaluation of urban growth may be related to how certain historic urban areas are re-developed or re-used largely or even exclusively for tourist attractions and services, thereby limiting their use by the local population.

Our analysis of responses divided by sector suggests a negatively-skewed assessment, with 58% of all respondents choosing negative or very negative assessments. It seems likely that throughout much of the region, the growth and development of urban areas are perceived as having been undertaken with little consideration for the protection of heritage places of special interest or significance, or for managing the urbanization process in ways that create environments that better respond to the cultural and functional expectations of the population.

It is noteworthy, however, that respondents from the private sector submitted the highest proportion of “very negative” assessments (23%) and positive and very positive assessments (16%), suggesting a conflict of agendas or geographically-specific bimodal distributions within that sector. The character and motivations for these conflicting responses merits closer examination, especially considering the involvement of the private sector in the decision-making process that manages urban growth.

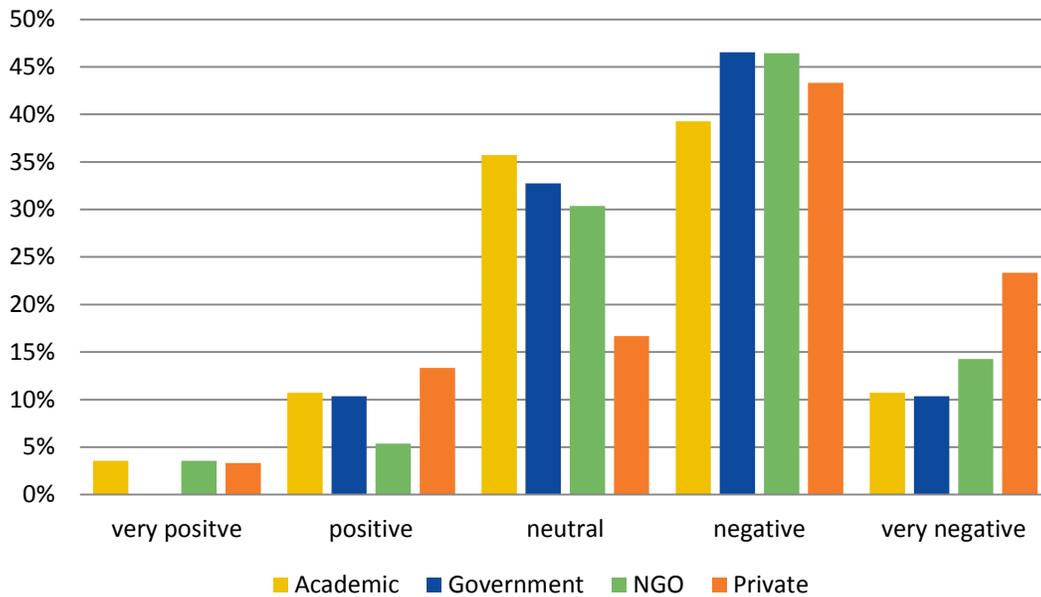


Figure 19. Perceived impacts of urban development on the protection of cultural heritage, organized by sector

Turning to an analysis of this issue country-by-country, negative and very negative assessments of urban development throughout the region are uniformly high with an average of 58% (consistent with the sectorial average of 59%). A conspicuous aspect of the data is the total absence of positive evaluations of urban development in survey responses from Saint Lucia, Barbados, Guyana, and Saint Vincent and the Grenadines. This cannot be due in all cases from a lack of interest in urban heritage, as Barbados, in particular, possesses the recently inscribed Historic Bridgetown and its Garrison in the World Heritage List. The same would apply to Suriname, with the World Heritage Site of Paramaribo. Respondents from the Bahamas (27%), Saint Kitts and Nevis (25%), and Antigua and Barbuda (25%) represented above average rates of those who see a positive impact upon the protection of cultural heritage from urban development. No clear correlation could be drawn between these perceptions and recent rates of urbanization published by the World Bank¹³. For instance, Saint Lucia is experiencing the greatest negative rate of urban growth among participating member states, and yet respondents there are the most negative in their assessment of urban development. On the other hand, Barbados is experiencing positive urban growth and yet respondents there were

¹³ Specifically, the following World Bank Development Indicator series: SP.URB.GROW (Urban growth, annual %), SP.URB.TOTL (Urban population), SP.URB.TOTL.IN.ZS (Urban population, % of total), SP.RUR.TOTL (Rural population), SP.RUR.TOTL.ZG (Rural population growth), and SP.RUR.TOTL.ZS (Rural population, % of total population).

also fairly negative in their assessment.

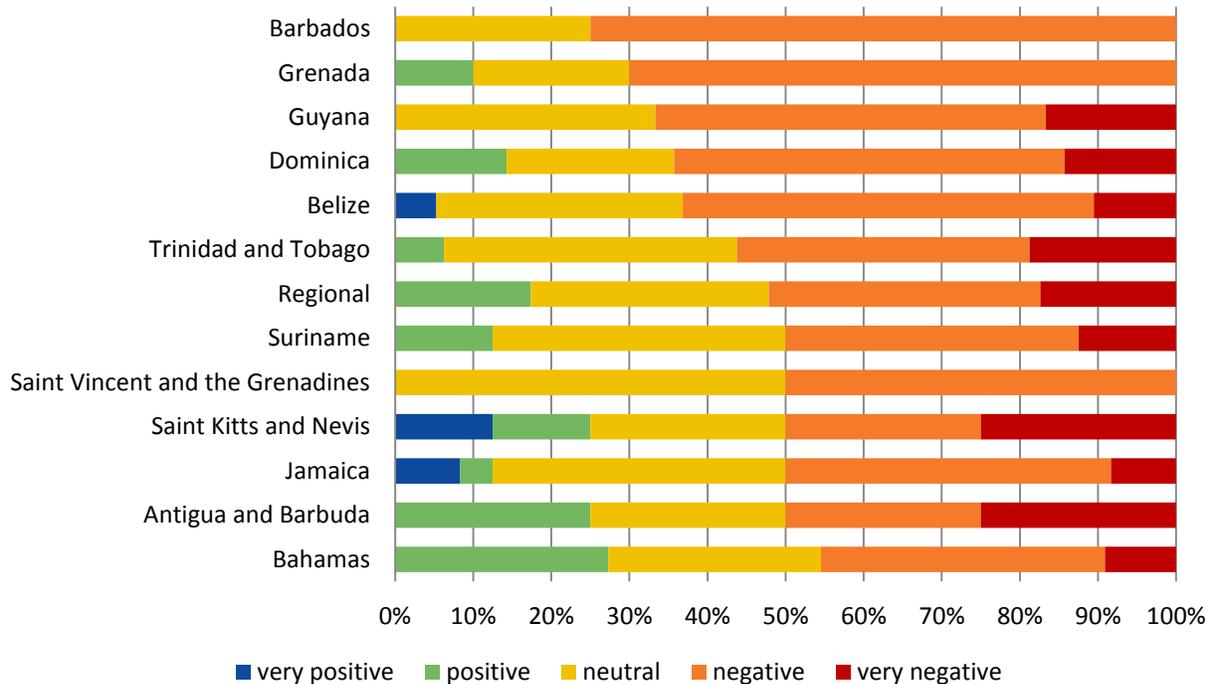


Figure 20. Perceived impacts of urban development on the protection of cultural heritage, organized by member state

This development type therefore poses a complex challenge in reconciling the potential for both enhancement of protection and the danger it poses to heritage resources in historic cities and towns. With a new comprehensive management plan for the recently inscribed World Heritage City of Bridgetown, Barbados has a unique opportunity to demonstrate excellence in balanced management growth for other historic urban districts in the country, such as Speightstown, as well as for the entire Caribbean region. For smaller towns, some of the positive experiences in revitalizing Falmouth in Jamaica may also merit more study.

2. Proliferation of Mass Media in the Region

Each Caribbean nation is experiencing a relative explosion in the availability of mass media, particularly mobile “smart” phone subscriptions, with connections to internet-based social networks. Nearly every participating member state¹⁴ exceeds 100% of mobile phone subscriptions per 100 people, with Antigua and Barbuda and Suriname approaching an incredible 200% per 100 people according to 2010—2011 World Bank Development Indicators,

¹⁴ Except for Haiti (41%), Belize (64%), and Guyana (69%) according to 2011 data published by the World Bank Development Indicators (series IT.CEL.SETS.P2) and provided by the International Telecommunication Union.

provided by the International Telecommunication Union. According to the same sources, broadband internet access lags, with Saint Kitts and Nevis (28%) and Barbados (22%) leading the project’s member states. However, overall internet access rates are generally higher, albeit uneven: from 74% of the population with access in Antigua and Barbuda to less than 7% in less urbanized Belize.

While agricultural, industrial, and urban development most directly concern built and archaeological heritage types, the globalization of entertainment and communication media pose a potential threat to traditional creative expression and patterns of economic exchange and social interaction (notably between younger and older generations, the latter of whom are typically disenfranchised from such media). However, these media also pose opportunities for raising public awareness, reaching associated and diasporic communities, and networking professionals throughout the region and beyond.

Thus, responses to the survey question asking what impact mass media (e.g. TV, internet, video games, mobile phones) have on the protection of cultural heritage were more varied than the forms of development discussed above (Figure 21). Overall, the average distribution of responses were centered on a neutral impact (37%) and skewed slightly positively (31% positive, 5% very positive), with fewer perceiving a negative (16%) or very negative (12%) impact.

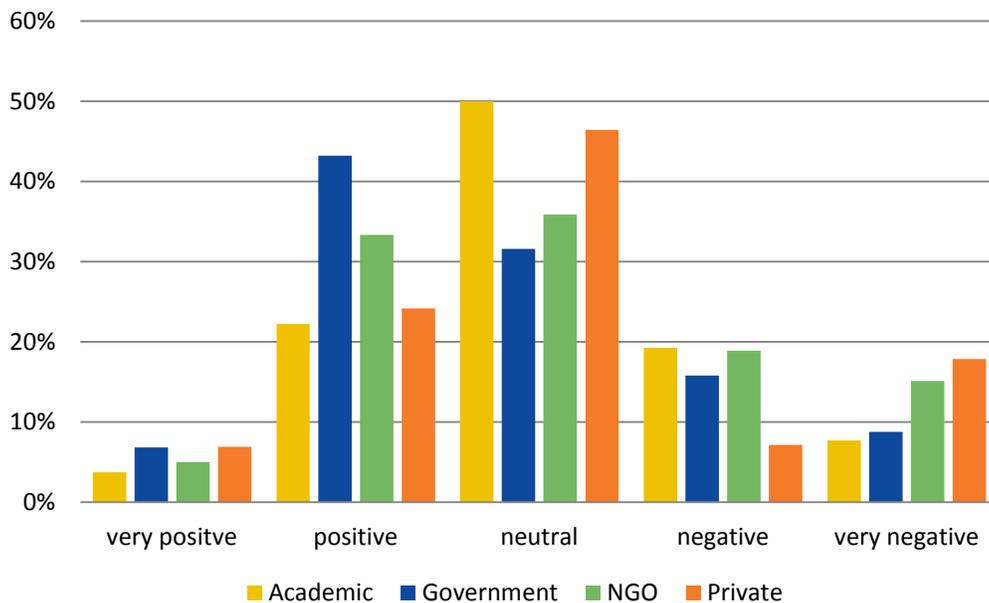


Figure 21. Perceived impact of mass media on the protection of cultural heritage, organized by sector

In terms of the responses from specific sectors, the government sector skewed more positively, with a longer negative tail (41% responses positive or very positive). The other three sectors follow a more normal distribution (peaking at neutral), with respondents from each perceiving negative and positive impacts.

In a country-by-country analysis, Suriname (67%), Saint Vincent and the Grenadines (67%), Antigua and Barbuda (50%), and Jamaica (46%) represented the highest proportion of positive and very positive responses. Dominica (62%), Grenada (60%), and Saint Lucia (50%) featured the highest proportion of negative and very negative responses. Respondents from the Bahamas and Belize were fairly evenly divided in their perceptions.

Such figures indicate a mix of perceptions and experiences across the region: perhaps including on one hand those who have harnessed new technologies to better serve their cultural heritage protection objectives, and on the other, those who have observed or experienced the deterioration of particular cultural forms and communication networks in the midst of the globalization of mass media.

The survey did not track the age brackets of the respondents, who were selected for their influential positions in the field, something that may signify an older pool of respondents. This may be inadvertently distorting the real prevailing attitudes; since younger people in every culture and every historic period have typically embraced change more readily than their elders. The variety of opinions held by respondents on this issue begs further exploration and regional discussions of best practices for adapting new media to the existing social structures that support cultural heritage.

3. Threats to Public Safety and Access to Cultural Heritage Sites and Events

Linked to, but not entirely identical to developmental threats to cultural heritage protection, are the various social and environmental conditions that discourage visitation and appreciation of cultural heritage sites. These conditions are highly localized and it is therefore more appropriate to analyze them by country rather than by professional sector—as indicators of specific combinations of challenges faced by each member state.

Some of the most serious threats to the safety and enjoyment of visitors to heritage places are due to lack of capacity by local heritage organizations; these include physical neglect, lack of access, and inadequate infrastructure, which have all been cited above as indicators of the institutional strength of the government heritage sector or other responsible heritage authorities. Yet other factors, such as crime, congestion and overcrowding, pollution and environmental degradation, and climate change are beyond the capacity of heritage professionals to correct or directly control themselves.

In the interest of understanding the diversity of perceived challenges faced in each of the participating member states and in exchanging expertise in effectively confronting them, we present the rates of responses to these particular threats in Table 43.

Table 43. Proportion of respondents indicating the presence of particular threats on cultural heritage in their country

Member State	Crime	Overcrowding at Heritage Venues	Pollution or Environmental Degradation	Climate Change
Antigua and Barbuda	30%	20%	30%	10%
Bahamas	64%	21%	29%	14%
Barbados	22%	0%	44%	22%
Belize	54%	13%	46%	33%
Dominica	33%	20%	33%	27%
Grenada	9%	9%	18%	0%
Guyana	63%	0%	50%	38%
Jamaica	72%	12%	32%	28%
Saint Kitts and Nevis	45%	0%	27%	45%
Saint Lucia	78%	11%	44%	33%
Saint Vincent and the Grenadines	44%	11%	33%	11%
Suriname	11%	11%	67%	33%
Trinidad and Tobago	80%	20%	55%	25%

Congestion and overcrowding at heritage venues was not identified as a current threat anywhere. However, respondents from several member states clearly identified crime as a current threat to the access and enjoyment of cultural heritage by the public, specifically Trinidad and Tobago (80%), Saint Lucia (78%), Jamaica (72%), Bahamas (64%), Guyana (63%), and Belize (54%). Pollution or environmental degradation also registered among a majority of respondents from Suriname (67%), and Trinidad and Tobago (55%).

Climate change was not assessed by majorities of respondents in any of the countries as a current threat, which is puzzling given that many of the project countries are islands with important coastal development. Presumably, public awareness of this issue may evolve in countries such as the Bahamas where 72% of the land mass has an elevation equal to or less than 5m above sea level, or Suriname where the majority of the population lives at or below 5m above sea level.¹⁵ Although not a current threat, it would be helpful to hear from those respondents, such as those in Saint Kitts and Nevis, who have registered this as a current

¹⁵ According to the 2011 World Bank Development Indicators provided by the Center for International Earth Science Information Network (CIESIN), specifically the following series: AG.LND.EL5M.ZS and EN.POP.EL5M.ZS.

threat, and to learn whether climate change mitigation or preparedness plans have been or are being drafted.

G. Impacts of Tourism

Tourism serves the fundamental objective of making heritage accessible to the maximum number of people by providing a structure through which the heritage of a community may be shared with others. This is how tourism was born in the 18th Century, and this is why since then it has been a traditional basis for strategies for cultural heritage promotion (and indirectly, its protection). Indeed, tourism has grown to be one of the largest industries in the world. In the case of the Caribbean, in particular, the region's climate, its natural beauty, and certain of its festive cultural traditions have made tourism a core economic activity for over a century. The entire Latin American and Caribbean region attracted over 73 million international visitors in 2010, with the participating member states hosting nearly 10% of those visitors: a staggering potential audience.¹⁶

The survey focused on the attitudes of the heritage sector toward tourism as a factor influencing the physical conservation and wide public enjoyment of heritage resources of all kinds. The relationship between tourism and local culture is both controversial and complex. In the Caribbean, the situation is at times exacerbated by public perceptions of a certain sector of tourists who travel to the region expecting a mecca for careless fun and hedonism. An added complication is the perceived—and at times—real economic disparity between visitors and residents. For these reasons, the survey findings are equally complex, bearing deeper investigation, for the simplistic equation of tourism with economic development—or conversely, the inevitably corrosive cultural effect of cash-rich visitors demanding “exotic” experiences and domestic services from local inhabitants—are both caricatures.

1. Perceived Impact of Tourism Development

The ambiguity of attitudes toward tourism is evident in the responses of the various professional sectors, which included polarized extremes of negative as well as positive perception regarding the effects of tourism on the protection of heritage (Figure 22). When averaged across all sectors cumulatively, responses reflected a distribution that centered over positive with a gradual tail toward the very negative, which may relate to a previous observation that a substantial number of heritage projects are aimed at achieving economic development objectives (i.e. that such projects may be oriented toward economic development through tourism).

¹⁶ Approximated from the 2009 and 2010 World Bank Development Indicators provided by the World Tourism Organization Yearbook Data, specifically the following series: ST.INT.ARVL.

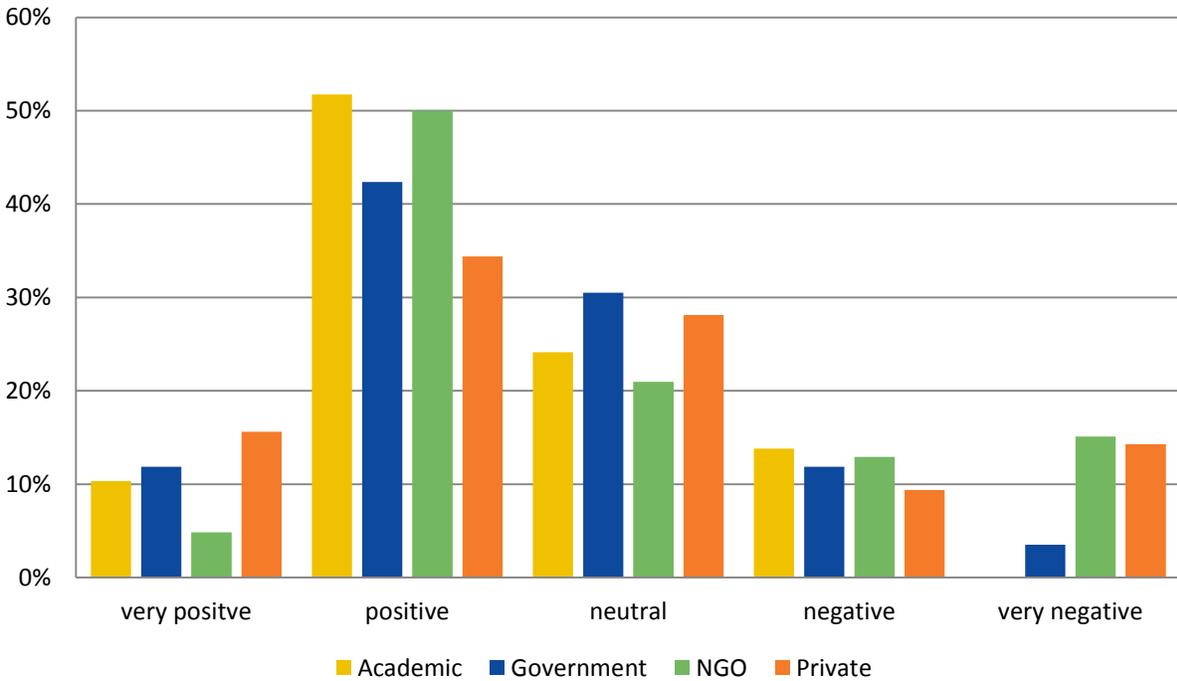


Figure 22. Perceptions of the impact of tourism development upon the protection of cultural heritage, organized by sector

When summarized by country, the data followed a similar distribution, centering on the positive, with some recurrences of polarized positive and negative extremes (Figure 23). While the respondents from Barbados and St. Vincent and the Grenadines submitted no negative assessments regarding the impact of tourism on heritage protection, the respondents from Saint Lucia offered no positive assessments, which may have to do with the specific segment of the tourist market that each country caters to, as well as the existence of certain official or implied policies that are perceived as privileging visitors over locals. This was underscored in the qualitative responses received from respondents working in Saint Lucia regarding whether certain forms of tourism create tensions between locals and visitors (Appendix O), which represented a clear consensus on the tensions caused by the containment of tourists in all-inclusive resorts that segregate local populations from economic and social opportunities, and prevent visitors from enjoying the local heritage resources in the company of the stakeholder communities. Indeed, the proportion of positive assessments ranged from a high of 77% in Dominica to the low of 0% in Saint Vincent and the Grenadines. The regional positive overview masks some stark local contrasts in particular countries. The cause of the differences, even among positive responses, is discussed below.

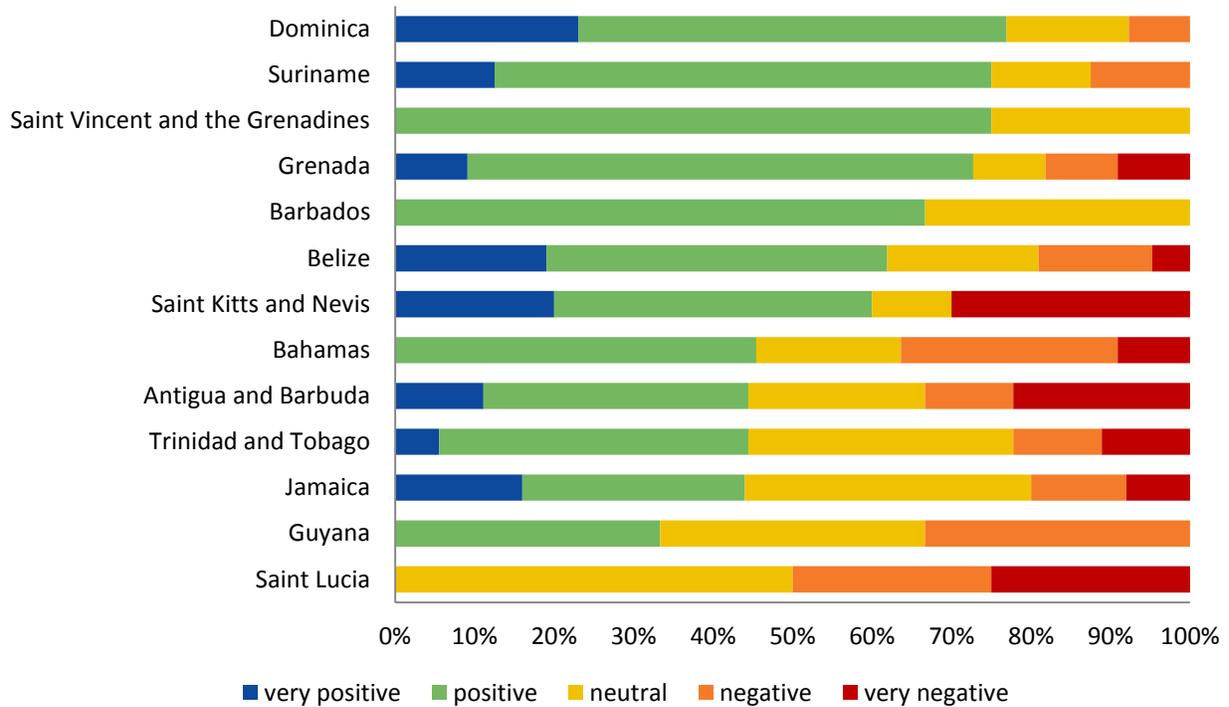


Figure 23. Perceived impact of tourism development on the protection of cultural heritage, organized by member state and sorted by positive to negative rates

2. Perceived Impact of Cruise Tourism Development

Turning to responses focused specifically on the growing volume of cruise-based tourism, the overall sectorial analysis followed a normal distribution, centered over neutral (Figure 24). These data represent an overall shift in attitudes compared to general tourism development: respondents are apparently more circumspect toward cruise tourism.

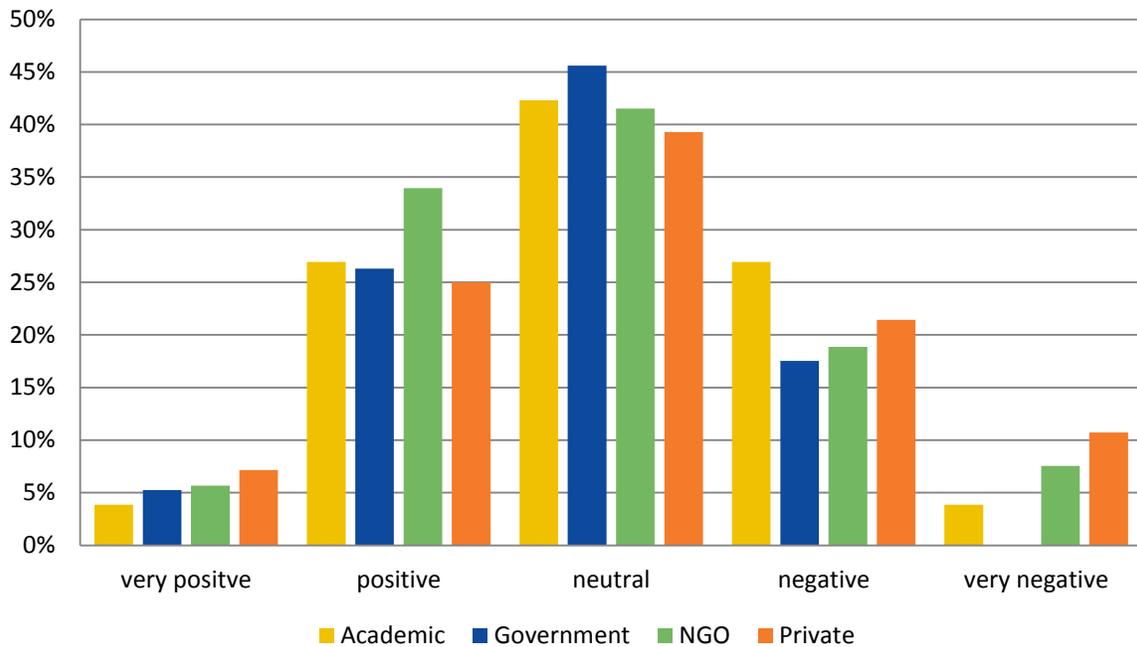


Figure 24. Perceptions of the impact of cruise tourism development upon the protection of cultural Heritage, organized by sector

However, the country-by-country analysis yields more variable and suggestive results (Figure 25). While respondents from Grenada offered 77% positive results, Saint Lucia offered none. Among the negative responses, those from Jamaica were the highest proportion (42%), with Guyana and Suriname being only positive or neutral. These divergent responses merit further exploration. Do the more negative responses toward cruise tourism reflect economic disappointment with the outcomes of cruise tourism in the local context, or actual damage to heritage? Do the positive responses reflect satisfaction with outcomes or anticipation of those benefits? In these cases, what policies have been beneficial in mitigating the potentially negative impacts reported by others elsewhere? And what data or documented outcomes are available to share with practitioners and government officials throughout the region?

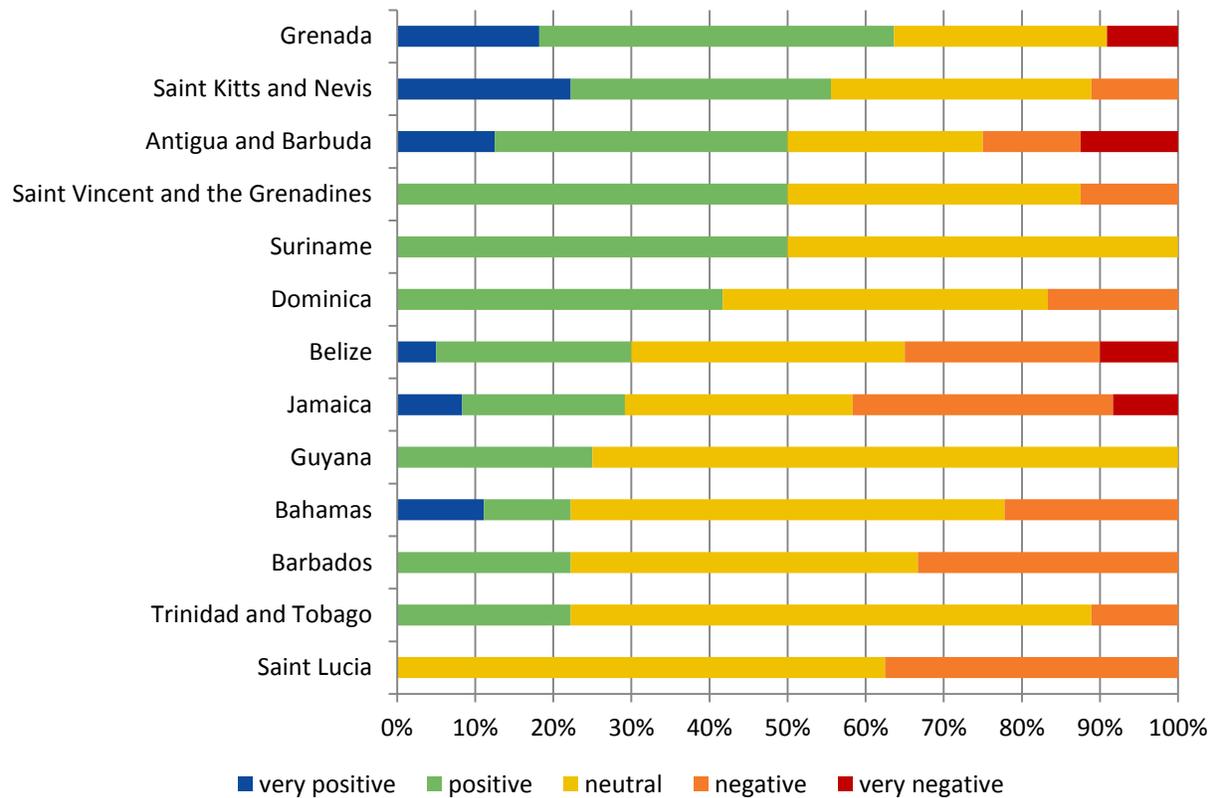


Figure 25. Perceived impact of cruise tourism development on the protection of cultural heritage, organized by member state and sorted by positive to negative rates

The rapacious nature of cruise tourism in all regions of the world is only beginning to emerge and may be an explanation for the rosy assessment of cruise tourism. Attitudes may change as the general public becomes aware of the alarming figures about the actual contribution of each cruise passenger to the local economy; the extravagant infrastructure and docking investments required from host governments; the establishment of lavish resort areas accessible to passengers only, such as Labadie in Haiti; the air, water and land pollution of the ever-larger mega-ships; the circular path of tourism revenue in and out of the host countries; and the high proportion of passengers who opt to stay aboard or access cruise line-controlled services when the ships are anchored in port (see Weaver 2005; Wood 2000).

3. Perceived Impacts on Traditional Customs and Ways of Life

Since cultural heritage embodies both the unique spirit of place and the social continuity expressed through intergenerational transmission of knowledge, the survey asked the respondents more general questions about how tourist visitation affects traditional customs and ways of life (which form both the substance and media for cultural heritage transmission). This issue that has been studied by numerous anthropologists and cultural theorists in the region (e.g. Gmelch 2003; Montero 2011; Pattullo 2005; Scher 2007; Strachan 2002) and

beyond (e.g. Smith 1989; Urry 1990). Respondents were first asked to generally rate the impact of tourist visitation on traditional customs and ways of life. They were then asked to briefly explain their rating (Appendix P). Although the original scale was a balanced, five-point scale (from very negative through neutral to very positive), several respondents indicated they chose neutral when they really meant “mixed.” In this case, we recoded responses in the following categories: very positive, positive, neutral, mixed, negative, very negative. We positioned neutral and mixed toward the center of the newly defined, and admittedly complex, ordinal scale. These results are summarized in Table 44 to show the most frequently cited response as well as the range of responses in each member state.

Table 44. Responses regarding the perceived impact of tourist visitation on traditional customs and ways of life, organized by member state

Member State	Mode	Max (toward very positive)	Min (toward very negative)
Antigua and Barbuda	Neutral	Positive	Mixed
Bahamas	Neutral	Positive	Negative
Barbados	Negative	Positive	Negative
Belize	Neutral	Very Positive	Negative
Dominica	Positive	Very Positive	Negative
Grenada	Neutral	Very Positive	Negative
Guyana	Neutral	Positive	Negative
Haiti	Neutral	Neutral	Neutral
Jamaica	Neutral	Very Positive	Very Negative
Saint Kitts and Nevis	Positive	Very Positive	Negative
Saint Lucia	Negative	Very Positive	Negative
Saint Vincent and the Grenadines	Positive	Positive	Negative
Suriname	Positive	Positive	Mixed
Trinidad and Tobago	Neutral	Positive	Negative

Notably, respondents in every country except Haiti indicated that at minimum, tourist visitation has had mixed impacts on traditional customs and ways of life. Certainly, even in countries where respondents are generally positive about the impact of tourism development on the

protection of cultural heritage, some negative impacts upon traditional customs have been observed. On the other hand, many respondents also recognize positive impacts, even in countries where respondents are generally negative.

The qualitative responses paint a more vivid picture of the range of positive and negative impacts. These responses were categorized in a matrix of 20 non-mutually exclusive codes (identified from the responses), which provided full coverage of the qualitative variance. Fifteen of these codes categorized negative responses while five categorized positive, reflecting the greater nuance that respondents gave to their negative assessments. Many of the positive responses, especially regarding economic development did not link the positive impact back to traditional customs or ways of life, perhaps implying that the economic development itself has a positive impact or, conversely, that it outweighs any other impact.

The most common positive codes were:

- Tourism promotes economic development
- Tourism promotes local cultural industries
- Tourism promotes local heritage awareness
- Tourism promotes intercultural communication

In stark contrast to those positive assertions were the most common negative codes:

- Tourism replaces traditional ways of life with global consumer culture
- Local customs become commodified and caricatured to appeal to tourists
- Tourism encourages an implicitly troublesome economic dependence
- Tourism disrupts traditional moral standards

Some comments were particularly poignant:

Residents change local customs and adapt them to what they think tourists would appreciate, thus diminishing our cultural norms. – Respondent in Barbados

...policies tend to be more about not offending the tourism and not about development of local communities. –Respondent in Bahamas

Many Jamaicans change their accent to an American accent when speaking to overseas visitors...Minority Jamaicans are often taken to be tourists, making it seem that Jamaicans have forgotten the island's national motto "out of many one people"...Tourism has created a culture of harassment and rudeness that was not widespread 20 years ago as it is now. – Respondent in Jamaica

The island's traditional customs are changing in an effort to please the visitors or out of exposure to something different, people (mostly youth) no longer wish to

associate with a way of life that is no longer understood or appreciated. Out of increase [sic] income, lifestyles are also changed and this usually has a negative impact on traditional values and customs. – Respondent in Saint Lucia

This ambiguity leads one to question whether the number of positive responses about the presence of tourism reflect a resigned attitude that tourism is a necessary evil. That is what may be read between the lines in some of the free text responses from individuals who see tourism in a positive light:

Tourism brings in money and is the major if not the only way that locals can earn an income. – Respondent in Antigua and Barbuda

Tourism creates employment for a large segment of the population and assists the government in acquiring foreign exchange needed for balance of payments as it relates to the national debt. —Respondent in Jamaica

Nationals revive and market customs, talents and skills. It's survival - economic and cultural.—Respondent in Saint Kitts and Nevis

People have accepted that tourism is the engine of growth for our economy and there are hardly any instances of apathy towards tourism in relation to our customs and way of life.—Respondent in Saint Kitts and Nevis

And most directly:

“Tourism in Small Island Developing States is a necessary evil.” – Respondent who works in multiple participating member states

Obviously, such contradictions within and among perceptions pose a serious, and not new, challenge for the policymakers of the region. Understanding how cultural heritage has served to both channel such impacts in its direct linkage to tourism development as well as to be the object of its impact is no small task. If “tourism in Small Island Developing States is a necessary evil,” as one respondent reflected, how can this “evil” be better mitigated or transformed, and what is particular about the experiences of Small Island Developing States, which may counter existing academic critiques of tourism?

4. Perceived Tensions between Local Residents and Tourists

Respondents were also asked whether certain types of tourism create tensions between local residents and foreign visitors and to explain what they meant (Appendix O). Not every respondent specified what type of tourism they referred to; however, the most common types to be explicitly identified were cruise tourism; resorts, especially all-inclusive resort tourism; and seasonal tourism such as Spring Break or Carnival tourists.

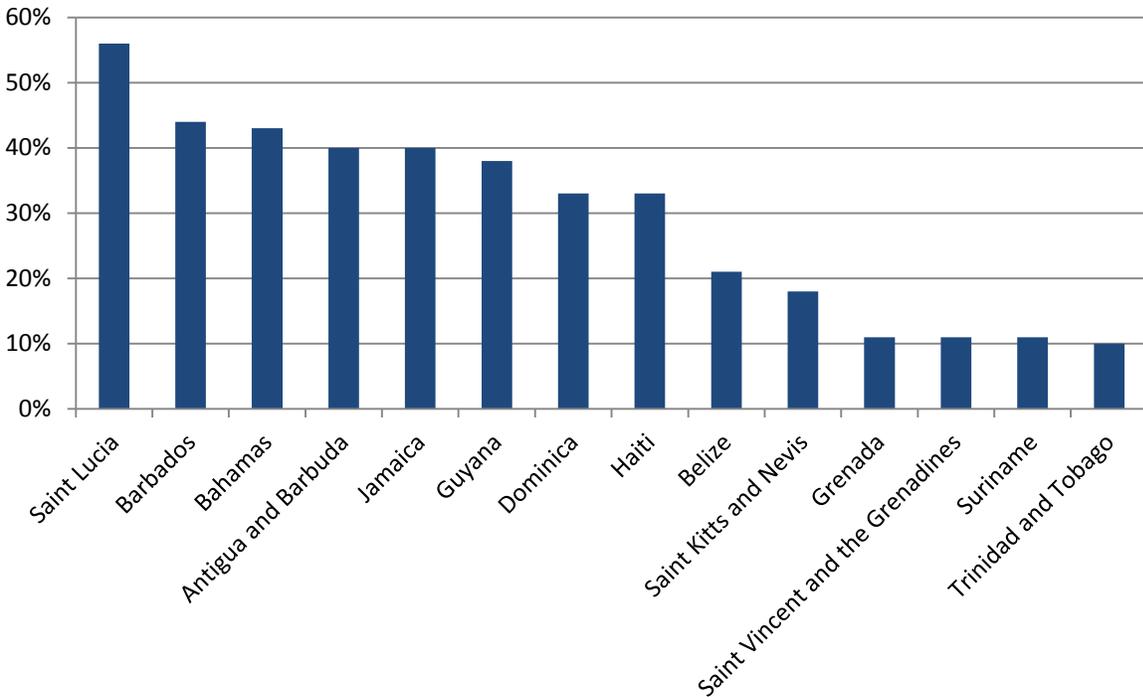


Figure 26. Rates of respondents who indicate that certain types of tourism create tensions between locals and foreigners

Responses were coded across 19, non-mutually exclusive categories. The most commonly reported codes of visitor-resident tensions expanded or mirrored the responses regarding tourism’s negative social effects:

- Cruise ship containment of tourist spending to the cruise company’s own offerings to the exclusion of local markets
- Monopoly of tourist revenue by certain local or authorized firms
- Tourism disrupts cultural landscapes and daily routines
- Tourists offend local morals (most frequently mentioned were LGBT tourism and nude beaches)
- Local residents are denied access to certain areas reserved for foreign tourists

Channeling this last point, one respondent challenged:

How come an hotel faces one of the poorest neighborhoods, but cultural heritage ... is not made accessible[?]....work on public space aspects... neither [is] the beach is made accessible for the inhabitants. –Respondent who works in several participating member states

In anticipation that the exclusion of locals from formally public places such as beaches or social venues would be a source of such tension, the survey asked explicitly whether the respondent

knew of particular areas that are accessible to tourists but off limits to local populations (Figure 27). Majorities of respondents are aware of such areas in Saint Lucia, Haiti, Bahamas, and Jamaica, and in fact, in every single participating country, at least some respondents were aware of such areas. While these instances can cause or exacerbate tensions between locals and foreigners, they also can negatively impact cultural heritage in preventing access to or disrupting places of significance, including historical sites, cultural landscapes, sacred places, and places of communal memory and commemoration.

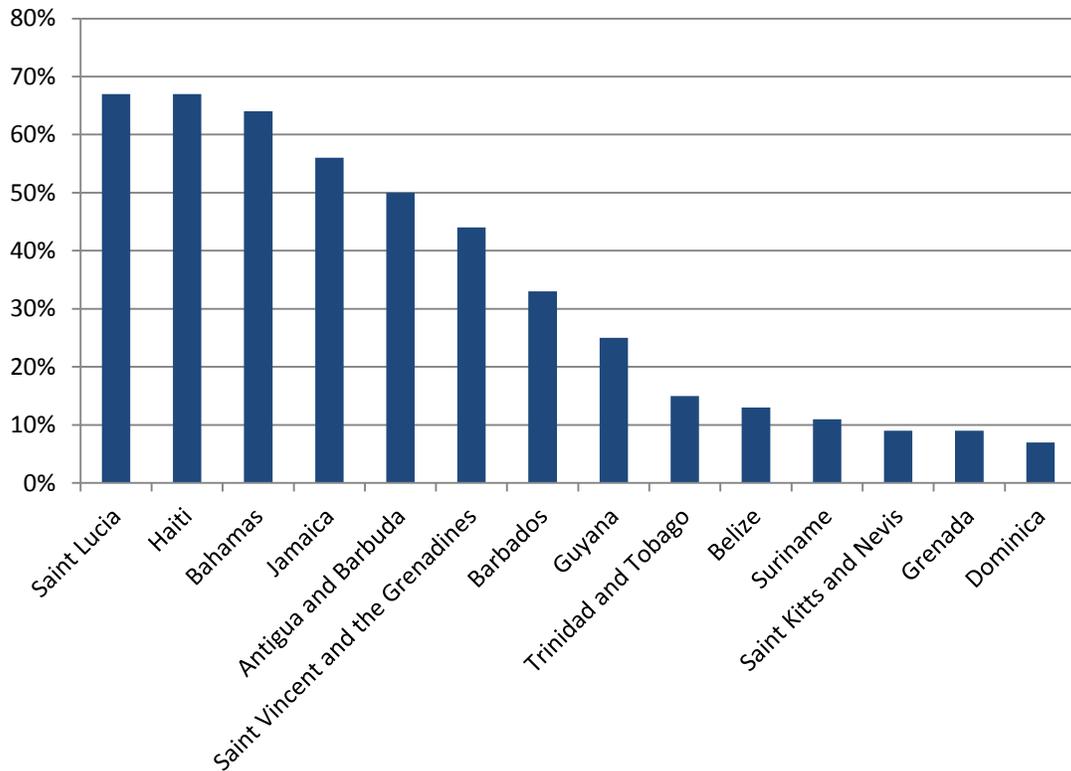


Figure 27. Rate of respondents who indicate they are aware of areas exclusive to tourists and off limits to locals

In addition to instances in which locals are expressly forbidden to visit, several respondents indicated that socially or culturally-mediated forms of segregation were in essence achieving similar results:

In general, the local residents see the National Park as serving cruise ship tourists and yachties. Locals do not visit the national parks nor do they see it as part of their cultural and natural heritage. They view it as a tourist attraction. — Respondent in Antigua and Barbuda

Not enough interaction between the locals and the visitors are encouraged by the authorities and hoteliers. There is alienation between the two. The visitors are

more focused on seeing the island, and enjoying the sea and sand. – Respondent in Saint Lucia

On a more hopeful note, one respondent from Barbados indicated the strength that vocal components of the populace can have on influencing policymaking to mitigate such effects:

There are some initiatives underway that provide special pricing for locals and do not impede local visitation. All beaches in Barbados are public but when hotels or private villas/developments seek to limit access by locals, Barbadians become very vocal.

If tourism has been lauded as a means to make cultural heritage more accessible to a wider audience, and as a goodwill bridge among distant cultures, its potential is negated if the bearers of the significance and memory of such heritage are in fact alienated. Numerous responses complained of the commodification of heritage—perhaps none so sharply delivered as:

Misrepresentation of cultural forms or the staging of forms outside of regular customary schedule to present a "cultural product or attraction" is troubling. This creates a scenario where cultural form becomes minstrelsy rather than a sacred act of veneration and obedience. –Respondent from Jamaica

Thus, local access to heritage can break down on multiple fronts in the face of tourism development: physical access, social access, and cultural access. Taken to its extreme, locals can become completely alienated from such heritage, breaking long-held connections between people and shared identities and between people and their environment. Thus, cultural heritage practitioners in the Caribbean work on the front lines as they try to protect both cultural heritage resources and the meaningful connections people foster in connection with their heritage.

Tourism carries the potential of providing visitors with an opportunity to bear witness to such connections and to, ideally, share in such social relationships in this witnessing. Many practitioners—including tourism developers—work hard to support such opportunities. Implicit in the survey's design and sampling strategy was a recognition of this potential and the need for more interaction and shared planning in those sectors focused on the tourism market and its consumers and those on cultural heritage and its producers.

H. Conclusion

1. Discussion of Findings

Three areas of concern regarding the oversight and monitoring of cultural heritage was presented: inventories, periodic monitoring, and risk preparedness. Generally, the awareness of

inventories by practitioners working with specific heritage forms seems spotty across all three major categories of cultural heritage, leading us to question how detailed those inventories reported as official may be and whether some of the reported unofficial inventories may be simple lists kept by individuals or institutions but without the range of detailed data needed to ensure full protective power if they were to be incorporated into official legal registers.

In principle, Bahamas, Barbados, Belize, Grenada and Haiti, all countries that by having ratified the Convention for the Prevention of Illicit Traffic of Cultural Property should have a strong concentration of specialists and controls over archaeological heritage sites as well as public and private collections. This however, is not readily evident from the survey responses. On the other hand, the ratification of the Intangible Heritage Convention by most countries of the region is reflected in the relatively large number of respondents involved with this heritage category and related reports of existing inventories.

There was frequent contradiction and limited awareness among the responses concerning the existence and effectiveness of inventories. For instance, responses to another survey question regarding heritage types that are not inventoried often contradict the information given by some who attest to the existence of particular inventories. Whether this basic contradiction indicates weak inventories or inventories that are not well publicized is not known. Clarifying this issue may be an area of priority where additional work is needed—either in developing better criteria for the form of protective registers or making them more accessible and better known.

Similarly, contradictions existed regarding reports of which heritage types receive periodic monitoring and the effectiveness of such monitoring. There was greater consensus regarding which threats such monitoring should mitigate: inadequate promotion, poor infrastructure, and to a lesser extent, poor access and physical neglect.

The status of the participating member states in having ready risk preparedness strategies for cultural heritage was disconcerting. There appears to be an opportunity for those member states who have prepared reportedly effective disaster response plans (Antigua and Barbuda, Bahamas, Barbados, and Belize) to share their experiences and knowledge with other countries.

Respondents from the NGO and private sectors offered a broad range of areas of focus and programmatic objectives, many which serve broader public objectives. These respondents represent sectors that can serve to bolster the capacity of government heritage institutions with existing programs and indicated interests in future programming.

In sum, the impact of the various development themes discussed within this chapter underline a potential for constructive sharing of expertise within the region, especially in the cases where

there are significant disparities between the attitudes of various heritage sectors, or between participating member states. Although the specific motivations for the responses and the specific manifestations of the development phenomena need to be clarified, the survey responses offer indications of where sustainable solutions to major heritage challenges may be found.

The issue of tourism seems to be central to the strategies for cultural heritage policy and protection in the region, divided as it is between those who consider it a vital economic activity and those who consider it to be a cultural encounter that is fraught with dangers and difficulties. The responses to the survey suggest that any consideration of a sustainable role for tourism in the protection and promotion of the cultural heritage of the region must examine how equitably its economic proceeds are distributed and—no less important—whether heritage of all types should be developed and promoted as “attractions” primarily for outsiders. The question to be further examined is whether and how Caribbean cultural heritage can simultaneously fulfill the requirements of international tourism and continue to sustain the social and cultural identity of the region’s inhabitants as well, and their pride in whom they are.

2. Possible Model Projects Themes inspired by survey responses and Regional Experts Meeting in Barbados

a. Inventories

- Uniform definition of an inventory
- Standardization of inventory metadata (i.e. what is to be included in inventories for different heritage types)
- Standardization of the use and production of inventories (including role of mapping)
- Standardization of the relationship between inventories and official registers
- Coordination of the production and use of inventories, especially with regard to risk preparedness and impact assessments
- A database of inventories in the region
- Linkage between inventory metadata standards and requirements for international heritage conventions

b. Oversight and Monitoring

Areas for further discussion focus on the extent of documentation of national heritage resources of all types and the broad public awareness of the inventories and documentation tools that already exist. Some themes for model projects may include:

- Discussion of regional policy consensus on expansion of heritage types to be inventoried, with construction of model participatory inventory platform, with open access and user-friendly digital updating capacity
- Public Awareness initiatives both within and outside government agencies to inform officials and the general public of expanding heritage types and the existence of both private and public inventories.
- Capacity sharing frameworks for regular monitoring and periodic reporting of all heritage types, utilizing skills of regional experts and the general public

c. Risk Preparedness and Response

- Share successful models from the region and beyond (e.g. ARCHES)
- Standardize frameworks
- Establish a permanent regional network of experts
- Provide technical expertise to assist with the drafting of national or local plans according to accepted standardized framework

d. Public Engagement

The involvement of the general public in heritage protection is not only an imperative to help fulfill legal mandates, but also a way of empowering local residents to see the cultural heritage resources of their country as their own. Some themes for possible model projects may include:

- Establishment of local and/or regional heritage councils to confer regularly with governmental authorities on planning policy and criteria for significance of protected properties and intangible elements.
- Local or regional heritage surveys, conducted by community schools or NGOs with digital media as a means of intergenerational dialogue and the documentation of disappearing landmarks and skills. Findings would be presented and discussed at local meetings.
- Public awareness events or programs to target underserved or vulnerable populations and to incorporate their heritage values as part of the mainstream interpretation of the national patrimony. Care must be taken, however, to respect the privacy and dignity of communities who wish not to be included.
- Projects that enable the connection of youth to their heritage and instill pride; especially intergenerational programs that may link youth with elders, who respondents believe are underserved by the heritage sector. (See also the Caribbean Heritage Mentoring Program recommended in Chapter 2.)

e. Professional networks

Sharing of expertise is essential, both regionally across disciplines and locally between experienced professionals and students or the newly employed. Some themes for model projects may include:

- A stronger, centralized network of heritage experts and practitioners in the region with potential subnetworks in: legislation, public awareness, inventories, academic and training, crafts, community development, fundraising, collection management, political advocacy
- A regional center for apprenticeship programs in traditional construction and crafts, as pioneered by Willowbank in Ontario Canada (<http://www.willowbank.ca/>) and supervised by the relevant professional networks in the region. (See also the Caribbean Heritage Mentoring Program proposed in Chapter 2.)
- Knowledge exchange and internship programs within the heritage initiatives of the Small Island Developing States Network.
- Conferences and workshops for professional enhancement between heritage professionals in OAS member states and regional community development and creative industry professionals to better integrate their expertise.

f. Socio-economic Impacts and Tourism

- Drafting of regional planning guidelines that adopt an ecological approach to the conservation cultural resources. Priorities must be intergenerational and geared to desired outcomes for the next 50—100 years.
- Diversification of economic goals for the utilization of heritage resources through intersectoral consultation. Sustainability must be sought on a year-round basis, and through a balance and coexistence of local events with attractions for outside visitors.
- Community-based tourism initiatives that facilitate rather than stifle intercultural contact and enable participatory conservation programs. These could be based on volunteerism and a heritage variant of “Habitat for Humanity”
- Drafting of regional guidelines for the treatment and rights of cultural practitioners engaged in the tourism market

CHAPTER 4: CONCLUDING OBSERVATIONS

The socio-economic challenges facing Small Island Developing States (SIDS) has been recognized by numerous international organizations, beginning with the United Nations and its various bodies. In many ways, the needs and aspirations of SIDS and the challenges they face in fulfilling them are not that different from other states of any size. What make them unique is their comparatively small populations that simply cannot be stretched to provide the pool of diverse professional specialists that all modern states require. This project grew out of the belief that a response to these limitations is for SIDS to develop networks and mechanisms of mutual assistance to share the totality of their available expertise.

Even though the survey has identified difficult challenges that demand solutions, the authors of this report cannot be anything but optimistic about the future of heritage conservation in the region. The Caribbean countries included in this project have considerable advantages over SIDS elsewhere in the world that can facilitate the sharing of resources. They are united by geographic proximity; by similar forms of government, by a common history that results from the mix of vastly different societies from all continents; by a population that while small, is comparatively well-educated; by a prevailing —although not universal language; and by a shared culture that acquires in each nation its own particular expressions, which in turn have produced a legacy of subtly varied cultural resources.

Another source for the optimism is that the rich cultural heritage of the region is obviously being cared for at the regional level by a healthy and substantial group of individuals who in each of the countries understand the challenges being faced as the region progresses along the path to greater economic development.

1. Overall Protective Strength of Cultural Heritage Institutions

The survey posed a closing and self-reflective question regarding the respondent's general perception of the strength of their nation's heritage institutions (as rated on a five-point ordinal scale). When responses were averaged and compared across all of the participating member states, the highest came from Dominica, where the average of all responses was that the strength was just slightly above average. This figure, however, does not signify a general consensus or complacency about the overall performance. Instead, it is the result of highly polarized opinions that ranged all the way from very weak to very strong. In fact, Dominica presented the most extreme opinions on the subject.

The average for all the remaining countries fell somewhere between average and very weak. The following roster lists the average assessment (from the relatively stronger to the weaker) for those countries whose average assessment of the institutional strength fell somewhere between average and weak: Saint Kitts and Nevis, Belize, Bahamas, Barbados, Jamaica, Saint

Vincent and the Grenadines, and Saint Lucia. At the bottom are the countries where the average assessment ranged between weak and very weak, listed in descending order of value: Suriname, Guyana, Grenada, Antigua and Barbuda, Trinidad and Tobago, and Haiti.

As was the case with Dominica, it is important to note that the average result is not a direct expression of the assessments expressed. In Belize, Saint Kitts and Nevis, and Saint Lucia, not a single respondent judged the strength to be very weak (whereas this was the case with every single other country). At least one respondent each from the Bahamas, Barbados, Belize, Jamaica, Saint Kitts and Nevis and Saint Vincent and the Grenadines evaluated the overall performance as strong.

Thus, as with so many results in this survey, the average should not always be assumed to be equivalent to consensus, but as masking extreme polarization.

The generally negative (i.e. average-to-weak assessments) slant of the self-critiques, may lead one to question whether our optimism about the future of the region's heritage is warranted. Rather than being discouraged by the poor performance assessments, one valid interpretation is that the Caribbean heritage community is knowledgeable and sophisticated enough to hold itself up to the highest standards that they know can be achieved. Therefore, we interpret the expressions of negativity as acts of faith and expressions of hope; not of despair or defeat.

2. What Lies Ahead

All of the findings and the conclusions presented herein and expanded at the meeting of stakeholder representatives in Barbados in May 2013 will serve as the basis for the establishment of regional task forces and further consultations on the selection of model projects of regional importance for implementation in Project Phase II.

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