

Part V

CORCOVADO-GOLFITO: SCENARIOS AND BASIC STRATEGIES FOR SUSTAINABLE TOURISM

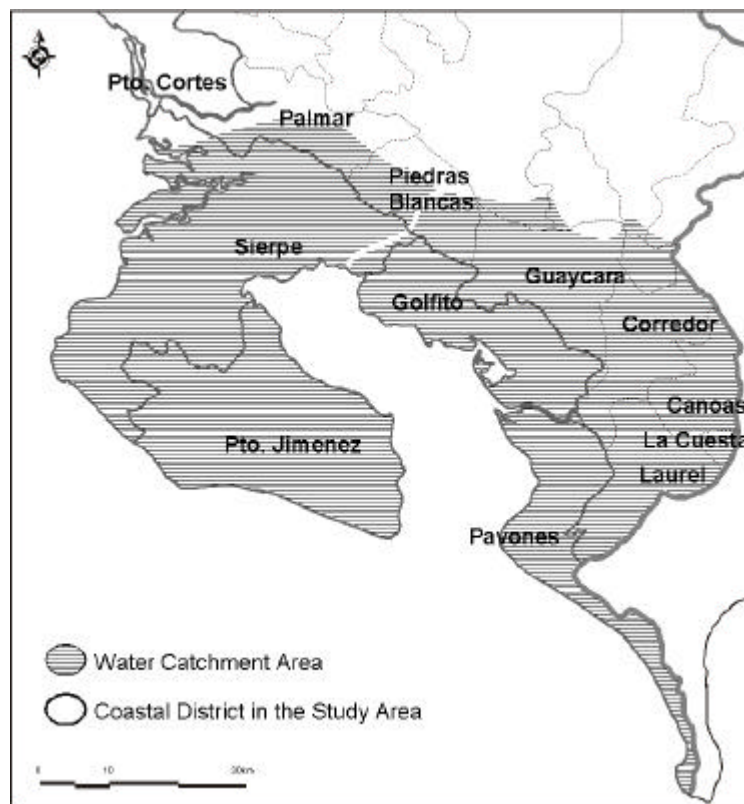
Chapter 17

CORCOVADO-GOLFITO: GOALS AND SCENARIOS FOR SUSTAINABLE REGIONAL DEVELOPMENT

17.1 INTRODUCTION: DEFINITION OF THE CORCOVADO-GOLFITO REGION

In our planning approach, tourism development should be discussed in the context of regional development. For the purpose of discussing regional development for Corcovado-Golfito in this planning study report, we define the Corcovado-Golfito region as the districts along the coast in ICT's Corcovado-Golfito Planning Unit. Please see Figure 17.1.

Figure 17.1 Watershed and Administrative Boundaries, Corcovado-Golfito



The watershed areas do not always correspond to the administrative district boundaries. Therefore, for statistical convenience, the coastal districts along the South Guanacaste Tourism Planning Unit will be used as a basis for discussion of regional development, instead of the watershed areas.

17.2 ESSENTIAL CHARACTERISTICS OF THE CORCOVADO-GOLFITO REGION

(1) Economic Sectors

In the 1940s, banana plantations were established on the flat land of Osa and Golfito areas because of adequate climate conditions and availability of low-wage labor. At the same time, gold mining and logging also started in the Osa Peninsula. Attracted by these developments, migrants started to come to the region.

However, in 1984 one large American banana company, which constituted the leading industry in the region, withdrew from the business in the region, due to severe conflicts with the labor union. After that, gold mining was prohibited and foreign logging companies left the Osa Peninsula. Local logging companies then started logging operation on a small scale. In this way, the boom economies disappeared by the beginning of 1990s.

Banana plantations are now in the form of cooperatives, and they are one of the major sources of employment, hiring 2,600 workers, which account for 27% of the total workers in Osa and Golfito. However, it is difficult for the cooperatives to make enough profits from plantations, due to the price control of international marketing enterprises.

In this economic situation, the government started to encourage those who lost jobs in gold mining and banana farms to practice agriculture by giving them extensive lands in the region. However, many of them have not been very successful, partly because the soils of the lands allocated are poor and partly because they are not originally farmers.

The government established duty-free shops in Golfito town to create jobs and stimulate the regional economy. However, it seems that the regional economy is still depressed and on the decline. Furthermore, closure of the duty-free market place is planned in near future. Costa Rica's policy of liberalizing import taxes on electronic appliances is in any case depriving the duty-free market place of its attractive lower prices.

Oil palm and wood plantations have increased in the region. However, those plantations are not suitable for small-scale farmers because they need considerable capital to start up and operate.

(2) Social Development

The region's history is quite new, and it is still a kind of frontier region in Costa Rica. Except for pre-Columbian Brunca Indigenous groups, people started to settle in the region and establish towns around the beginning of the 1900s. The first primary school was founded in 1912 in Puerto Jiménez, and the first session of the Municipal Council of Golfo was celebrated in 1949.

People also migrated and settled in coastal areas of the region. Some of them are fishermen. The migrant settlers and fishermen have occupied lands in coastal areas without formal land titles. However, in recent years foreigners started to buy coastal lands, resulting in land problems between fishermen and foreign landowners.

Most of the newly established municipalities have low density populations (21 people per km²). Because of this low population density and the remoteness of the region, infrastructure and social services, such as school education and health service, have not been very well developed.

(3) Natural Resources

The land and water are the most important natural resources for agriculture in the region. However, analysis of social history and land capacity data shows that the majority of the land and the people in the region do not have enough capacity to support commercial agriculture.

However, these natural resources, especially forests, rivers and sea, could be the basis for sustaining tourism development. Unfortunately the past gold mining and on-going logging operations have caused soil erosion resulting in the death of most coral reefs in Golfo Dulce. This has consequently damaged the natural resources for the future development of tourism and fisheries. The commercial logging operations might also affect and damage the image of nature tourism in the region.

There are many coffee plantations in the northeastern highlands. They use many agricultural chemicals, discharging chemically polluted water, which affects marine life, such as seashells and shrimp, in mangrove forests. If the tourism sector makes continuous efforts to make good sustainable use of these natural resources, their value for tourism may increase dramatically in the long run, probably in over 50 years.

17.3 TOURISM MARKET AND TOURISM DEVELOPMENT POTENTIAL IN CORCOVADO-GOLFITO

Corcovado National Park and the Golfo Dulce are the two dominant draws for the Corcovado-Golfito Tourism Planning Unit, which at present receives only a rather small niche market of hard-core (some soft-core) eco/nature-based tourists and some activity tourists (sportfishing, sea kayaking and surfing, etc.), constrained by poor access (road, air and sea/river) and limited capacity (almost the only available accommodation at present being cabins or bungalows of 10/20-room size).

Improvement in the access (the road in particular) will make a larger volume of tourist movement much easier, opening various new approaches to the parts of the Osa Peninsula thus far inaccessible particularly in the wet season. Improved access will open a wholly new avenue for varied experiences, ranging from soft-core eco/nature exploration and soft adventure/activity, to some degree of general interest sun and beach activity coupled with nature experience. This would contribute to the diversification of tourist activities/products rather than the strictly hard-core eco/nature adventure that dominates the Corcovado-Golfito area now. Such activities might comprise:

- Wetland exploration (Sierpe Estuary),
- Eco/nature experience (Bahia Drake),
- Soft-core eco/nature experience (Corcovado/Piedras Blancas),
- Sportfishing (Golfo Dulce),
- Aquatic soft activity/adventure (Golfo Dulce, Zancudo and south), and
- Sun and Beach with nature experience (Puerto Jimenez and south).

Adequate visitor facilities and a management plan should be put in place on a sustainable basis for national parks (Corcovado and Piedras Blancas) and mangrove wetland (Sierpe Estuary) in order to hold a larger number of eco/nature tourists at soft-core level on top of the niche market hard-core eco tourists that these parks/reserves now receive. Adequate visitor facilities involve the provision of better trail systems, visitor/orientation center, self-guiding signs, interpretative signposting, trail maps/brochures, well-informed/trained park rangers/guides, emergency refuges/huts, etc.

17.4 ALTERNATIVE SCENARIOS OF REGIONAL DEVELOPMENT BASED ON TOURISM DEVELOPMENT

The former main industries in Corcovado-Golfito, such as banana plantations and gold mining, had declined by the mid-1980s. At present, the major industries supporting the regional economy are the duty free shopping zone in Golfito Town, oil palm plantations and

wood plantations. However, those are not expected to expand greatly and will be unable to support the regional economy in the future.

Eco/nature tourism, utilizing lowland tropical rain forests and marine resources, could contribute to regional economic development. However, the tourism development so far, attracting researchers, students, backpackers, surfers, up-market ecotourists, has been based on small-scale cabins/hotels and high-class eco-lodges, and has not contributed much to the local socio-economy. More various types of nature tourism products need to be developed to attract a variety of tourists.

The Study Team defined and analyzed the following alternative scenarios with respect to tourism development, in order to examine possible directions of regional development.

Alternative Scenarios for Corcovado-Golfito

Scenario 1: Trend-Based Scenario

Scenario 2: Scenario for Sustaining and Diversifying Nature-Oriented Tourism Development in the Era of Global Competition

Scenario 3: Scenario for Promoting Hard-Core and Soft-Core Ecotourism

Scenario 1: Trend-Based Scenario

The tourism in the region has been mostly based on small-scale accommodation facilities (cabins) except for a small number of high-class ecolodges. Each tourism site offers particular tourism products targeting particular types of tourists. For instance, Drake attracts up-market ecotourists, Puerto Jimenez attracts nature-based budget tourists, Zancudo attracts sportfishing tourists, and Pavones attracts surfers. The employment opportunities in tourism for local people have not expanded much and employment is largely limited to the short peak season. The micro-enterprises which went into tourism do not have enough opportunities to succeed in business.

Tourism accommodation facilities in the coastal areas have increased significantly in number in the last ten years. However, the locations and the types of those facilities were spontaneously determined by investors and developers. They were not in accordance with appropriate guidelines or plans. Infrastructure development will not occur effectively to attract tourism investment, although some efforts will be made to prepare coastal regulatory plans; as a result, investment in medium-scale accommodation will not take place in the region. **Scenario 1** assumes that those patterns will not change much. Tourism will be

developed based on the limited tourism products offered by each tourism site. The tourism sector will never grow to play a leading role in the regional economy.

Scenario 2: Scenario for Sustaining and Diversifying Nature-Oriented Tourism Development in the Era of Global Competition

Scenario 2 assumes that tourism in the coastal areas will be developed on the basis of much more careful planning than in Scenario 1. The General Land Use Plan determines several focused development areas. Based on the plan, a multi-polarized and distributive spatial structure of tourism will be promoted. That is, tourism will be structured and focused, with different locations specializing in different kinds of attractions will be promoted only in selected areas, and the natural resources in the whole region, as well as in coastal areas, will be the target of planned efforts at nature conservation. To achieve this, infrastructure will be developed by the public sector. Private investment, especially in middle-scale accommodation, will be promoted, and small-scale accommodation facilities, such as cabins, will be supported in improvement of their tourism services and business management. In addition, a wider range of tourism products, such as nature tourism/soft adventure tourism, will be developed, instead of one or two particular tourism products targeting particular tourists. All of these efforts will result in the survival of the tourism sites or tourism industries in the era of global competition in international tourism market.

Scenario 3: Scenario for Promoting Hard-Core and Soft-Core Ecotourism

Scenario 3 assumes that tourism development in the region is limited to hard-core and soft-core ecotourism. Only small-scale/high-class accommodation facilities will be developed targeting tourists in up-market and nature-based budget tourists. In consequence, the employment/ business opportunities for local people will not increase. The tourism sector will not grow to play a leading role in the regional economy.

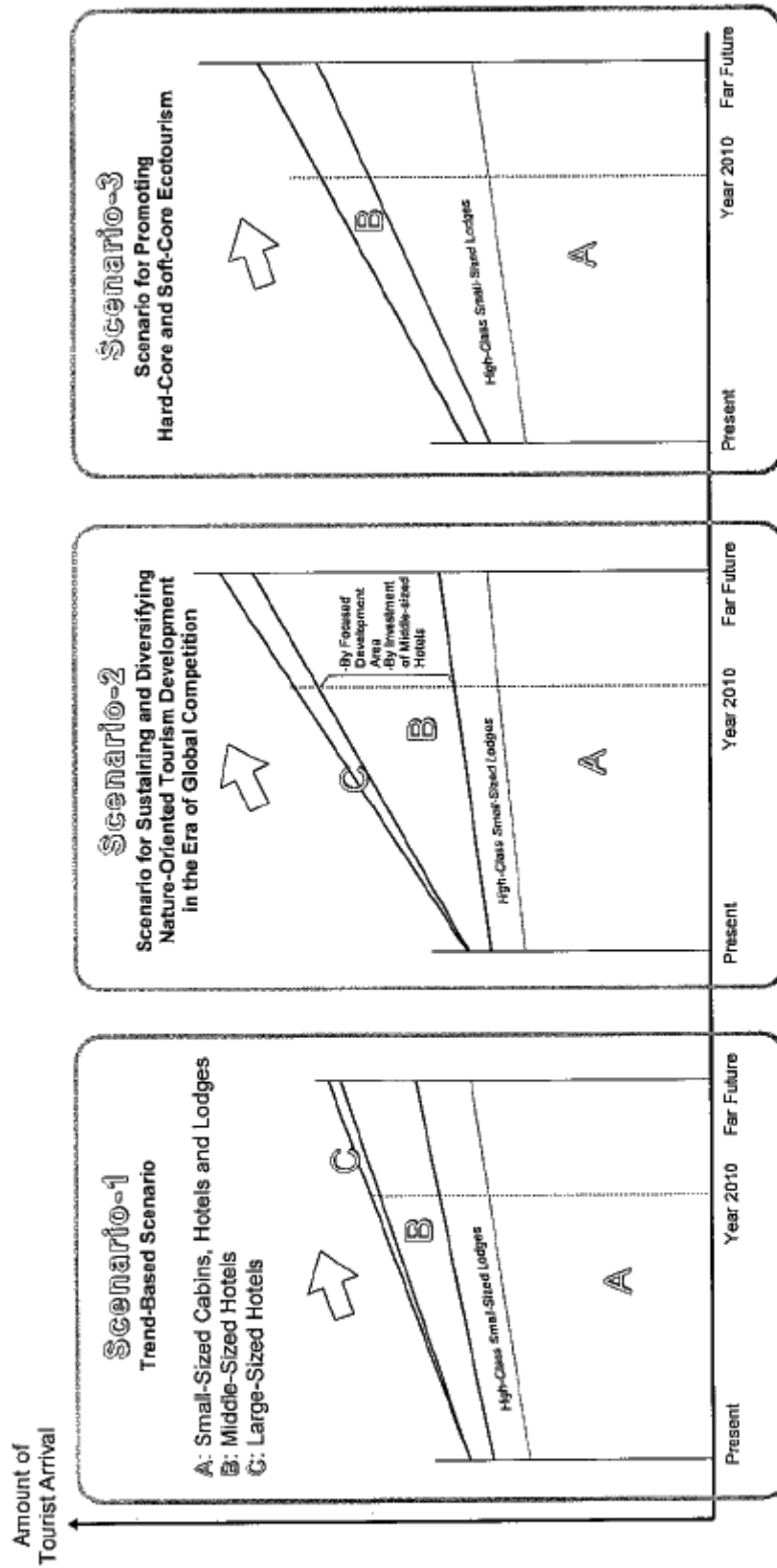
These three scenarios are compared in Table 17.1.

Table 17.1 Comparison of Three Development Scenarios for Corcovado-Golfito

	Scenario 1	Scenario 2	Scenario 3
Name of Scenario	Trend-Based Scenario	Scenario for Sustaining and Diversifying Nature-Oriented Tourism Development in the Era of Global Competition	Scenario for Promoting Hard-Core and Soft-Core Ecotourism
Effort at Promotion/ Control of Tourism Sites	Efforts will be made to utilize the General Land Use Plan in order to guide the formulation of prospective regulatory plans.	Efforts will be made to promote tourism, infrastructure development and land use management, based on the General Land Use Plan and Tourism Development Plan.	Large-scale tourism developments will be restrained.
Type of Tourists	Each tourism site attracts different types of SITs (Special Interest Tourists). Budget tourists are the majority except for up-market nature-based tourists,	In addition to SITs, up-market tourists, and budget tourists, middle market tourists are also attracted. Not only nature-based tourists but also beach/ marine-based tourism will be promoted.	Up-market nature-based tourists, researchers, students, nature-based budget tourists
Tourism Accommodation Facilities	Small-sized cabins/ hotels and high-class boutique hotels as at present.	Private investment in middle-sized hotels will be promoted only in selected areas.	Mainly ecolodges suitable for hard-core and soft-core ecotourism will be promoted.
Quality of Tourism Services	Expensive in relation to the quality of services.	The cost-performance of tourism services will be improved.	High-class services suitable for up-market ecotourists, as well as services suitable for budget tourists.
Land Use Plan/ Land Use Management and Spatial Development	Developments will be scattered in coastal areas due to weak law enforcement and poor utilization of the General Land Use Plan.	Land use management will be carried out to promote a multi-polarized and distributive spatial structure of tourism, based on the regional land use plan. Each tourism center or site will develop with different characteristics.	Only small-scale tourism development for ecotourism will be permitted.

Infrastructure Development	Roads will be comparatively well-developed. However, the development of infrastructure such as electricity and telephone will be delayed. In consequence, tourism investment will not be attracted.	Infrastructure will be developed to promote a multi-polarized and distributive spatial use. The development pace of infrastructure and tourism will be harmonized.	Ecotourism-oriented tourism accommodation facilities will provide electricity, radio telephones and water systems at their own expense.
Local Socio-Economy	The employment opportunities will be limited, and the local employment will not be much expanded. In some areas where squatters stay, tourism investment will become difficult.	Middle-sized hotels will increase the employment opportunities. The employment opportunities will be multi-polarized/dispersed. Local employment will be promoted.	Business chances for local people in tourism services, such as taxi, boat operation and guides, are limited, because high-class lodges tend to employ those service suppliers directly.
Pollution by Tourism Development	Pollution problems will arise, because small-sized cabins/hotels do not deal with sewage appropriately.	Tourism facilities development will be multi-polarized/dispersed. It would be necessary to develop sewerage systems for increased middle-sized accommodations. At the same time, it will become more feasible to provide sewerage systems because the number of middle-size tourist accommodations will increase.	The accumulation of tourism facilities will not be so large; therefore, the pollution load will be small.
Natural Resources in Coastal Area	Regulatory Plans will continue to be formulated, to retain coastal lands. Some of the lands will be sold to develop summer and resort houses.	Developments will be limited in to several focused development areas. In consequence, scattered development will be controlled.	Tourism accommodation developments will not occur so much along the coast.

Figure 17.2 Comparison Three Scenarios of Tourism Development, Corcovado-Golfito



17.5 SELECTION OF A TOURISM-ORIENTED SCENARIO OF REGIONAL DEVELOPMENT

The Study Team selected **Scenario 2** out of the three alternatives as a regional development scenario for the following reasons:

- Tourism products and tourist types will be diversified by attracting middle-sized tourism accommodation facilities in Scenario 2.
- In Scenario 1 and Scenario 3 tourism developments would be scattered so that the public sector could not invest in infrastructure sufficiently and efficiently
- Scenario 2 would provide more business and employment opportunities for local people than the others.
- Private investors, especially in middle-sized accommodation facilities, would not be attracted in Scenario 1 and Scenario 3, because infrastructure has to be developed by themselves in Scenario 1 and Scenario 3.
- Pollution by tourism development will be managed in Scenario 2 and Scenario 3, while it could become a serious problem in Scenario 1.
- The conservation of natural resources would be possible by land use management in Scenario 2 and Scenario 3, while more natural resources would be destroyed in Scenario 1.

Table 17.2 Evaluation of Three Alternative Scenarios

	Scenario 1	Scenario 2	Scenario 3
	Trend-Based Scenario	Scenario for Sustaining and Diversifying Nature-Oriented Tourism Development in the Era of Global Competition	Scenario for Promoting Hard-Core and Soft-Core Ecotourism
Variety of tourism products			×
Efficiency of public investment in infrastructure	×		×
Contribution to the local socio-economy			×
Attraction of private investment			
Pollution by tourism development	×		
Protection of natural resources	×		

Development frameworks will be given in Chapters 14 through 18, in accordance with this selected scenario, Scenario 2.

17.6 NUMERICAL SOCIO-ECONOMIC FRAMEWORK OF THE REGION

The numerical socio-economic framework of the region is set by estimating the populations and population distribution in 2010, based on the following assumptions.

(4) Projection A (Low Growth)

This supposes that the present tendency of out-migration continues. The annual population growth rates are assumed to continue the same as the growth rates from 1990 to 1998.

(5) Projection B (Middle Growth)

This supposes that out-migration will decrease, as a result of some efforts at regional development. The annual population growth rates are assumed to continue the same as the rate of the national population growth rate from 1990 to 1998.

The estimated populations are shown in Table 17.3. The frameworks for future development and conservation are based on the socio-economic framework.

Table 17.3 Population Projection

Name of District	Canton	Area km ²	Pop. Density 1998	Population			Pop. Growth 1990-98	Estimate Pop. 2000 ^(a)	Projection (A) Low Growth 2010 ^(a)	Projection (B) Middle Growth 2010 ^(b)
				1990 ^(a)	1995 ^(a)	1998 ^(a)				
Costa Rica		51,100.0	68	2,993,676	3,301,210	3,496,423	3,634,785	4,237,115	4,237,115	
Coastal Districts in the Study Area		2,676.5	15	39,487	40,990	40,964	42,337	49,957	51,417	
Puerto Cortes	Osa	226.2	37	9,329	7,965	8,347	8,630	10,194	10,431	
Sierpe	Osa	1,021.0	4	5,041	5,444	3,596	3,714	4,365	4,494	
Golfo	Golfo	345.6	43	18,892	13,928	14,786	15,364	18,612	18,612	
Puerto Jimenez	Golfo	720.5	10	6,225	6,819	7,166	7,423	8,851	9,001	
Pavon	Golfo	363.2	19		6,834	7,069	7,206	7,934	8,879	
Other Districts		1,628.3	49	65,216	73,474	79,484	82,404	98,775	101,116	
Palmar	Osa	264.4	58	17,638	18,819	15,428	15,882	18,360	19,281	
Bahia Ballena	Osa	160.8	14		2,164	2,264	2,313	2,572	2,829	
Piedras Blancas	Osa	257.9	24			6,283	6,479	7,552	7,852	
Guaycara	Golfo	324.7	40	11,446	12,283	12,845	13,221	15,271	16,134	
Corredor	Corredores	272.2	77	17,738	19,805	20,958	21,850	26,916	26,916	
La Cuesta	Corredores	40.3	91	11,880	13,009	3,645	3,792	4,619	4,619	
Canoas	Corredores	122.3	65	6,514	7,394	7,927	8,326	10,641	10,641	
Laurel	Corredores	185.8	55			10,134	10,542	12,843	12,843	

Note: Projection (A) Low Growth: based on population growth rate 1990-98

Projection (B) Middle Growth: based on the national pop. growth rate

* : Growth rate 1992-98

** : Growth rate 1990-96

*** : Growth rate 1991-98

Source: (1): Poblacion de Costa Rica por sexo segun provincia, canton y district 1990-1999, Instituto Nacional de Estadistica y Censos

(2): The JICA Study Team's Framework

17.7 BASIC SPATIAL FRAMEWORK OF THE REGION

Skeletal roads and major urban centers are major elements of the regional spatial structure as shown in Figure 8.3. Future regional development frameworks are based on this spatial structure.

(1) Road Network and Other Networks

The road network consists of the following three kinds of roads:

- Inter-regional road: which connects the municipal centers of Osa and Golfito with other towns outside of the region
- Regional roads: which connect district centers such as Sierpe, Puerto Jiménez, and Conte
- Local roads: which serve the southern part of Puerto Jiménez District, and the coastal villages in Pavón District

The regional roads serve most of the main towns/villages in the region and are in relatively good condition. The condition of these roads should be maintained.

The Drake area is the most isolated part of the region. There is access by boat from Sierpe or by dirt road from Rincón. It is necessary to provide a public boat transport service from Sierpe to the Drake area.

A transportation network of the region is recommended in Chapter 21 based on the regional spatial structure and tourism development framework.

(2) Urban Centers

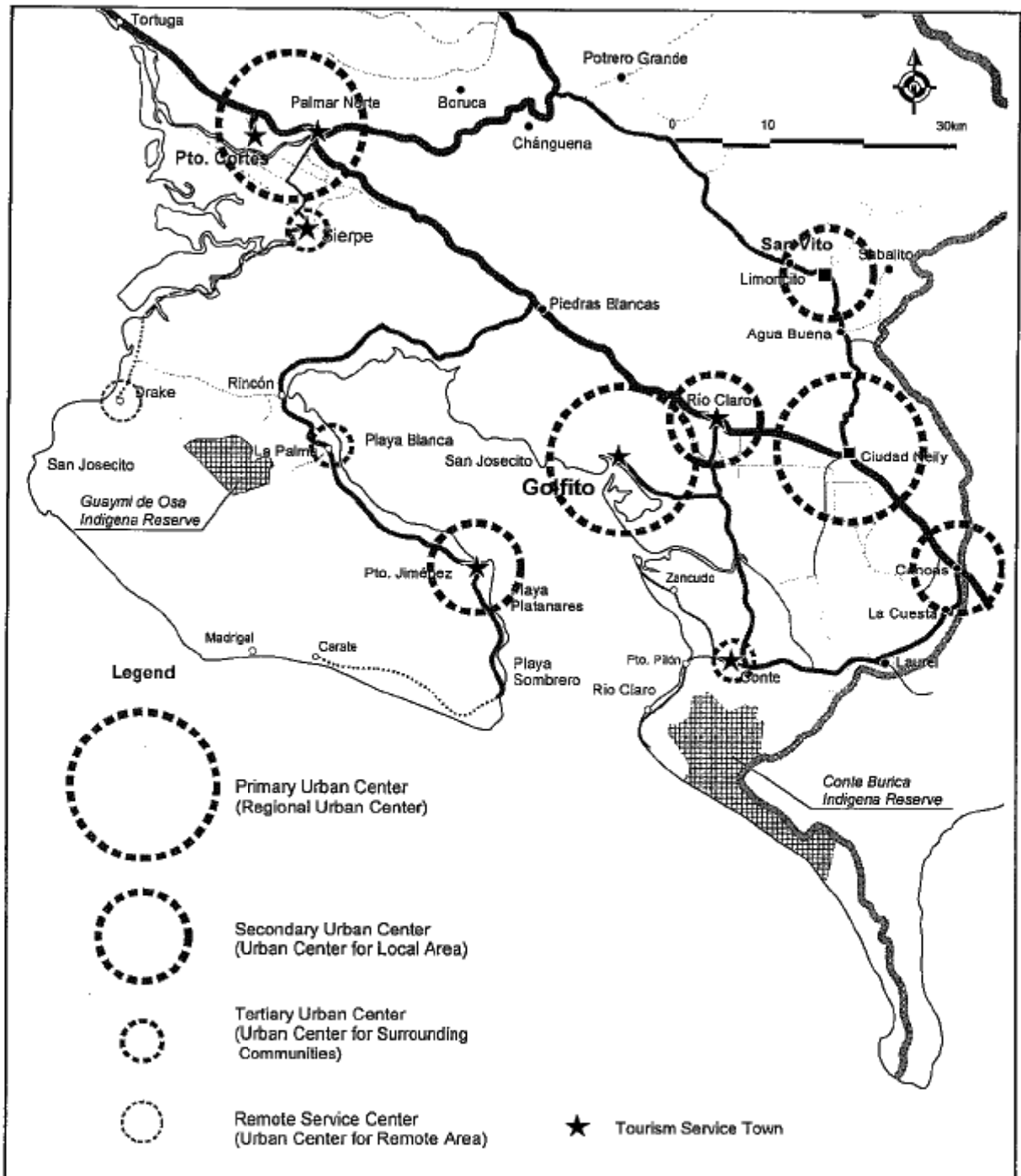
Three kinds of Urban Centers (Primary Urban Centers, Secondary Urban Centers and Tertiary Urban Centers) are selected in order to promote socio-economic development in the region. Table 17.4 shows the Urban Centers and their functions. The functions of some of these urban centers need to be enhanced. It is important to secure some public land to provide public facilities for this purpose. In addition, some of the Urban Centers should have functions as tourism service town for tourism development. Tourism Service Towns are shown in Figure 8.3 and their functions are shown in Chapter 18.

Table 17.4 Urban Centers and their Functions

Urban Center	Name of Urban Centers	Functions
Primary Urban Center	Puerto Cortés Town Parmar Town Golfito Town Ciudad Neily Town	- Municipal office/Municipal small branch office - Hospital - High school/Vocational school - Supermarket - Bank - Gas station
Secondary Urban Center	Puerto Jiménez Río Claro San Vito Canoas	- Hospital - High school/Vocational school - Supermarket - Bank - Gas Station
Tertiary Urban Center	Sierpe Town La Palma Conte	- Clinic (permanent doctor) - High school - Mini-market
Remote Service Center	Drake	- Clinic (permanent doctor)/emergency service system supported by telecommunication - High school - Mini-market

Source: JICA Study Team's Proposal

Figure 17.3 Basic Spatial Structure of Corcovado-Gofito Region



The JICA Study Team's Proposal

Chapter 18

CORCOVADO-GOLFITO: FRAMEWORK FOR TOURISM DEVELOPMENT

18.1 KEY ISSUES

- (1) The tourist facilities and the tourism industry in Corcovado-Golfito cannot provide diversified tourism products or attract a variety of types of tourists from the international tourist market because the majority of them consist only of small-sized hotels and cabins, except for a limited number of up-market hotels.
- (2) The existing small hotels, cabins and other tourism-related micro-enterprises cannot provide high enough quality services for international standards, due to lack of adequate human resources and training in the region.
- (3) At present, almost all tourism sites depend on such small hotels and cabins. Such tourism sites lack adequate infrastructure for managing sewage and solid waste, as well as tourist amenities.
- (4) The key infrastructure, such as electricity and telephones, is not sufficient to attract investment in tourism to the region.
- (5) In spite of limited budgets for public investment in infrastructure, permission for tourism developments has been given. These are scattered along the long coastal areas without adequate infrastructure or environmental consideration. Around 10 % of the Maritime Terrestrial Zone (MTZ) has already been covered by coastal regulatory plans, and is waiting for tourism investment or land buyers. Tourist facilities have been developed not only in the Maritime Terrestrial Zone (MTZ) but also behind the MTZ. (For example, in Puerto Jimenez District 40% of the total tourist accommodation facilities are located in the hinterland of the MTZ.)
- (6) Small hotels and cabins tend to generate limited employment in the region. The average number of employees is 0.8 persons per room in Osa Canton, while there are 0.4 persons per room in Golfito Canton.
- (7) The tourist areas served mainly by small hotels and cabins have not yet developed systems strong enough to promote their tourist areas and products, or the hotels and cabins themselves, although in each tourism site they have organized local chambers of tourism.
- (8) Although the region is endowed with various tourism resources, each tourism site still specializes in one or two particular tourism products (such as surfing, sportfishing and

forest-based ecotourism). A range of suitable tourism products has not been developed to appeal to tourist markets.

18.2 OBJECTIVES

- (1) To develop and promote diversified tourism products, especially nature-based tourism products, utilizing the natural resources remaining in the region, in addition to “sun and beach” tourism products, in order to exploit a variety of segments of the international tourism market,
- (2) To develop quality tourism sites while conserving natural vegetation and wildlife in the coastal areas as much as possible, and to promote the growth of the tourism industry while practicing sustainable use of natural resources,
- (3) To attract private investment in medium-sized hotels with good management know-how, in order to attract different market segments, introduce some competition and revitalize the tourism industry in the region,
- (4) To encourage the tourism industry, particularly small-scale enterprises, such as cabins, boat operators and tour guides, to offer high-quality or at least improved services to tourists,
- (5) To improve tourism amenities and the environment in the tourism centers and tourism sites, in order to enhance the attractiveness and sustainability of tourism in the region.

18.3 BASIC STRATEGIES

- (1) To diversify nature-oriented tourism products for attracting more diversified tourist segments by improving access to tourism areas and by improving the quality and quantity of tourism facilities.
- (2) To establish several “Tourism Centers” in order to avoid scattered development and to conserve important natural areas, in addition to MINAE’s protected areas, along the coasts as well as in inland areas.
- (3) To promote private investment (especially in medium-sized accommodation) in the Tourism Centers, in cooperation with the ICT, CINDE municipal governments and local chambers of tourism by utilizing the general land use plans and tourism development plans.
- (4) To promote public investment (especially in infrastructure) to promote the development of selected Tourism Centers, in cooperation with MOPT, ICAA, ICT, municipal governments and local chambers of tourism, by utilizing the general land use plans and tourism development plans.
- (5) To develop human resources and to improve the quality of tourism services by implementing training and other programs, in cooperation with ICT, INA, municipal governments and local chambers of tourism.

- (6) To improve amenities and environment of Tourism Centers and tourism sites, in cooperation with ICT, municipal governments, local chambers of tourism and local communities by investing in amenities and implementing environmental awareness programs.
- (7) To promote the tourism region, tourism sites and tourism products, in cooperation with municipal governments, and local chambers of tourism with some support from ICT.

18.4 DIRECTIONS OF TOURISM PRODUCT DEVELOPMENT

18.4.1 Theme of Tourism in Corcovado-Golfito

The major direction of tourism product development and promotion is currently ecotourism and nature-based tourism including surfing and sportfishing. However, these kinds of narrow-range and specialized tourism cannot attract greater numbers or diversity of tourists to the region, although the tourism sector is very likely to play a key role in reviving the regional economy and to provide the local people and entrepreneurs with opportunities for business and employment.

Given its relatively poor accessibility to Corcovado-Golfito, it is necessary for Corcovado-Golfito's tourism to develop a wider range of nature tourism products in addition to specialized tourism products.

Costa Rica has already established its international fame as a destination for ecotourism and nature tourism. At the same time, Corcovado National Park is famous for its lowland tropical forest of high biodiversity. Those images of Costa Rican tourism destination and Corcovado-Golfito's tourism sites can be utilized to promote the regional tourism for wider market segments, by developing more diversified products of nature tourism ranging from soft-core eco/nature exploration and soft adventure/activity, to a certain amount of general interest "sun and beach" and activity-based holidays coupled with nature experience.

Corcovado-Golfito's tourism should be developed by taking advantage of the region's relatively unexploited nature, both forests and coastal/marine resources, in order to provide various nature tourism products combined with coastal resorts, targeted at both international and domestic tourists.

The theme for developing tourism products for this strategy in the Corcovado-Golfito region could be termed ***"Corcovado-Golfito Forest and Sea Nature Paradise "*** or ***Corcovado-Golfito Wildlife Paradise of Green and Blue.***"

18.4.2 Measures for Diversifying and Improving Tourism Products based on Natural and Cultural Resources of the Region

The following measures are needed to improve and diversify tourism products:

- Improvement of information and guide facilities in protected natural areas,
- Development of nature trails inside and outside the protected areas,
- Improvement of water sports instructors in coastal Tourism Centers,
- Development of tourist attractions, such as natural history museums, regional history museums and cultural museums (e.g. forest museum, banana plantation museum and Indigena museum),
- Development of cultural attractions in the coastal areas, such as market places, Handicraft Village and Artists' Village, and
- Development of accommodation centers to serve tourist attractions, such as Naturalists' Village and Surfers' Village.

18.5 SPATIAL STRUCTURE OF TOURISM IN THE REGION

18.5.1 Spatial Development of Tourism

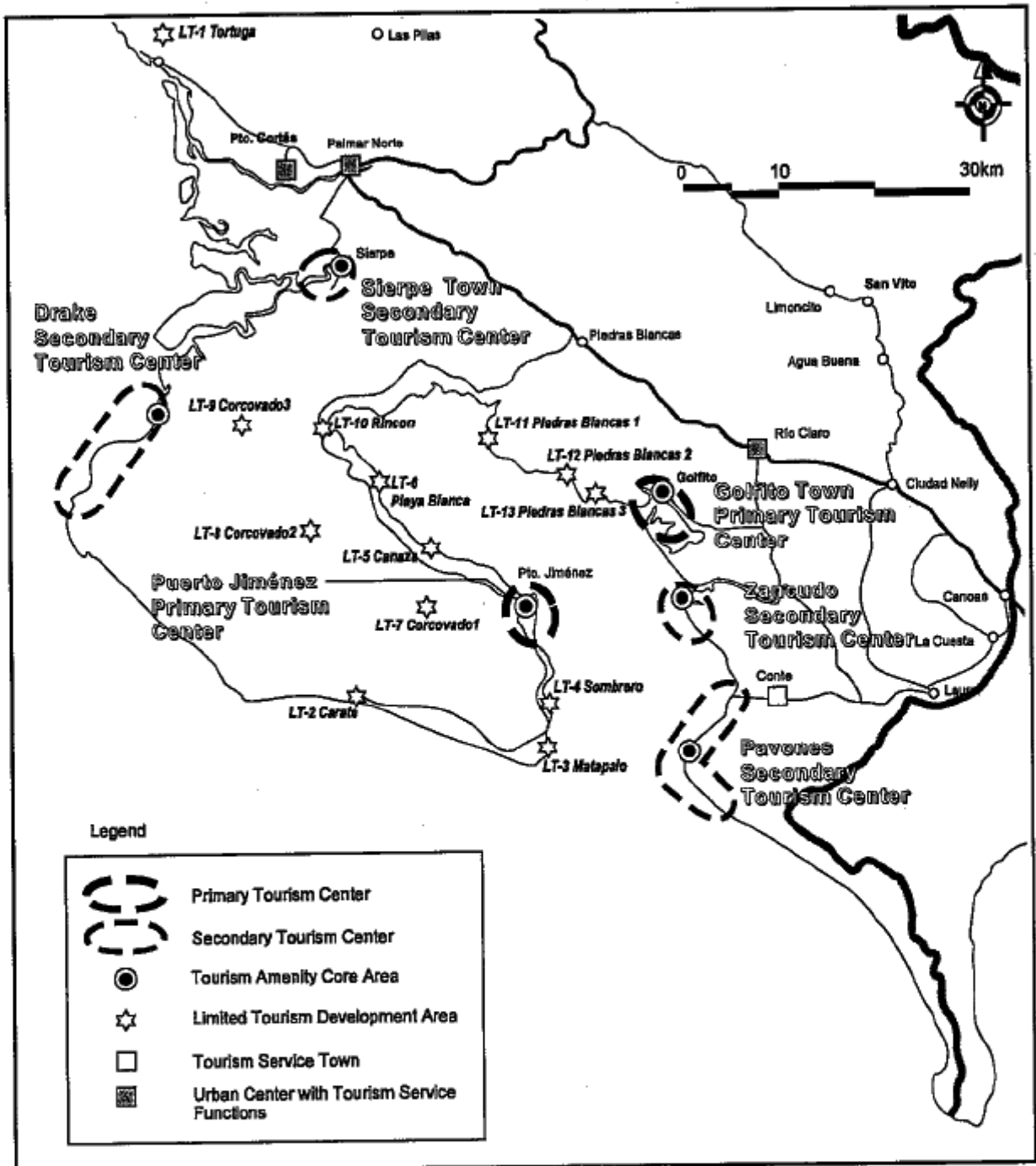
In order to develop tourism based on Scenario 2 (selected scenario), focal development in several places should be sought for the following purposes:

- To maintain or restore the natural habitat as much as possible both in inland areas and coastal areas so as to sustain nature-oriented tourism,
- To promote land development only for the necessary development of tourism facilities and infrastructure in coastal areas (in other words to reduce land speculation), and
- To promote efficiency in infrastructure provision in view of budgetary constraints of central and local governments.

Tourism Centers are selected as shown in Figure 18.1. The selection is based on the following criteria:

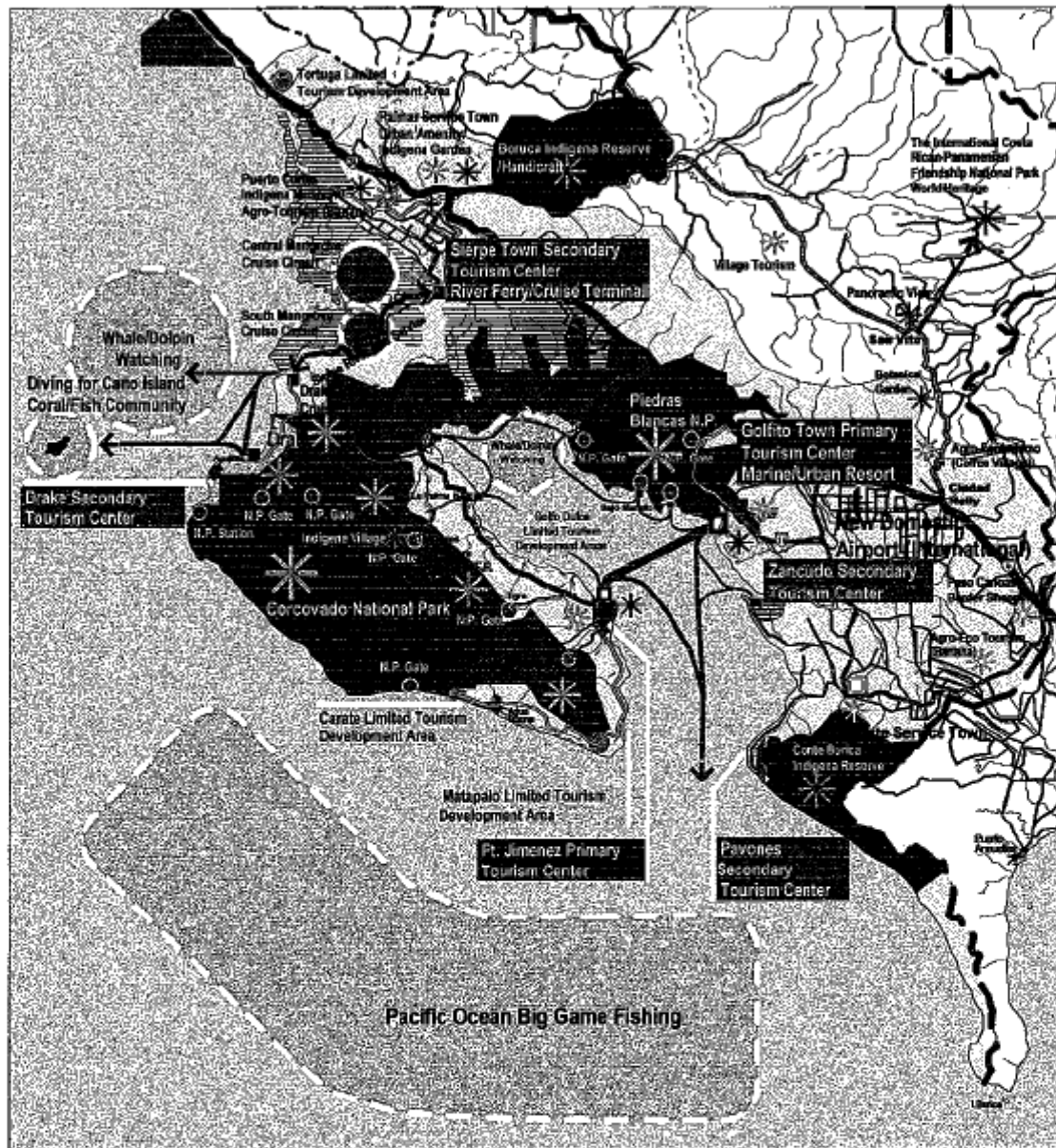
- Availability of potential accommodation centers with access to diversified nature tourism products
- Coastal beauty
- Maintenance of the variety of characteristics of tourism sites of the region
- Existing regional road network and possibility of road improvement
- Equitable distribution among different districts, as much as possible

Figure 18.1 Tourism Centers and Tourism Service Towns



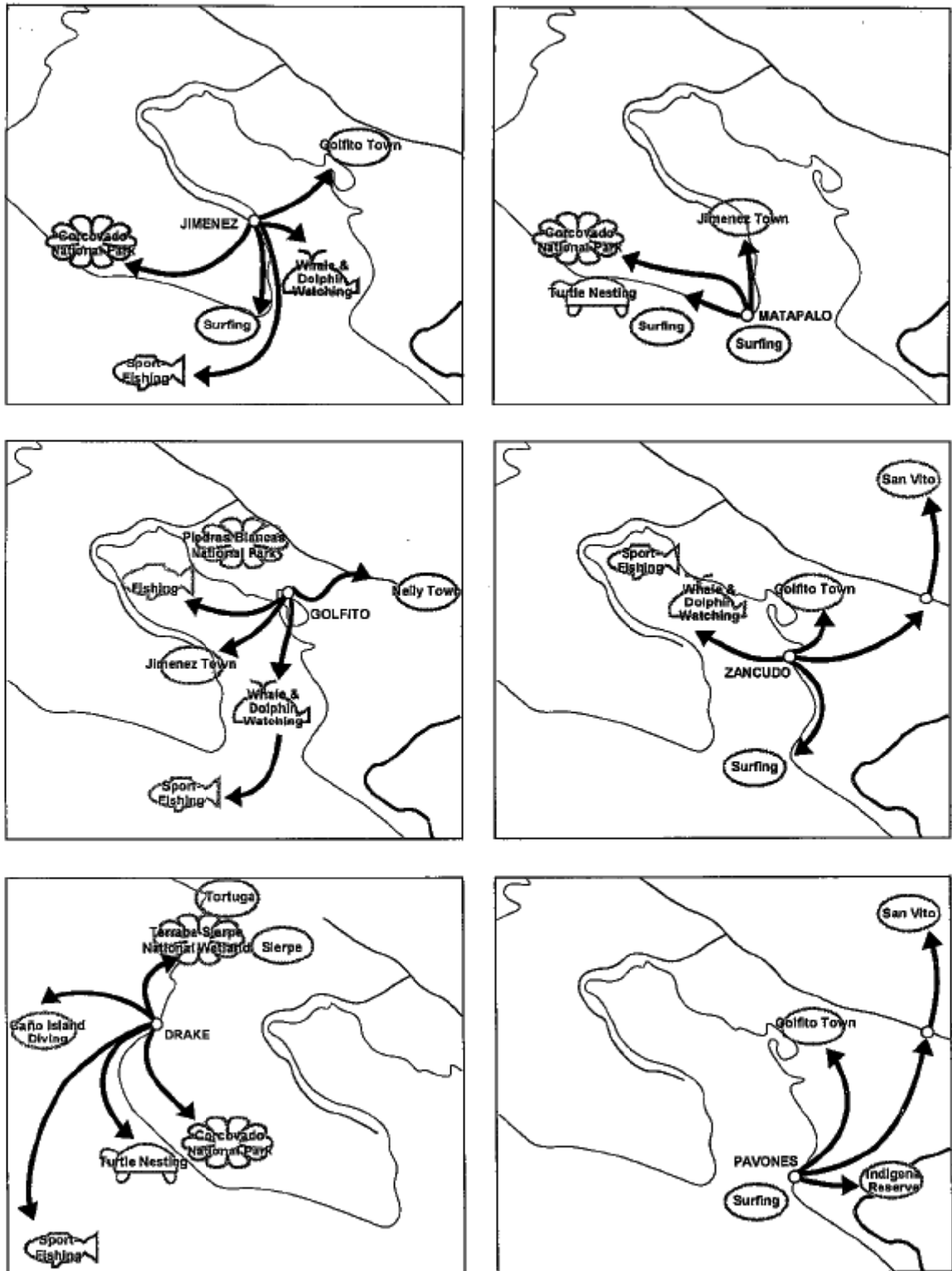
The JICA Study Team's Proposal

Figure 18.2 Spatial Structure of Tourism, Corcovado-Golfito



LEGEND		
Tourism Center		
	Primary Tourism Center	
	Secondary Tourism Center	
	Limited Tourism Development Area	
Tourism Service/Activities		
	Tourism Service Town	
	Urban/Rural Amenity	
	Historical/Cultural Tourism Spot	
	Inland Natural Tourism Spot	
	Mangrove Cruise Tourism Spot	
	Marine Natural Tourism Spot	
Tourism Transportation		
	Major Tourism Road	(to be improved by 2010)
	Future Major Tourism Road	(after 2010)
	New Ferry/River Bus Terminal	
	Marina/Marine Sports Center	
	Small Jetty for Marine Sports/Fisheries	
	Domestic Airport (Semi-International)	
	Domestic Airstrip	
Designated Conservation/Reservation Area		
	National Park by MINAE	
	Other Nature Protection Area by MINAE	
	Indígena Reserve	

Figure 18.3 Links between Tourism Centers and Tourism Products



18.5.2 Tourism Centers and Tourism Service Towns

The major components of the spatial structure of tourism in Corcovado-Golfito are Tourism Centers, which have tourist accommodation facilities, and Tourism Service Towns. Two kinds of Tourism Centers (Primary Tourism Centers and Secondary Tourism Centers) are planned to accommodate tourist demands in the region as shown in Figure 18.1 and Table 18.1. Table 18.1 shows the planned Tourism Centers, Tourism Service Towns and their functions.

Table 18.1 Tourism Centers, Tourism Service Towns and their Functions in Corcovado-Golfito (2010)

Tourism Centers/ Other Tourism Areas, and Tourism Service Towns	Names of Tourism Centers and Other Tourism Areas	Functions	Available Transportation Services
Primary Tourism Centers	- Golfito - Puerto Jiménez	- Major Accommodation Base - Travel Agent Services - Tourist Information Services - Urban Amenities (Restaurants, Bars and Cafes) - Gas Station - Banks - Supermarkets - Housing for Workers in the Tourism Sector - Hospitals - Tourist Attractions	- Airport with Local Scheduled Flights - Inter-City Bus Services - Local Taxi Services - Boats
Secondary Tourism Centers	- Sierpe Town - Drake - Zancudo - Pavones	- Major Accommodation Base (Not so large as Primary Tourism Centers) - Tourist Information Services - Urban Amenities (Restaurants, Bars and Cafes) - Gas Stations - Some Housing for Workers in the Tourism Sector - Clinics	- Inter-City Bus Services (Not applicable to Drake) - Local Taxi Services - Public Boat Services (Applicable to Drake) - Boats
Other Tourism Areas (Limited Tourism Development Areas)	See Table 23.3.	- Minor Accommodation Base	- Inter-City Bus Services - Boats
Major Urban Centers with Tourism Service Functions /Tourism Service Towns	- Parmar Town/ Puerto Cortés Town - Rfo Claro - Conte	- Tourist Information Services - Gas Stations - Banks - Supermarkets - Hospitals/clinics	- Inter-City Bus Services - Local Taxi Services

Source: JICA Study Team's Proposal

18.5.3 Tourism Products and Tourism Markets by Tourism Centers

Tourism products and markets are analyzed by Tourism Center. Table 18.2 and Table 18.3 show the tourism products and markets by Tourism Center in Corcovado-Golfito.

Table 18.2 Tourism Products and Markets by Tourism Center (1), Corcovado-Golfito

Canton	Osa Canton	Golfito Canton	Osa Canton
Disctict	Sierpe District (ocean side)	Puerto Jiménez District	Sierpe District (gulf side)
Tourism Center (TC)	Drake Secondary Tourism Center	Puerto Jiménez Primary Tourist Center	Sierpe Town Secondary Tourism Center
Tourism Functions	Major accommodation base Ocean Bay Nature Resort Tourism functioning Natural Park Visitors Base and Marine Tourism Base	Major accommodation base in Puerto Jimenez Town and in Plataranes Beach Tourist service center in town	Nature Tourism Gateway functioning water transportation terminal for Drake tourism sites and nature tourism base Tourist Center (information / travel services)
Major Tourism Products	Corcovado National Park tropical forest wildlife and marine nature sight-seeing Marine Tourism for diving and sports fishing in Caño Island	Forest-based nature tourism Marine-based nature tourism (both Golfo Dulce and Pacific Ocean) Watersports and experience Sportfishing	Terreba-Sierpe National Wetland mangrove wildlife sight-seeing tour Corcovado National Park
Accommodation Development	Very small-sized hotels and cabins in Agujitas (less than 10 rooms) Medium-sized hotels (20-60 rooms) in beach area near the airstrip Small size lodges (10-20 rooms) in southern part	Medium-sized hotels (30-80 rooms) on the coast Small-sized and medium-sized hotels and cabins in urban area (10-50 rooms)	Very small-sized cabins (less than 10 rooms) and small-sized hotels in urban area (10-20 rooms) Small-sized lodges (10-20 rooms) in sub-urban sites
Target Markets	International Upper-Market and some budget tourist Domestic SIT (Special Interest Tourist group) and FIT	International organized-tourists (middle-market and oriented to nature tourism) International FITs (middle-market) International SITs for (nature studies, birdwaching, sportfishing) International budget tourists (nature-oriented) Domestic tourists (up-market)	International SIT (Special Interest Tourist group) such as Naturalists, Scientists, Students Domestic vacationists
Road and Airport Access	Airport (Palmar Sur) Ferry from Sierpe(2.0hrs) Airstrip in Drake	Route 245 (72 km from highway No.2) Airport (Puerto Jimenez)	Inter-American Highway Airport (Palmar Sur) 27 km from Airport
Excursion	Diving Tour in Caño Island Biological Reserve Terreba-Sierpe National Wetland mangrove sight-seeing tour	Corcovado Natural Park's nature Trails and excursion Whale/dolphin watching tour	Agro-ecotour in Banana plantations

Source: JICA Study Team's Analysis and Proposal

Table 18.3 Tourism Products and Markets by Tourism Center (2), Corcovado-Golfito

Canton	Golfito Canton		
Disctict	Golfito District	Pavon District	
Tourism Center (TC)	Golfito Town, Primary TC	Zancudo Primary TC	Pavones Primary TC
Tourism Functions	Major accommodation base Marina & cruise base Regional Gateway Tourist service center	Major accommodation base Sportfishing base	Major accommodation base Surfing base
Major Tourism Products	Urban amenities (restaurants and shopping) Former banana plantation town Marine-based nature tourism (Golf Dulce and Pacific Ocean) Forest-based nature tourism (Piedras Blancas)	Beach holiday Sportfishing	Surfing and other watersports Beach holidays Forest-based nature tourism Marine-based nature tourism Cultural tourism based on Conte Burica Indigena reserve
Accommodation Development	Medium & small-sized urban hotels (20-60 rooms) Small-sized hotels (10-20 rooms)	Medium-sized hotels (20-60 rooms) Small-sized hotels and lodges in beach area (10-20) rooms Beach camping sites	Medium-sized hotels (20-60 rooms) Small-sized lodges (10-20 rooms) Nature camping sites
Target Markets	International FITs (budget tourists, middle-market tourists) Domestic vacationers / Business travelers	International SITs (sportfishing) International middle-market tourists (organized tours) Domestic vacationers	FITs (nature -oriented SITs, surfer, back-packers) Domestic tourists
Road and Airport Access	Route 14 (259 km-San Jose) Airport (Golfito town) Seaport (Cruise ship) / Ferry to Osa & Zancudo	Route 14/238 (57 km from Highway No.2) Airport (Coto47) R-608 41km (Airport)	Route 238 (48 km from Highway No.2) Airport (Coto 47) R-608 / 38 km (Airport)
Excursion	Golfito National Wildlife Refuge trekking Whale/dolphin watching tour	Mangrove tour Whale&dolphin watching Turtle-nesting trips Indigena Reserve trekking	Indigena Reserve trekking Turtle-nesting trips

Source: JICA Study Team' Analysis and Proposal

18.5.4 Accommodation Development

There are a limited variety of tourist facilities for accommodation in Corcovado-Golfito. The number of medium-sized hotels is especially limited. Small cabins have dominated the accommodation facilities in Corcovado-Golfito. Moreover, the standard of service provided by the majority of cabins is too low to attract more international tourists to this region.

Table 18.4 Categories of Accommodation Facilities

Size	Number of Rooms	Type of Management
Very Small	~ 9	Mostly Owned, Managed and Worked by Family Members
Small	10 ~ 19	Mostly Owned, Managed and Worked by Family Members with Employed Staffs
Medium (Low)	20 ~ 49	Mostly Owned and Managed by Family, but Worked by Employed Staffs
Medium (High)	50 ~ 99	Owned by Corporations, and Managed by Professional Staffs, and Worked by Employed Staffs
Large	100 ~	Mostly Managed by International Hotel Chains

Source: The JICA Study Team's Analysis

In order to improve the accommodation facilities in Corcovado-Golfito, medium-sized hotels should be attracted as shown in Table 18.6. It is also considered that public recreational areas with simple accommodation facilities, such as camping sites, should be provided for domestic tourist needs.

Accommodation development and up-grading program for South Guanacaste Tourism Corridor are shown in Table 18.7. Renovation and reconstruction of classified unsuitable accommodation for tourists (910 rooms of 57% of total room stock at the present) should be top priority for short term to induce international tourist, especially in Golfito, Jimenez, and Palmar towns. 450 new additional rooms should be strategically distributed to Jimenez and Drake to lead and create a image of international tourist destinations in the region.

Table 18.5 Existing Accommodation Types in Corcovado-Golfito

Accommodation Type	Urban Hotel/Cabin	Resort Hotel	Resort Cabin	Classification of Accommodation *(unit: facilities)							No. of rooms per accommodation facilities	
				A	B	C	D	E	Total	share		
Size	Large			0	0	0	0	0	0	0	(0 %)	Over 100
	Medium (H)			0	1 (100 %)	0	0	0	1	1	(100 %)	50 – 99
	Medium (L)			0 (0%)	2 (22%)	2 (22%)	2 (22%)	3 (34%)	9	9	(100 %)	20 – 49
	Small			1 (3%)	5 (15%)	6 (18%)	4 (12%)	17 (52%)	33	33	(100 %)	10 – 19
	Very Small			0 (0%)	2 (3%)	12 (15%)	18 (23%)	46 (59%)	78	78	(100 %)	Under 9
Total				1 (1 %)	10 (8 %)	20 (17 %)	24 (20 %)	66 (55 %)	121*	121	(100 %)	

Legend: : Major accommodation facilities. : Accommodation facilities exist. : No facilities exist.

Source: JICA Study Team's Survey Result (only accommodation facilities classification possible to be investigated)

: Classification is based on ITC standards.

Accommodation Type	Urban Hotel/Cabin	Resort Hotel	Resort Cabin	Classification of Accommodation *(unit: rooms)							No. of rooms per accommodation facilities	
				A	B	C	D	E	Total	share		
Size	Large			0	0	0	0	0	0	0	(0 %)	Over 100
	Medium (H)			0	72 (100 %)	0	0	0	72	72	(6 %)	50 – 99
	Medium (L)			0 (0%)	49 (23%)	47 (22%)	44 (21%)	73 (34%)	213	213	(19 %)	20 – 49
	Small			10 (2%)	64 (15%)	81 (19%)	54 (13%)	221 (51%)	430	430	(100 %)	10 – 19
	Very Small			0 (0%)	9 (2%)	66 (15%)	93 (22%)	260 (61%)	428	428	(100 %)	Under 9
Total				10 (1 %)	194 (17 %)	194 (17 %)	191 (17%)	554 (48 %)	1,143*	1,143	(100 %)	

Legend: : Major accommodation facilities. : Accommodation facilities exist. : No facilities exist.

Source: JICA Study Team's Survey Result (only accommodation facilities classification possible to be investigated)

: Classification is based on ITC standards.

Table 18.6 Development priority for Accommodation Facilities in Corcovado-Golfito

Accommodation Type		Urban Hotel	Resort Hotel	Resort Cabin	Mountain Lodge	Camping Sites	Reference No. of rooms per accommodation facilities
Size	Large						Over 100
	Medium (H)						50 – 99
	Medium (L)						20 – 49
	Small						10 – 19
	Very Small						Under 9
Target Market	International						
	Domestic						

Legend: First priority, Secondary Priority, Tertiary Priority, Low priority or not suitable

Source: The JICA Study Team's Analysis

Table 18.7 Accommodation Development and Upgrading Program for Corcovado/Golfito

Area	Canton	District	Area	Existing Room Stock			Short Term: 2005			Mid Term: 2010					
				Suitable (Class A to D)	unsuitable (Class E)	total	Tourist Accommodation		Total	Tourist Accommodation		Total			
							Add. New	Renovate or reconst.		remained or closed unsuitable	Add. New		Renovate or reconst.	remained or closed unsuitable	
Osa	Puerto Cortes	Turtuga	30	30	60	20	10	60	20	80	30	10	100	10	110
		Puerto Cortes Town	0	30	30	10	10	20	20	40	30	10	60	10	70
		Sub-total	30	60	90	30	20	80	40	120	60	20	160	20	180
	Palmar	0	130	130	10	60	70	140	40	150	30	180	30	180	
	Sierpe	10	50	60	20	30	60	20	80	160	20	140	20	140	
Total	Drake Secondary T.C.	90	50	140	80	30	200	20	220	130	20	350	20	370	
	Rincon	0	30	30	10	20	20	40	30	10	60	10	70		
	Sub-total	100	130	230	110	70	280	60	340	240	10	530	50	580	
Golfito	Puerto Jimenez	Carate	20	10	30	10	10	40	0	40	20	60	0	60	
		Matapalo and surrounding	20	20	40	20	10	50	10	60	50	100	10	110	
		Pl. Jimenez Primary T.C.	60	80	140	100	60	220	20	240	200	420	20	440	
	Playa Blanca/Lapalma	0	20	20	10	10	20	10	30	30	60	10	70		
	3 Gates for Corcovad N.P.	0	10	10	50	10	60	0	60	60	120	0	120		
	Sub-total	100	140	240	190	100	390	40	430	370	0	760	40	800	
	Golfito Town Primary	330	370	700	40	220	590	150	740	140	800	80	880		
	Coast of Piedras	25	5	30	10	35	40	5	40	65	100	5	105		
	Sub-total	355	375	730	50	220	625	155	780	205	70	900	85	985	
	Pavon	75	45	120	30	30	135	15	150	65	200	15	215		
Total	Pavones Secondary T.C.	30	30	60	30	10	70	20	90	120	10	200	10	210	
	Sub-total	105	75	180	60	40	205	35	240	185	10	400	25	425	
	Total	560	590	1,150	300	360	1,220	230	1,450	760	80	2,060	150	2,210	
Total		690	910	1,600	450	510	1,650	400	2,050	1,100	150	2,900	250	3,150	

18.5.5 Transportation Improvement

(1) Improvement of Multi-Mode Transportation Network

Corcovado-Golfito needs to expand its transportation capacity, diversify its modes of transport, and increase the comfort and enjoyment offered by the trips to the region in order to attract more international and domestic tourists.

The roads and local airports, which are the major components of the present transportation network, but also transportation services to connect with different transport modes should be improved as follows:

- Improvement of road signs and information,
- Improvement of regional access roads to Primary and Secondary Tourism Centers by the provision of pavements and stopover facilities (rest places and view points),
- Improvement of local gateway airport facilities and expansion of flight capacity and services,
- Improvement of water transportation base and services between Golfito Port and Puerto Jimenez Primary Tourism Centers, and between Sierpe Town and Drake Secondary Tourism Centers,
- Improvement of transfer modes (access roads and public transportation services to transportation terminals).

(2) Establishment of Tourism Circuits for Corcovado-Golfito

The establishment of various tourism circuits could extend the length of stay of tourists and promote the diversification of tourism products.

The region has various Tourism Centers and areas that can be visited from one base. In order to exploit these potentials, the following measures should be implemented:

- Formulation of "tourism circuits" with improvement of transportation and access,
- Connection to gateways, tourist towns, and tourist spots,
- Development of roadside amenities (observation points, rest places, shopping points), and
- Utilization of potential natural and cultural resources currently underutilized due to poor access

The tourism circuits preferred by visitors are summarized in Table 18.8 on the basis of travel patterns and market segments.

Table 18.8 Preferred Types of Spatial Movement by Market Segment in Corcovado-Golfito

Length of stay	Travel activities	International Market Source			Domestic market
		Short-haul	Middle-haul	Long-haul	
Single destination (2-7 days)	One tourist base only				
Short excursion (5-9 days)	Inter-local area				—
Tours (1-2 weeks)	Inter-regional				—
Legend: = dominant = middle position = few market		— = very rare	□ Neighboring countries (Central America)	□ USA and Canada □ South America	□ Europe □ East Asia & Pacific □ Costa Rican □ Foreign Resident

Source: JICA Study Team's analysis

18.6 IMPROVEMENT OF THE ENVIRONMENT AND AMENITIES IN TOURISM CENTERS AND TOURISM SITES

(1) Enhancement of Amenities of Tourism Centers

Local chambers of tourism and municipal governments should play key roles in improving amenities for tourism. The development of the following public space and facilities for tourists and tourism micro-enterprises are essential:

- Public space/plaza with public showers, toilet facilities and litterbins
- Public space for food and souvenir stalls
- Beachside parks surrounded by lots for restaurants, souvenir shops and cafes
- Tourist information centers
- Public parking lots
- Beachfront camping sites (behind 50m from the coast line)

Means of financing these improvements include fund-raising from private businesses and communities.

(2) Improvement of the Environment of Tourism Centers and Tourism Sites

One of the most important means of sustaining the Tourism Centers and tourism sites is to promote awareness amongst local business sectors and citizens of the environment and scenic value of their Tourism Centers and tourism sites. The local committee for the Ecological Blue Flag Program could implement such awareness campaigns, as well as routine activities to maintain Ecological Blue Flag certification for beaches.

Another important concern for these Tourism Centers and tourism sites is the safety and security of tourists and citizens. Safety measures for beaches can be organized by local organizations, such as local branches of the Red Cross. ICT is supposed to implement some security measures by establishing tourism police in Tourism Centers.

18.7 NUMERICAL FRAMEWORK OF TOURIST ACCOMMODATION FACILITIES

18.7.1 Distribution of Regional Accommodation

(1) Regional Accommodation Targets

In Chapter 3, the target numbers of hotel rooms by tourism planning unit are established from a consideration at the national level. The conditions of the tourism development framework for Corcovado-Golfito are summarized as shown in Table 18.9.

Table 18.9 Regional Accommodation Targets for Corcovado-Golfito

Target year	2010
Target number of tourist nights	2.0 million tourist nights
Target number of rooms	4,000 rooms

Source: JICA Study Team's Framework

(2) Distribution policies of development framework

Taking account of the regional characters and tourism potential, such as natural tourism resources, accessibility, physical conditions for tourism facility development and potential accommodation in view of infrastructure support, the framework for accommodation distribution is set strategically in order to achieve sustainable tourism development. The key policies for establishing the framework are as follows:

- To allocate a certain volume of accommodation in order to establish and reinforce the spatial structure of tourism proposed in earlier sections for Corcovado-Golfito;
 - Priority distribution to Primary and Secondary Tourism Centers which have high potential for nature tourism development in combination with coastal and marine recreation potentials.
 - Consolidation of tourism service functions in urban centers, such as Palmar town (Palmar Norte and Palmar Sur), Puerto Cortés town and Río Claro Town, and in Conte Tourism Service Town.
- To distribute the regional target volume by means of careful planning and adequate scaling of facilities to ensure sustainable environmental use in focused development patterns in the coastal areas.

- To consider the existing volumes of tourism accommodation facilities and development trends in the region.
- To improve the existing stock of accommodation facilities to accommodate more tourists with better standards and services (in Golfito town in particular it is necessary to transform the existing accommodation facilities into more nature tourism-oriented ones, after closure of the duty-free shops).

18.7.2 Framework for Development of Target Accommodation

By 2010, around 1,500 additional rooms will have to be developed in Corcovado-Golfito. 27% of the total rooms in Corcovado-Golfito are allocated to the inland area of the region. The highland area is also likely to be affected by the coastal tourism development. Table 18.10 shows the distribution of hotel rooms by canton. Table 18.11 shows the distribution of hotel rooms by Tourism Center/other tourism area.

Table 18.10 Target Numbers of Hotel Rooms by Canton in Corcovado-Golfito

Location	Name of Canton	1999		2000		2010		Increase Ratio
		rooms	%	rooms	%	rooms	%	
Coastal Area	1. Golfito	824	42.8	1,150	46.9	2,060	51.5	1.79
	2. Osa	266	13.8	450	18.4	840	21.0	1.87
	Sub-total	1,090	56.6	1,600	65.3	2,900	72.5	1.81
High land Area	3. Buenos Aires	37	1.9	40	1.6	50	1.3	1.25
	4. Coto Brus	124	6.4	130	5.3	160	4.0	1.23
	5. Cerredores	675	35.0	680	27.8	890	22.3	1.31
	Sub-total	836	43.4	850	34.7	1,100	27.5	1.29
Total		1,926	100.0	2,450	100.0	4,000	100.0	1.63

Note: The figures in 1999 are based on ICT's tax revenue data.

On the other hand, the figures in 2000 are based on the inventory survey data by the JICA study.

Source: JICA Study Team's Estimate and Framework

Table 18.11 Target Numbers of Hotel Rooms by Tourism Area in Corcovado-Golfito

Canton	District	Tourism Centers/Other Tourism Areas and Tourism Service Towns	1999		2000		2010		2000-2010 Increase rooms
			rooms	%	rooms	%	rooms	%	
Golfito	Golfito	1. Golfito Town P.T.C.	541	49.6	700	43.8	800	27.6	100
		2. Piedras Blancas	25	2.3	30	1.9	100	3.4	70
		Sub-total	566	51.9	730	45.7	900	31.0	170
	Puerto Jimenez	1. Cañaza -Playa Blanca	11	1.0	20	1.3	60	2.1	40
		2. Puerto Jiménez P.T.C.	108	9.9	140	8.8	400	13.8	260
		3. Sombrero-Cienaga	6	0.6	10	0.6	20	0.7	10
		4. Matapalo	23	2.1	30	1.9	100	3.4	70
		5. Carate	20	1.8	30	1.9	60	2.1	30
		6. Corcovado (Dos Brazos)	0	0.0	5	0.3	40	1.4	40
		7. Corcovado (Los Patos)	0	0.0	0	0.0	40	1.4	40
		8. Corcovado (Rancho Quemado)	0	0.0	5	0.3	40	1.4	40
	Sub-total	168	15.4	240	15.1	760	26.3	520	
	Pavón	1. Zancudo S.T.C.	69	6.3	120	7.5	200	6.9	80
		2. Pavones S.T.C.	21	1.9	60	3.8	200	6.9	140
		Sub-total	90	8.2	180	11.3	400	13.8	220
Total			824	75.5	1,150	72.1	2,060	71.1	910
Osa	Puerto Cortes	1. Tortuga	33	3.0	60	3.8	100	3.4	40
		2. Puerto Cortés Town	29	2.7	30	1.9	60	2.1	30
		Sub-total	62	5.7	90	5.7	160	5.5	70
	Palmar	Palmar Town	125	11.5	130	8.1	150	5.2	20
	Sierpe	1. Sierpe Town S.T.C.	32	2.9	60	3.8	120	4.1	60
		2. Drake S.T.C.	41	3.8	140	8.8	350	12.1	210
		3. Rincón	6	0.6	30	1.9	60	2.1	30
Sub-total	79	7.3	230	14.5	530	18.3	300		
Total			266	24.5	450	28.3	840	29.0	390
Grand Total			1,090	100.0	1,600	100.0	2,900	100.0	1,300

Note: 1) The figures in 1999 are based on ICT's tax revenue data.

2) On the other hand, the figures in 2000 are based on the inventory survey data by the JICA study.

3) P.T.C.= Primary Tourism Center, S.T.C.= Secondary Tourism Center

Source: JICA Study Team's Estimate and Framework

CHAPTER 19

CORCOVADO-GOLFITO: FRAMEWORK FOR LOCAL SOCIO-ECONOMIC DEVELOPMENT

19.1 KEY ISSUES:

- (1) Due to the poor economic returns on several local industries in the past, many employees have moved to other areas. Many of the people who decided to stay in the area became unemployed. In the near future, unemployment may increase because of the closing of the Open Free Market in Golfito. In addition, people who were able to get jobs could only find seasonal employment, which do not provide a sustainable livelihood.
- (2) Many local people have a limited knowledge of English, are unskilled and have not completed their primary and secondary education. This is a problem for them if they want to get a job in the new tourism industry. They will only be able to apply for limited low-level INA training courses, because one of the minimum requirements is 9th grade. In the remote areas, educational provisions are poor. For instance, there may be poorly trained teachers.
- (3) Nowadays, it is not possible for local enterprises to participate in the tourism sector because the price of good land was inflated by speculation on the part of foreigners or people from San José. As a result, they cannot get appropriate land for their own tourism business such as the construction of a hotel. Local enterprises and people do not have adequate guaranties to offer the banks to obtain micro credit. It is also difficult to get credit due to the high rates of interest. Even government's normal credit rates are above 21% .
- (4) Several factors have created a gap between rural villages and towns. In the rainy season, the existing rural roads are not good enough for vehicles, only for walking, and bridges are damaged, so some villages become isolated. In the remote areas, the trails become very muddy and even walking becomes very difficult and dangerous. In some areas where there is no electricity, rich hotels and villagers have their own power system like diesel generators or solar photovoltaic systems for lighting and other needs. Therefore, it is possible to find many cabinas and farmers dependent on kerosene lanterns. In the remote villages, such as mountains and mangrove forests,

there is no bus or boat service for the rural people. The lack of transportation means that even if a school has been built, a teacher may not be assigned.

- (5) Social problems such as drugs and prostitution have appeared in major tourist areas.
- (6) Due to the economic situation, the number of squatters has increased. They have built temporary houses in the 200m zone (MTZ) or surrounding the hotels. Fights between local people and foreign landowners sometimes occur and fatal attacks are not uncommon.
- (7) In these areas there are vicious cycles. One example is unemployment, which leads to migration, loss of power, lack of support from the Government, lack of development projects, lack of local enterprises, unemployment, etc.

19.2 OBJECTIVES:

- (1) To give local people as much employment as possible in the tourism sector.
- (2) To carry out tourism development by local initiatives utilizing the local nature and culture.
- (3) To secure the life of the local people in tourist areas by dealing with the social problems related to tourism.
- (4) To empower the local people to take initiatives and actions toward in the above areas

19.3 BASIC STRATEGIES:

< To give local people as much employment as possible in the tourism sector. >

- (1) To appeal to the investors, from the beginning of hotel projects, to promote local employment and start the training of local people before the opening of hotels.
- (2) To train local people, considering the characteristics of different areas, through courses such as specific skills, English and customer services for tourists, in order to enable them to find jobs as eco-guides, water sports instructors and sport-fishing captains.
- (3) To foster tourism education in primary school as well as high school in the long term .

< To carry out tourism development by local initiatives utilizing the local nature and culture. >

- (4) To develop attractive beaches that offer major opportunities for business development for local enterprises. The Government should provide the basic facilities (skeleton) for

renting restaurants, small stores, game machines for children, etc. which will create suitable conditions to start the business for micro enterprises. For this plan, the Government should initially make the regulatory plan and then reserve the land in the MTZ. It should also provide a plaza for attractions and performances, walking-trails on the beach adorned with flowers, and basic infrastructure such as access roads and sewage systems.

- (5) To reserve land to develop cabins, lodges or cabins villages through local initiatives. Initially the Government should make or review the regulatory plan and then reserve the land in the MTZ. It should also give concessions to the local community or private enterprises as an incentive to develop cabins, lodges or cabins villages.
- (6) To set up a system of credit for tourism development that gives priority to the local community or micro-enterprises. This credit system could lower the interest rates and be generous with the guarantees required.
- (7) To construct an Indigena Museum, which should show the history, culture and lifestyle of the indigena people to promote local tourism; and to construct an indigena visitor centers at the gates of the villages. These centers will provide a space to introduce culture, souvenir shops and workshops for the local people.
- (8) To provide the infrastructure for tourism development with local initiatives.
 - To provide electrification for Drake area
 - To improve access and transportation for Sierpe and Drake areas.
 - To improve the access footpath to the indigenous villages, and provide water supply for these villages.
 - To improve the bridges of rural roads.

<To secure the livelihood of the local people in tourist areas by dealing with the social problems related to tourism>

- (9) To employ Tourism Police to stop and prevent drugs and prostitution from prevailing. The Tourism Police should work with the local people.
- (10) To secure land for housing to local people who have settled in the MTZ.

<To empower the local people to take initiatives and actions toward in the above areas>

- (11) To establish a Local Association for Sustainable Tourism Development in tourism centers to promote tourism and local development through local initiatives and empowerment of the local communities.

19.4 NECESSARY ACTIONS AND MEASURES

The necessary actions and measures are described in Tables 19.1(1) through 19.1(4) in relation to the key strategies formulated above.

Table 19.1 (1) Necessary Actions and Measures for Local Socio-Economic Development

STRATEGIES	CONCERNED ORGANIZATIONS	NECESSARY ACTIONS AND MEASURES
<p>① To appeal to the investors, from the beginning of hotel projects, to promote local employment and start the training of local people before the opening of the hotel.</p> <p>It is recommended that this local employment promotion should be a part of the general condition required for tourism investment in both MTZs and their hinterlands.</p>	<p>ICT, INA, Hotel developers, ALDETUS¹</p>	<ol style="list-style-type: none"> 1) INA and ICT should work together to compile reference data for training and following-up programs for the tourism sector and also clarify the difference in benefit between hiring local employees and people from other areas. ICT and INA should persuade the new hotel project investors to employ local people using that information. 2) ICT should add the level of local employment to the criteria for the judging hotel classification in Costa Rica. 3) ICT should carry out <i>tour programs</i> for new hotel project investors to visit successful middle and high-class hotel projects in which owners have employed many local people. 4) The Tourism Chamber should cooperate with the ALDETUS to collect information on employment in the tourism sector to give to the people for the recruitment of local people. 5) ICT and INA should request the authorities concerned to increase the budget to implement new training programs for the tourism sector.
<p>② To train local people, considering the characteristics of the different areas, through courses such as specific technology, English and customer services for tourists, to enable them to find jobs such as water sports instructors and sport fishing captains.</p>	<p>ICT, INA, Hotel</p>	<ol style="list-style-type: none"> 1) ICT and INA should prepare training programs for the priority activities and attractions in each tourism area. INA should carry out the training according to these programs. 2) Afterwards, the number of skill-workers should increase and ICT should establish a license system for professional specialists such as guides, etc.

¹ ALDETUS: Local Association for Sustainable Tourism Development

Table 19.1 (2) Necessary Actions and Measures for Local Socio-Economic Development

STRATEGIES	CONCERNED ORGANIZATIONS	NECESSARY ACTIONS AND MEASURES
<p>③ To foster tourism education in primary school as well as high school in the long term.</p>	<p>ICT, MEP, Hotel</p>	<p>1) ICT and MEP should work together on the following tasks:</p> <ul style="list-style-type: none"> • To create a program for primary and high school students to visit and acquire practical experience in national parks and hotel facilities. • To develop a curriculum (English, cooking, ecology, camping, etc.) for high school students in focused development areas expected to join the tourism employment sector. • To establish a tourism <i>subject on the curriculum</i> in high schools in selected focused development areas after spreading tourism education in these areas.
<p>④ To develop attractive beaches that offer major opportunities for business development for the local enterprises. The Government should provide the basic facilities (skeleton) for renting restaurants, small stores, game machines for children, etc., which should create suitable conditions to start the business for micro enterprises. For this plan, the Government should initially make the regulatory plan and then reserve the land in the MTZ. It should also provide a plaza for attractions and performances, walking-trails on the beach adorned with flowers and basic infrastructure such as access roads and sewage systems.</p>	<p>ICT, Municipality, JUDESUR³, CABEI⁴, Private Companies</p>	<p>1) ICT and the Municipality should make the regulatory plans to reserve the lands. 2) ICT and other institutions should cooperate with the Municipality to make a development plan using funds from JUDESUR or CABEI, for example, to build the public facilities and infrastructure according to this plan. After its completion, the Municipality should give concessions to the community or private companies to rent the spaces for restaurants, stores, etc.</p>
<p>⑤ To reserve land to develop cabinas, lodges or cabinas villages through local initiatives. Initially, the Government should make or review the regulatory plan and then reserve the land in the MTZ; it should also give concessions to the local community or private enterprises as an incentive to develop cabinas, lodges or cabinas villages.</p>	<p>ICT, INA, Municipalities</p>	<p>1) ICT and the Municipality should make or review the regulatory plans for reservation of land. The Municipality should give concessions to the local community or private companies. 2) ICT and INA should give support to the local community or private companies for the development and management of cabinas in aspects such as preparation of the development plan, employment and training required for the people, tourism public relations (PR) and promotion, etc. They could also give information on advantageous credit schemes. 3) The plan should include the development of individual cabinas as well as cabinas villages small bungalow type with kitchen (for example, to combine with development in ④).</p>

³ JUDESUR: Junta de Desarrollo Regional de la Zona Sur de la Provincia de Puntarenas (Puntarenas' Province Southern Zone Regional Development Board)

⁴ CABEI: Central American Bank for Economic Integration

Table 19.1 (3) Necessary Actions and Measures for Local Socio-Economic Development

STRATEGIES	CONCERNED ORGANIZATIONS	NECESSARY ACTIONS AND MEASURES
<p>⑥ To set up a system of credit for tourism development that gives priority to the local community or micro enterprises. This credit system could lower the interest and be generous with the guarantees required.</p>	<p>ICT, Development Bank</p>	<p>1) ICT should consult development banks to make the "new low-interest credit scheme for micro tourism enterprises" with interest lower than in the present schemes, for instance to give credit to associations or small groups in small amounts.</p>
<p>⑦ To construct an Indigenous Museum, which should show the history, culture and lifestyle of the indigenous people to promote local tourism; and to construct the <i>indigenous visitor centers</i> at the gates of the villages. These centers will provide a space to introduce culture, souvenir shops and workshops for the local people.</p>	<p>ICT, Municipality, National Museum, Private Companies, CONAI, IMAS, ALDETUS Indigenous Development Association, INA</p>	<p>1) The Municipality and the National Museum should collect the existing information on the archeological sites including the proposed land (Sitio Grijalba) located in Puerto Cortés and add it to any previous research for preservation of these sites. 2) The Municipality should manage the archeological sites to keep the materials found in them. 3) ICT and other institutions should cooperate with the Municipality to make a development plan using funds from JUDESUR, for example, to build an Indigenous Museum and infrastructure according to this plan. The Municipality should manage the facilities and ICT should be in charge of tourism promotion. 4) ICT should cooperate with the Municipality to make or review the regulatory plans to reserve land for the <i>indigenous visitors centers</i> in Río Claro. 5) ALDETUS and INA should encourage Indigenous people to visit BORUCA so they can share the experience on how to produce and promote their products successfully. 6) INA should study the handicrafts made by indigenous women and give them training in selling these products. 7) Private companies should make promotion and marketing plans for these indigenous products.</p>
<p>⑧ To provide the infrastructure for tourism development with local initiatives.</p> <ul style="list-style-type: none"> • To provide electrification for Drake area. • To improve access and transportation for Sierpe and Drake areas. • To improve the access footpath to the indigenous villages and provide water supply for these. • To improve the bridges of rural roads. 	<p>ICT, ICE, Communal Development Association, Municipality, Indigenous Development Association</p>	<p>1) ICT should consult with the concerned institutions (ICE, MOPT, AyA) to prepare and carry out an infrastructure plan for rural and tourism development according to the future needs and potential for development.</p>

Table 19.1 (4) Necessary Actions and Measures for Local Socio-Economic Development

STRATEGIES	CONCERNED ORGANIZATIONS	NECESSARY ACTIONS AND MEASURES
<p>⑨ To employ Tourism Police to stop and prevent the spread of drugs and prostitution. The Tourism Police should work and communicate with the local people.</p>	<p>ICT, Municipality, Police</p>	<p>1) ICT should dispatch the tourism police in focused development areas. 2) The Tourism Police's work should be locally oriented and implement a safety and emergency network with the community.</p>
<p>⑩ To secure land for housing to local people who have settled in the MTZ.</p>	<p>ICT, INVU, Municipalities</p>	<p>1) ICT, INVU and Municipalities should establish areas for local community purposes in both general land use plans and regulatory plans for the purpose of securing existing houses and facilities and of accommodating relocation of local people's houses and public facilities.</p>
<p>⑪ To establish a "Local Association for Sustainable Tourism Development" (ALDETUS) in focused development areas to carry out the tourism and local development through local initiatives.</p>	<p>ICT, Municipality, ALDETUS, etc.</p>	<p>1) ICT should support the local tourism, environmental organizations and the community to establish the "Local Association for Sustainable Tourism Development" through stakeholder meetings in each area. 2) ICT should continually support ALDETUS by providing technical cooperation and supplying information. 3) ICT should persuade other institutions to give assistance to the ALDETUS.</p>

Chapter 20

CORCOVADO-GOLFITO: FRAMEWORK FOR NATURAL RESOURCES MANAGEMENT

20.1 INTRODUCTION – MAIN ATTRACTIONS AND THREATS

20.1.1 Terrestrial Environment

The large areas of lowland tropical forest of the Osa Peninsula form an extremely valuable international conservation and tourist resource. The potential for bio-prospecting for chemicals (e.g. with medicinal properties) is great. The forest performs a range of environmental services such as CO₂ absorption, erosion prevention, protection of coastal marine resources, watersheds and water supply. The unique and rich biological resources of the area are such that the whole of the Osa Peninsula could easily qualify as a Biosphere Reserve and World Heritage Site. Designation would facilitate acquisition of international funding to improve management and would enhance the value of a tourism area.

The current logging activities in the Golfo Dulce Forest Reserve are leading to severe fragmentation of the ecosystems around Corcovado National Park. Logging and conversion of forest to pasture/agriculture and mining have already led to degradation of the marine ecosystem and damage to a tourism resource (e.g. coral death in Golfo Dulce near Rio Tigre and most inner parts of the Gulf). Management plans approved by MINAE in Golfo Dulce Forest Reserve between 1997 and 1999 have shown to overlap and monitoring of compliance is inadequate, such that over-extraction, logging of steep slopes and severe soil erosion continue to occur. These practices are unsustainable and incompatible with conservation and nature-tourism.

20.1.2 Marine and Coastal Environment

The inshore waters of the Corcovado-Golfito coast (to approx. 20 km and including Caño Island) constitute a particularly rich marine environment, while the deep and enclosed basin of Golfo Dulce has unique features of general and scientific interest. The coastline is diverse and has great scenic value. The Terraba-Sierpe wetlands, a Ramsar Site and therefore of international significance, border the coast and are the largest area of mangroves in Costa

Rica. Thus a healthy marine environment, and adjoining wetlands, are a significant tourist resource in their own right. This, when taken in combination with the rich terrestrial ecosystems of the peninsula, means that the natural resources of the Study Area are the main foundation for tourism with a strong nature and soft-adventure focus. These resources have been damaged and continue to be threatened by a range of human developments and activities on land and at sea; action needs to be taken concerning those activities with negative impacts if the 'foundation' for tourism in this region is to be protected.

20.2 KEY ISSUES

- 1) Widespread, independent and uncoordinated exploitation and management activities, (logging, afforestation, road building, tourism etc) without an overall strategy for the conservation and development of the Osa Peninsula, leading to large-scale damage to / destruction of biological resources.
- 2) In particular continued logging is resulting in serious environmental degradation (fragmentation of forests, loss of biodiversity, erosion) and this threatens the main resource on which tourism in Corcovado-Golfito is based.
- 3) Lack of a clear vision (strategic and spatial) for the overall development of sustainable tourism in the region and therefore of the natural resource management required to support that development.
- 4) Partly as a consequence of 3) no plans exist to guide the development and management of tourism and conservation, in an integrated manner, in important locations such as Drake's Bay.
- 5) Construction of roads, with minimal or no prior engineering, environmental and economic (cost-benefit) studies, and to inadequate standards. This results in erosion, sedimentation and, where roads lead to previously inaccessible areas, uncontrolled access to natural resources (terrestrial and marine) and unplanned development. The road from Rincon to Drakes Bay is a critical example.
- 6) Inadequate development and management of conservation areas in relation to tourism, in part attributable to lack of investment (despite these areas generating revenue for Costa Rica, directly and indirectly).
- 7) Hunting, inside and outside protected areas, leading to depletion of wildlife that is of tourism value.

- 8) Impacts of tourists and tourism development on the environment e.g. damage to forest trails in and near the National Park as a result of intensive use; the possibility of uncontrolled diving activity damaging the very few areas in the marine zone of Corcovado National Park that have small coral communities.
- 9) Pollution of Golfo Dulce and other marine areas with sediment, agro-chemicals and domestic wastewater has already destroyed coral and constitutes a significant threat to tourism.
- 10) Illegal and destructive exploitation of fish and other marine resources e.g. trawling for shrimps/prawns close inshore leading to death of turtles, damage to the benthos and increased sediment loads; uncontrolled inshore sport-fishing and incursions by fishermen into the marine zone of Corcovado National Park.
- 11) Inadequate recognition and protection of wetlands, including the nationally-designated Terraba-Sierpe system which is also a Ramsar Site, with illegal and destructive exploitation of fish and other wetland resources e.g. netting of fish in mangrove ecosystems, uncontrolled mangrove sport-fishing.
- 12) Pollution, fishing and uncontrolled tourism (boating activities) pose a threat to dolphins and whales, and the potential for the development of a sustainable and ethical dolphin and whale-watching business.
- 13) The extraction from river systems, especially Rio Claro, Rio Coto, Rio Terraba and Rio Sierpe, of raw materials (sand and gravel) for construction purposes and other encroachment into riverine/estuarine habitats for aquaculture and agricultural purposes, has affected coastal processes. This may have contributed to the erosion of an important beach (Playa Tortuga, adjoining the Boca Coronado and opposite Punta Mala) and increased inshore sediment loads.
- 14) Where legislation, regulations and plans do exist to protect natural resources and promote sound environmental management, monitoring and enforcement are weak or non-existent.

20.3 OBJECTIVES

- 1) **Terrestrial Environment.** To ensure the protection and integrity of the remaining lowland tropical forest of the Corcovado-Golfito area, so that its scenery, rivers and high biodiversity remain intact and can be used on a sustainable basis by the local communities, tourists and others for a range of Environmental Services¹.
- 2) **Marine environment.** To ensure the sustainable management of the marine resources of the Corcovado-Golfito area, for both tourism and consumptive purposes, with resident communities being given priority access to those resources that can be exploited legally. These resources include fish and shellfish, and (for tourism) turtles and cetaceans (whales and dolphins).
- 3) **Mangroves/Wetlands.** To (i) maximise the value of these ecosystems, which are of international importance in the Corcovado-Golfito area, for nature and adventure tourism, (ii) encourage and enforce sustainable fisheries' practices and (iii) ensure conservation of their biological resources.
- 4) **Minimise Impacts of Tourism Infrastructure.** To ensure that essential tourism-related infrastructure (including the present and future transport network in the area, especially roads) and services (eg solid waste disposal, water-supplies and waste-water disposal) are provided in tourism development areas. These should be to a standard and at locations that keep their negative impact on the natural environment to a low level.
- 5) **Minimise Impacts of Tourism Activities.** To ensure that tourists and tourism-related activities promote conservation of natural resources and do not have a negative impact on wildlife and other aspects of the environment.
- 6) **Improve Institutional Capacity to Protect the Environment.** To ensure that national and local government, other institutions and associations (eg NGOs), Civil Society etc in the Corcovado-Golfito area, work in an efficient, co-ordinated and technically competent manner. This requires development of their capacity (technical, financial and administrative) to (i) prepare plans, (ii) monitor and (iii) enforce measures for the management and protection of the environment/natural resources.

¹ N.B. These Environmental Services, as described in the Forest Law No. 7575 of 1996, Chapter I Article 3 k), include the mitigation of greenhouse gas emissions, protection of water for urban, rural and hydro-electric use, protection of biodiversity for scientific and pharmaceutical uses, protection of ecosystems, wildlife and natural scenic beauty for tourism and scientific purposes.

20.4 BASIC STRATEGIES AND PROPOSED MEASURES

20.4.1 Terrestrial Environment

1.A) Terrestrial Environment - Basic Strategy

The zoning and planning of the 200m Maritime-Terrestrial Zone will help the development of sustainable tourism in the Corcovado-Golfito area, but will not address some of the more fundamental tourism and conservation issues that exist. These relate primarily to the mismanagement of terrestrial resources, especially the Golfo Dulce Forest Reserve, and to a lesser extent to marine and wetland resource management. The resources and Costa Rica's international conservation and eco-tourism reputation are seriously threatened, especially by continued and intensive logging. Therefore, proposals for integrated land use on the Osa Peninsula are a major feature of the environmental measures set out below. Most of these proposals are now being addressed by the "Osa Biological Corridor Projects" under the auspices of a commission of conservation organizations working on the Peninsula. The situation and solutions are complex and have become a national issue, requiring action from MINAE in particular, who are represented on the commission. We believe it is in the interests of tourism in the region that these land use issues are addressed and therefore that ICT and the tourism sector should encourage and support MINAE in taking the necessary actions, and ICT should ensure that the conservation proposals allow for tourism to expand in this area.

Commitment to the Osa World Heritage Site. Measures to address this situation are outlined below. However, many of these measures would be more feasible and could be better integrated if the Osa Peninsula is to be declared a World Heritage Site, to be managed on Biosphere Reserve principles. The latter encourages a zoning system that includes Core Zones (for strict protection), Buffer Zones, Transition Zones and Utility Zones that allow (i) access (ii) the development of tourist facilities and uses and (iii) sustainable land use practices by the local communities. Acquisition of some critical watersheds in the Forest Reserve is required, so that they can be declared National Park, erosion prevented and water supplies and the marine environment protected. With careful planning and zoning, the designation of the Osa Peninsula as a World Heritage Site should not be a constraint to sustainable rural development, but should enhance it by attracting more nature and adventure tourists and involving local communities in tourism and conservation.

A statement, of the intention of the government of Costa Rica to apply to UNESCO for the designation of the area as a World Heritage Site, is a cornerstone of the strategy for the Corcovado-Golfito tourism planning unit, from the environmental and sustainable tourism

perspective. It would help to attract international funds for any necessary land acquisition and for the implementation of key proposals e.g. for the establishment of the Osa Trail (see later). With the Osa World Heritage Site becoming a reality, the Osa Trail could be promoted as a key feature of the Osa experience that would boost tourism in Costa Rica and benefit local businesses and communities.

1.B) Terrestrial Environment – Proposed Measures

1.1) The **Development of an ‘Osa Trail’** that connects private reserves (see Figures 20.1 and 20.2) to Corcovado National Park and other features of interest throughout the Sierpe, Osa Peninsula, Golfito and Golfo Dulce Area. These **Tourism Trails** would pass through various unaltered and altered ecosystems, connecting lodges and cabins, most set in forests, to the various Protected Areas. There would be links to the coast with access to beaches and water-based nature and adventure tourism activities (snorkeling, diving, kayaking in mangroves). The trails would encourage walking and horseback riding and therefore ‘footpaths’, but road components (loops) will be required between some accommodation points to facilitate the transportation of baggage. Some cabins in the forest, for overnight stays, should be accessed by non-vehicle trails only, with baggage to be transported by porters on foot or horseback. Where possible the trails will follow or be close to biological corridors, following rivers where the vegetation and wildlife are rich or require regeneration and protection. Supporting ferry services would be a component, linking Golfito to Puerto Jiménez, Zancudo, Punta Banco and Sierpe to Drakes Bay, Caño Island and marinas to the north of Punta Uvita. **Lead Agencies: The concept and marketing should be developed and promoted by ICT**, while more detailed planning, booking systems and the setting out of signs (to a standard design) should be undertaken locally by **Lodge Owners, Tour Operators** etc, perhaps co-ordinated by the **Tourism Chambers of the Cantons of Osa and Golfito**.

1.2) **Improvements to the Finance and Management of Protected Areas. Secure the fund for investing in facilities and staff of national parks and natural protected areas. To increase entrance fees to those protected areas is one option for this.**

Use the revenue for the improvement and addition of trails and entry points. MINAE to permit lodges near national parks boundaries to issue park entry tickets and to guide visitors. The number of park guards should also be increased where poaching is a problem. Retention and use of national park revenues by the national parks, to

improve access and other services for visitors and the protection of wildlife, may require changes in legislation. Lead Agencies: **MINAE/ICT**

- 1.3) **The Government to make a commitment to (i) Declaring as National Park, or other protected area category, those parts of the Forest Reserve identified for conservation by 1.5) below and (ii) to applying to UNESCO for World Heritage/Biosphere Reserve Status.** Such a statement would need to be backed up by the declaration of a *veda* (prohibition) on current logging and no further approvals of forest management plans should be granted – see 1.4) below. Proposals for action are under consideration, in the form of a bill submitted to the Legislative Assembly to turn parts of Golfo Dulce Forest Reserve into the Chocuaco National Park. There are complicated legal questions of land ownership and compensation to be resolved and it is recommended that the government commits itself to taking swift and just action to guarantee the future of the area for conservation and tourism. The expansion of Braulio Carillo National Park in the 1980's sets a precedent for such a course of action. Commitment to purchase of and compensation for land will be required. Where Instituto de Desarrollo Agrario (IDA) already owns this land, since it belongs to government, change of status is feasible and only compensation funds, rather than purchase funds, should be required. **Lead Agency: MINAE**
- 1.4) **Bring to an end commercial logging in the Golfo Dulce Forest Reserve.** This is necessary for tourism to be able to develop to its full potential in the region. The issue of new permits for commercial logging should be stopped (no new Forest Management Plans to be approved) and the existing commercial logging should be brought under control eg revoke all permits where the conditions have been broken; vigilant monitoring to be applied. **Lead Agency: MINAE**
- 1.5) **The Preparation of an Integrated Land Use Plan** for the whole Peninsula and adjoining forest areas, based on land capability, conservation, community and tourism requirements. The plan would indicate the additional areas suitable for National Park or other conservation designation and those areas where agriculture can still be practised. The plan will give proper consideration to the cumulative impact of Forest Management Plans for numerous small areas and should recommend an end to commercial logging, while allowing small-scale timber extraction for local use. This plan should resolve and take into account the complex and unclear situation of land boundaries/tenure/ownership and that state-owned land in a Forest Reserve is part of the natural patrimony and should remain as forest according to the Forestry Law (7575, 1996 Titulo II). This applies to the

considerable area of land within the Golfo Dulce Forest Reserve belonging to Instituto de Desarrollo Agrario (IDA). **Lead Agency: MINAE**

- 1.6) **Establish a Suitable Zoning System** that integrates those parts of the Forest Reserve identified for conservation, by 1.5) above, with the Corcovado and Piedras Blancas National Parks, the Golfito Wildlife Refuge and Private Reserves. The zoning system would be based on biosphere reserve principals (Core, Buffer and Transition Zones) and would identify areas suited to tourist access and facilities and the protection of watersheds, and will prevent further fragmentation of the forest, loss of water supplies and sedimentation of the Gulf. An **Integrated Management Plan** would then be prepared for these areas and would be the basis of an application to UNESCO for World Heritage/Biosphere Reserve Status. **Lead Agency: MINAE**
- 1.7) **Establish a Programme of Environmental Services Payments.** This would encourage ‘landowners’ to retain the forest cover in the ‘priority environmental areas’ of the peninsula that do not become National Park eg Private Reserves (determined by their tourism, scenic, watershed protection value etc). **Lead Agency: MINAE**
- 1.8) Outside Protected Areas, **prepare ‘Local Management Plans’**, which address land use and rural development issues, to ensure that hunting and other activities are sustainable and compatible with the interests of local communities and tourism. This applies, where hunting and other exploitation practices threaten wildlife and tourism potential e.g. in and near the Guaymi Conte-Burica Indian Reserve next to Punta Banco, where long-term measures will be needed to address such problems. **Lead Agencies: MINAE/Municipalities/CONAI**

20.4.2 Marine Environment

2.A) Marine Environment - Basic Strategy

The establishment and implementation of institutional mechanisms, programmes and plans, that bring together those involved with exploiting marine resources and those concerned with their conservation, to promote and self-regulate sustainable resource management, including marine-related tourism activities. In addition, measures are to be taken to ensure that pollution of the marine environment, from terrestrial sources, is kept to a minimum; this applies especially to the Golfo Dulce. These measures relate mainly to land use (control of logging and mining) and the provision of infrastructure (sewage treatment).

2.B) Marine Environment - Proposed Measures

- 2.1) **Establishment of a Marine Resource Association** that brings together INCOPECA, MINAE, ICT, local fishing associations, sport fishing, dolphin and whale watching representatives, dive operators and NGOs such as PROMAR to work together to establish a mechanism and local programmes for sharing and managing marine resources on a sustainable basis. This will need an education and training arm (see below), a certification system, and to include a monitoring and enforcement system that counters ecologically damaging and corrupt practices. Consideration could be given to zoning the inshore waters and allocating concessions to different user groups in order to encourage sustainable practices. **Lead Agencies: Marine Tourism Operators, Fishing Associations, NGOs, ICT**

- 2.2) **The Development of a Marine Education, Training and Certification Programme for Boat and Tour Operators** to ensure that tourism activities do not have a negative impact on whales and dolphins and other marine life (eg corals, turtles and even game fish) of interest to tourists. In the case of cetaceans, the programme could be run by organisations such as PROMAR, in conjunction with responsible ‘Cetacean Watching’ operations, would develop Boat and Tour Operator Cetacean Guidelines and a Certification Scheme. The programme and certification could be ‘ICT’/Tourism Chamber sponsored and approved and include ‘self-policing’, with action being taken against those who break the guidelines. A similar scheme for responsible turtle-watching could be introduced if the scale of turtle-nesting activities in the area appears sufficient to support nature tourism of this kind. Dive operators should also participate in such schemes to ensure that dive masters are trained not only in diving but also in resource protection, especially as good dive sites are limited and diving activities at Isla del Caño and Corcovado National Park are likely to increase. Public education programs should also be directed to local communities since community support is essential for the success of conservation measures and nature tourism. **Lead and Supporting Agencies: ICT, NGOs, Boat and Tour Operators, Tourism Chambers**

- 2.3) **The Development of the Marine Component of the Osa Trail**, based on the existing ferry service from Golfito to Puerto Jiménez. This could be expanded to other points within Golfo Dulce (e.g. Zancudo) and between Drake’s Bay, Sierpe and even locations on the Central Pacific coast eg Puerto Cito. Boats could stop at suitable points en route and visitors could be taken ashore in smaller boats, for short visits or longer stays. The connection between Drake’s Bay and Sierpe would provide a regular, commercial service for local people that might be an economic alternative to the road between Drake’s Bay and Rincon, and would have less

environmental impact. The feasibility of a link between Sierpe/Drake's Bay and Golfo Dulce needs further investigation; a large boat and improved jetties are likely to be required. **Lead and Supporting Agencies: Municipalities, MOPT, Hotel Lodge Owners, Boat Operators**

- 2.4) **Sustainable Land Use Programmes.** Various measures, set out above under measures 1.B) for the Terrestrial Environment, are necessary to reduce erosion, and sedimentation of coastal waters, and contamination with agro-chemicals especially Golfo Dulce.
- 2.5) **Zoning, with Tourism Centers,** is the main measure proposed to facilitate investment in environmental infrastructure and reduce contamination and eutrophication of the marine environment, especially from wastewater, solid waste and industry. See 4B) Impacts of Tourism Infrastructure.

20.4.3 Wetlands

3.A) Wetlands - Basic Strategy

To involve the key stakeholders in the preparation and implementation of management plans for the internationally important mangrove ecosystems of the Corcovado-Golfito area and to develop a self-regulatory programme for use of mangrove ecosystems by the tourism industry.

3.B) Wetlands – Proposed Measures

- 3.1) **Adopt and Implement the Proposed Coastal Zoning System of the General Land Use Plan,** in which wetlands are identified and some incorporated within ICT Conservation Zones, so as to protect mangroves/wetlands and their immediate surroundings from unsuitable development. **Lead Agencies: ICT, Municipalities**
- 3.2) **Prepare and/or Update and Implement Management Plans for the Internationally Significant Areas of Mangrove that exist in the Corcovado-Golfito area.** Of particular importance are the Terraba-Sierpe National Wetland, which already has a management plan, and the Rio Esquinas and the Rio Coto Colorado system that enters the Golfo Dulce at Zancudo. These should take into account their tourism potential, since kayaking and other boat excursions are known to be an attraction in these rivers, as well as opportunities and threats from hydropower, aggregate extraction, solid waste disposal, prawn farming, agriculture and other local uses. Consultation should be an important part of the process of

preparing the management plan, and information dissemination/environmental education and monitoring an important part of the implementation process. **Lead and Supporting Agencies: MINAE, IUCN, INCOPECA, ICT, Municipalities**

- 3.3) **The Development of a Mangrove Education, Training and Certification Programme for Boat and Tour Operators.** This would be a self-regulating scheme similar to that for cetaceans, as described in 2.2) above, but with the support of MINAE, which has legal responsibility for wetlands, and ICT. **Lead and Supporting Agencies: MINAE, ICT, INA, INCOPECA, NGOs, Boat and Tour Operators, Tourism Chambers**

20.4.4 Impacts of Tourism Infrastructure

4.A) Impacts of Tourism Infrastructure - Basic Strategy

A key to reducing the impact of tourism development is for it to follow a Zoning System, such as that being set out by the General Land Use Plan (GLUP) and which takes environmental sensitivity into account. The GLUP system identifies Tourism Centers in which most new tourism accommodation, facilities etc will be concentrated. Such concentration allows economies of scale and therefore, with proper planning and investment, the construction of suitable water supplies, waste water treatment and solid waste disposal.

With any expansion of tourism adjoining Golfo Dulce in general and Golfito in particular, it is essential that thorough wastewater treatment is provided, so that inadequately treated liquid waste does not enter the rivers or sea. Attention should also be paid to potential pollution sources of non-domestic/non-tourist origin. Similarly, more effective solid waste management will be required with larger numbers of tourists, especially in near-enclaves such as Drake's Bay. Co-operative waste management projects are needed on a semi-commercial basis, which maximize the separation and re-use of materials (vegetable waste, glass, cans etc) and minimize the quantities that must be disposed of at landfill sites.

With respect to transport, the strategy is to construct and maintain only those roads that are part of a planned network, with priority to those that are linked to Tourism Centers. Any new roads and major improvements would be the subject of feasibility and design studies that take into account their social and environmental impact as well as their costs and benefits.

4.B) Impacts of Tourism Infrastructure – Proposed Measures

- 4.1) **Implement the Zoning System as set out in the General Land Use Plan.** This sets out Tourism Centers. By preparing (or amending) Regulatory Plans for these areas, as a priority, and attracting tourism accommodation, facilities etc to them and refusing it in the MTZ outside these areas, tourism development can be concentrated. Concentration allows economies of scale and the provision of infrastructure of a higher standard (suitable water supplies, wastewater treatment and solid waste disposal). **Lead and Supporting Agencies: ICT, INVU, MOPT and Municipalities**
- 4.2) **Prepare an Investment Programme for Water Supply and Sanitation** (Solid and Liquid Waste Disposal) for the focal development areas of the Corcovado-Golfito Area with a view to applying for a soft loan from an International Development Agency (eg JBIC, World Bank, Inter-American Development Bank). **Lead and Supporting Agencies: ICT, INVU, AYA and Municipalities**
- 4.3) **Promote the Sustainable Tourism Certification Scheme** that ICT has developed. This scheme recognises efforts to reduce water and power consumption, to reduce and treat wastewater, reduce and re-cycle solid waste, plant indigenous species etc. These practices should reduce the environmental impact of tourism and therefore ICT should provide incentives (promotional and/or financial) for hotels and lodges that participate in the scheme. **Lead Agency: ICT**
- 4.4) **Conduct a Review of the Alignment and Condition of Roads** in the area, in relation to existing and potential needs, and **Prepare (i) a Costed Road Network Plan and (ii) a Construction and Maintenance Programme**. With the very high levels and intensity of rainfall in the Corcovado-Golfito area, unsurfaced roads without proper bridges and drainage may only be passable in the dry season, will be in need of constant and costly maintenance and erosion will cause siltation of rivers and coastal habitats. Roads also provide access to loggers, hunters and fishermen that are not members of the local communities. Based on this review, and other options for transport (Sierpe-Drake's Bay Boat/Road connection; air services) and service provision (improved clinics etc) decisions will have to be made as to those roads that are priority for upgrading (or at least kept open) and those which should be closed and made the subject of a vegetation restoration program. New roads and major improvements should then be the subject of feasibility and design studies that take into account their social and environmental impact as well as their costs and benefits and alternatives. **Lead and Supporting Agencies: MOPT, ICT, INVU, MINAE and Municipalities**

20.4.5 Impacts of Tourism Activities

5.A) Impacts of Tourism Activities - Basic Strategy

The first element of the approach to minimising tourism impact is based on the identification of sensitive areas and resources that might be affected by tourism, and then ensuring that physical development is not located too close to these areas, or is of a scale that will not have a significant impact and/or is designed with suitable mitigation measures. The second element is the preparation and adoption of guidelines for certain tourism activities that may affect sensitive environments or wildlife. The first element is achieved by establishing a zoning system with conservation areas and tourism development zones where planned development is permitted. Thus the World Heritage Site designation and the nature/adventure tourism orientation of the Osa Trail need not preclude the development of tourism in Corcovado-Golfito that is more related to sun, sand and water activities - provided that their location, nature and scale/density take the sensitivity of the environment into account.

5.B) Impacts of Tourism Activities – Proposed Measures

- 5.1) **Implement the Zoning System as set out in the General Land Use Plan** This identifies MINAE designated conservation areas, wetlands and other areas with conservation value (eg scenic headlands, turtle nesting beaches, important cetacean nursery/feeding areas) in and near the MTZ. It is proposed that the latter are declared **ICT Conservation Zones** and that ICT disseminate information (eg to Municipalities and local communities) regarding their sensitivity and that further physical development will not be permitted in them. ICT will need to prepare plans and/or guidelines for these areas that indicate how they might be used in a sustainable manner and/or improved. For instance turtle-watching may be appropriate but lights on existing buildings may need to be modified so as not to interfere with turtle nesting and hatchling movements to the sea. It is likely that NGOs, with sponsorship from ICT, could play a key role in the management of ICT Conservation Areas. **Lead and Supporting Agencies: ICT, NGOs, INVU, Municipalities**
- 5.2) The development of a **Marine Education, Training and Certification Program for Boat and Tour Operators**. This is the same measure described in 2.2)
- 5.3) The development of a **Mangrove Education, Training and Certification Program for Boat and Tour Operators**. This is the same measure described in 3.3)

20.4.6 Institutional Capacity to Protect the Environment

6.A) Institutional Capacity to Protect the Environment - Basic Strategy

There are weaknesses, at national and local level, in the preparation of plans, in ensuring their implementation and in enforcing legislation and regulations designed to protect natural resources and the environment. An international technical assistance program to build capacity in these fields is required; in order to improve the management of tourism development and to protect the natural resources on which most of Costa Rica's tourism industry is based.

6.B) Institutional Capacity to Protect the Environment – Proposed Measures

- 6.1) Capacity Building Program for Coastal Zone Municipalities.** This program would review the institutional structure of municipalities and recommend improvements to ensure a continuous technical capability in municipal planning, engineering and development control. A training program would then be developed. This will be a long-term process lasting at least 10 years. **Lead and Supporting Agencies: Municipalities, INVU, ICT, International Agencies**
- 6.2) Capacity Building Program for National Agencies (e.g. MINAE, INCOPECA, ICT).** The main emphasis of this program is to develop the competence of these organizations at a national and local level to enforce the wealth of environmental and natural resource legislation that already exists in Costa Rica. **Lead and Supporting Agencies: MINAE, INCOPECA, ICT, INVU, and International Agencies.**

20.5 SPATIAL STRATEGY

16.5.1 The Osa Trail

(1) Introduction

The remaining lowland forest of the Corcovado-Golfo area represents the classic tropical wilderness that Costa Rica has been promoting as central to its nature tourism industry. This resource is utilized both by high-paying international tourists, at comfortable “internationally-run” lodges in Drake’s Bay and private reserves such as Lapa Rios, and by larger numbers of lower to medium budget tourists seeking nature and soft adventure and staying in local hotels and cabins. The tourism and land use plan for the area needs to develop this potential further and the development of the Osa Trail, as introduced in 1.1) and 2.3) above and illustrated in Figure 20.1, is therefore recommended as a major component of the spatial strategy for this region. It is important not only in its physical form, but also as a concept that can be marketed as a feature of the wilderness experience.

(2) Terrestrial Component

Some of the terrestrial elements of the Osa Trail are already in place, in particular a series of lodges and private reserves that provide accommodation, guides and other facilities in areas of forest and/or have access to beaches and water-based nature and adventure tourism activities (snorkeling, diving, kayaking in mangroves of the refuges of Golfo Dulce etc) – see Figure 20.2. The various lodges/camps near Carate, at Matapalo (e.g. Lapa Rios), at Dos Brazos (Bosque del Rio Tigre), at Los Patos (Coopuniuro) and many in the Drake’s Bay area, are good examples and are operated by a range of expatriate and community enterprises. Other investors are interested in the tourism potential of the region as are some ‘local’ farmers who would prefer that they and their land are involved in nature tourism, rather than in agriculture, cattle or logging, to which the soils and steep slopes are not well-suited. They should be encouraged to take note of the existing facilities and seek to fill gaps in the ‘Osa Trail’.

Thus, with the addition of further accommodation and private reserves, e.g. at Rancho Quemado, and paths for walking and horseback riding, along the spine of the Osa Peninsula and with access to the coast (e.g. at Matapalo), the terrestrial part of the trail can be developed. There is already a trail from Carate to Dos Brazos and it is understood that a public right of way exists from Dos Brazos to Los Patos and on to Rancho Quemado, and this has excellent potential for incorporation in the Osa Trail. On the one hand, co-operation and investment are now required from landowners/investors (i) in conserving the natural

environment in an attractive and healthy condition (ii) in creating easy access and making horses available etc and (iii) in providing suitable accommodation. On the other hand support/promotion is required from ICT, local Tourism Chambers and the Municipalities in the form of planning, signs, information and some construction and maintenance of paths, footbridges and road access. Large investments are not required and much of the work could be carried out with labor provided by local communities.

(3) Marine Component

This is also illustrated in Figure 20.1. Privately operated and unscheduled boat tours are operated in Golfo Dulce, including kayaking trips that involve overnight camping or lodge stops on/near the shores of the Gulf. The inner part of Golfo Dulce in particular lends itself to this kind of tourism, with its relatively safe seas and spectacular coast that includes a number of small bays between Rincon and Rio Esquinas and Golfito that are accessible only by boat. In the middle and outer parts of the Gulf there is scope for a regular service between Golfito and Puerto Jiménez and between these locations and Zancudo and the Pavones and Punta Banco areas. Lodges at Drake's Bay run their own small boat services to and from Sierpe, but regular (public) boat services are not available for the local community. Regular services are required and better landing facilities (jetties) at some locations, to serve both tourism interests and the local community, including fishermen. Routes for consideration are shown in Figure 20.1.

The marine component of the trail would need to take into account the presence of important populations of whales and dolphins that occur in the coastal waters of the study area, especially between Caño Island and Drake's Bay and in Golfo Dulce (Figure 20.3). They are a significant attraction, but can be sensitive to disturbance from frequent boat traffic and from cetacean-watching operations not carried out in a responsible way. This should be taken into account when regular services and routes for day trips are considered, but such boating activities need to be planned and monitored by people with up-to-date knowledge of the areas concerned.

Some cetacean species and populations have preferred feeding and breeding areas, some of which may be seasonal. For instance bottlenose dolphins that use the Golfo Dulce, have favored feeding areas near the mouths of the Rio Esquinas and Rio Coto Colorado, while Rincon Bay may be a calving area for humpback whales. However cetaceans are mobile animals and their areas and seasons of activity are subject to change. Therefore preferred 'Osa Trail' routes and guidelines for boat operators should not be prescribed by this study, but need to be worked out locally, as already indicated in section 20.4.2, and kept under regular review.

Figure 20.1 Marine and Terrestrial Components for the Proposed Osa Trail

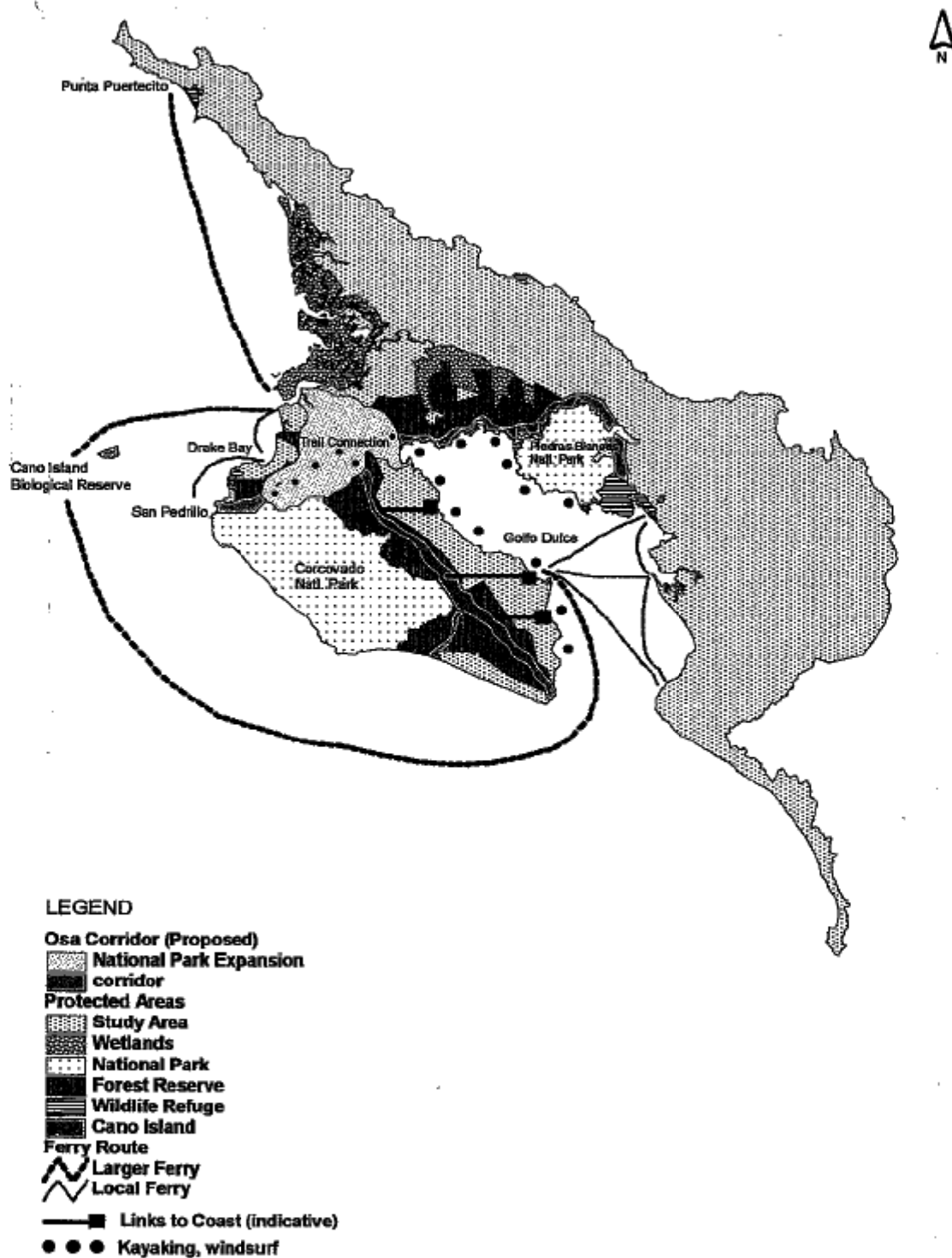
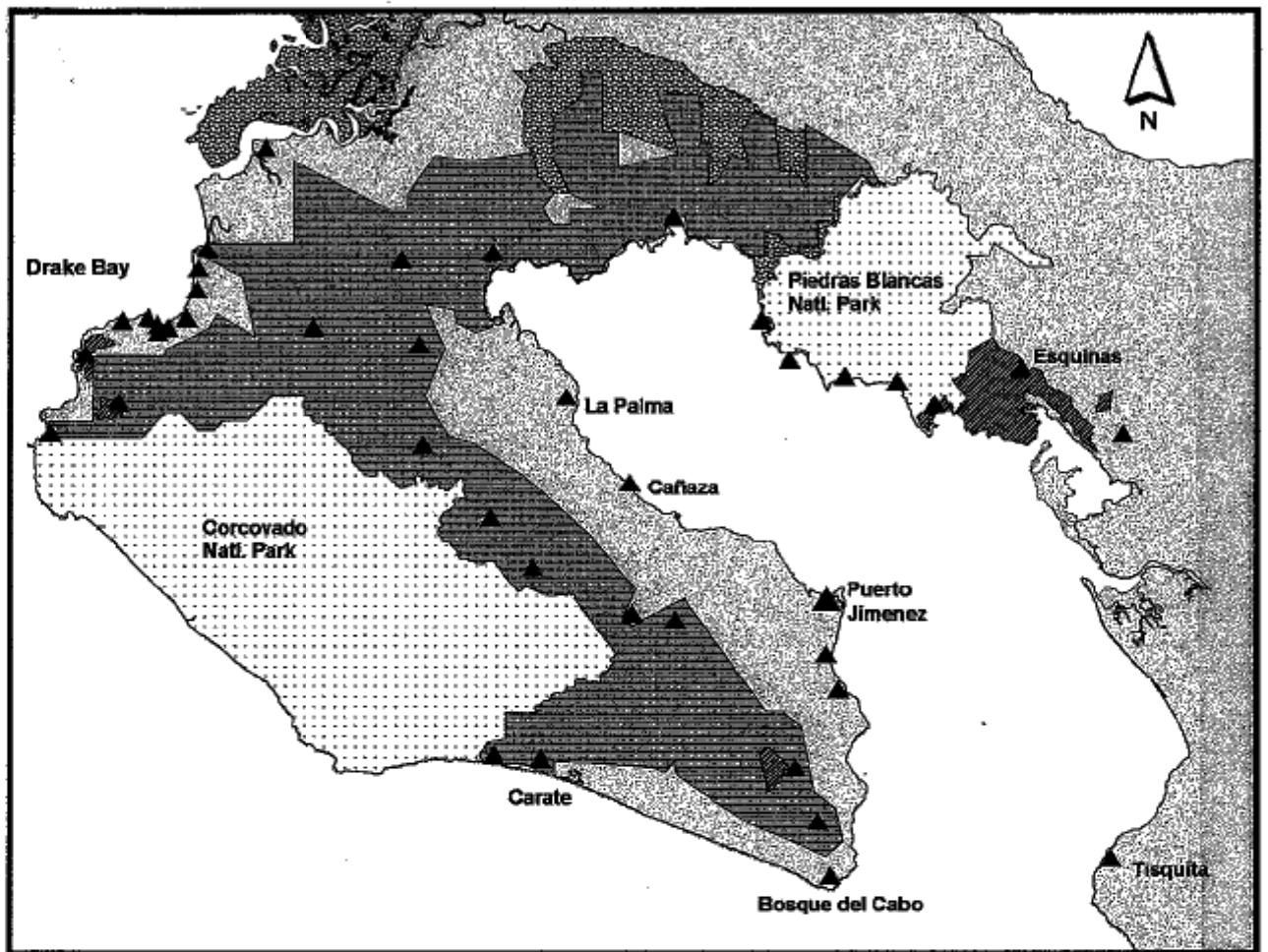


Figure 20.2 Existing Private Reserves and Tourist Facilities



LEGEND

- ▲ Private Reserves or Facilities
- Protected Areas
- Study Area
- Wetlands
- National Park
- Forest Reserve
- Wildlife Refuge

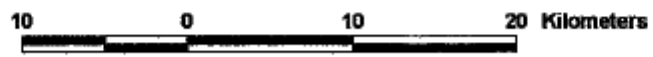
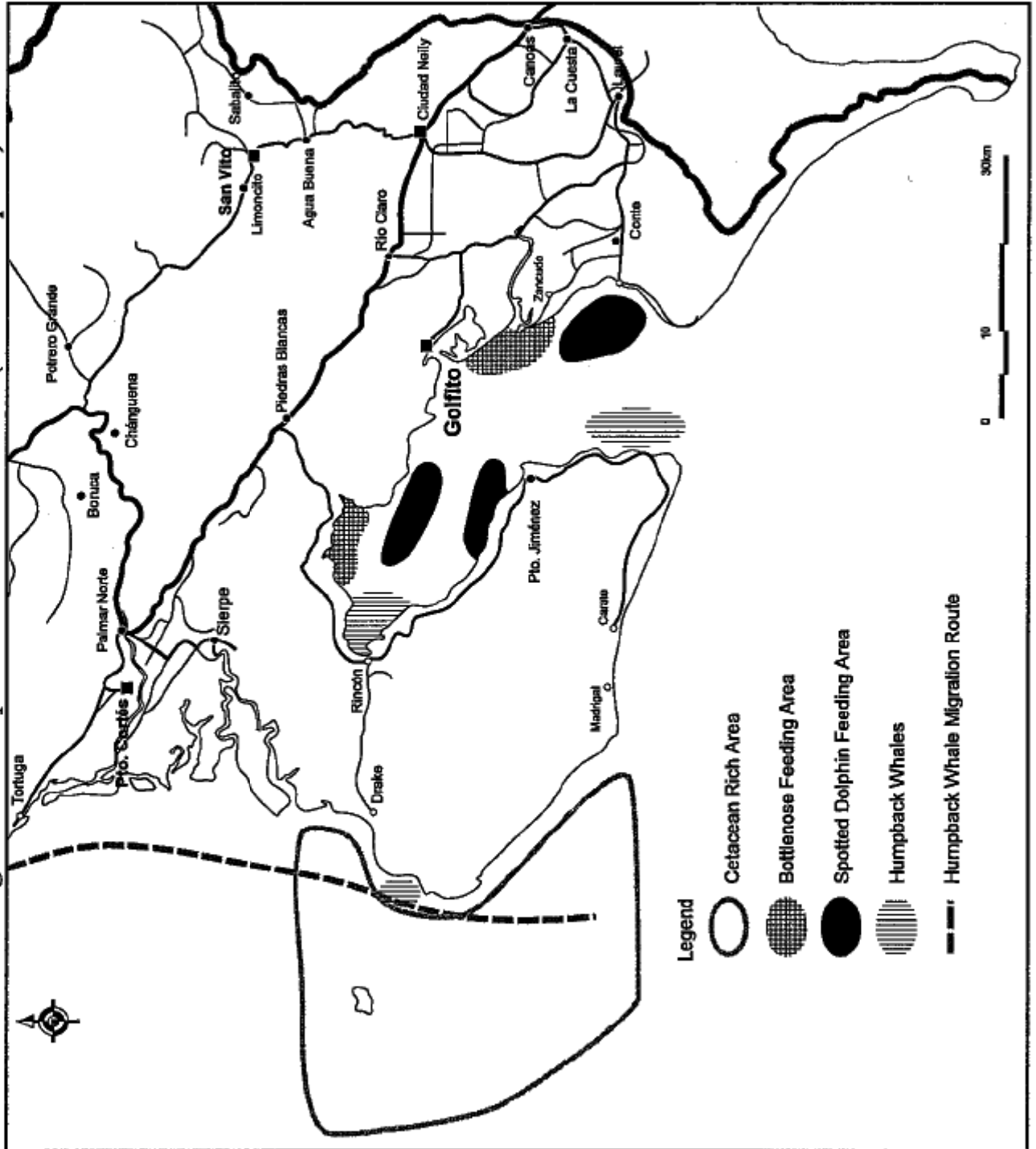


Figure 20.3 Important Area for Cetaceans (Whales~Dolphins)



Chapter 21

CORCOVADO-GOLFITO: FRAMEWORK FOR INFRASTRUCTURE PROVISION

21.1 INTRODUCTION

In view of the government's severe budgetary constraints, this chapter indicates basic strategies for sustainable regional tourism development.

21.2 BASIC STRATEGIES FOR TRANSPORTATION DEVELOPMENT

21.2.1 Basic Strategies for Regional Road Development

The most important principle for regional road development is to construct and maintain only those roads that are part of a planned network, with priority to those that are linked to Tourism Centers.

Priority should be given to regional road development in the region primarily by adopting the following strategies:

- (1) To improve selected regional roads from the inter-regional trunk road (National Road No. 2) to "Tourism Centers" in order to establish a multi-center spatial structure for tourism in the region.
- (2) To improve the roads on which public buses are operated in order to facilitate the transport of local people to municipal government offices and to regional commercial centers.
- (3) Not to improve the roads which have negative impacts on the natural environment.

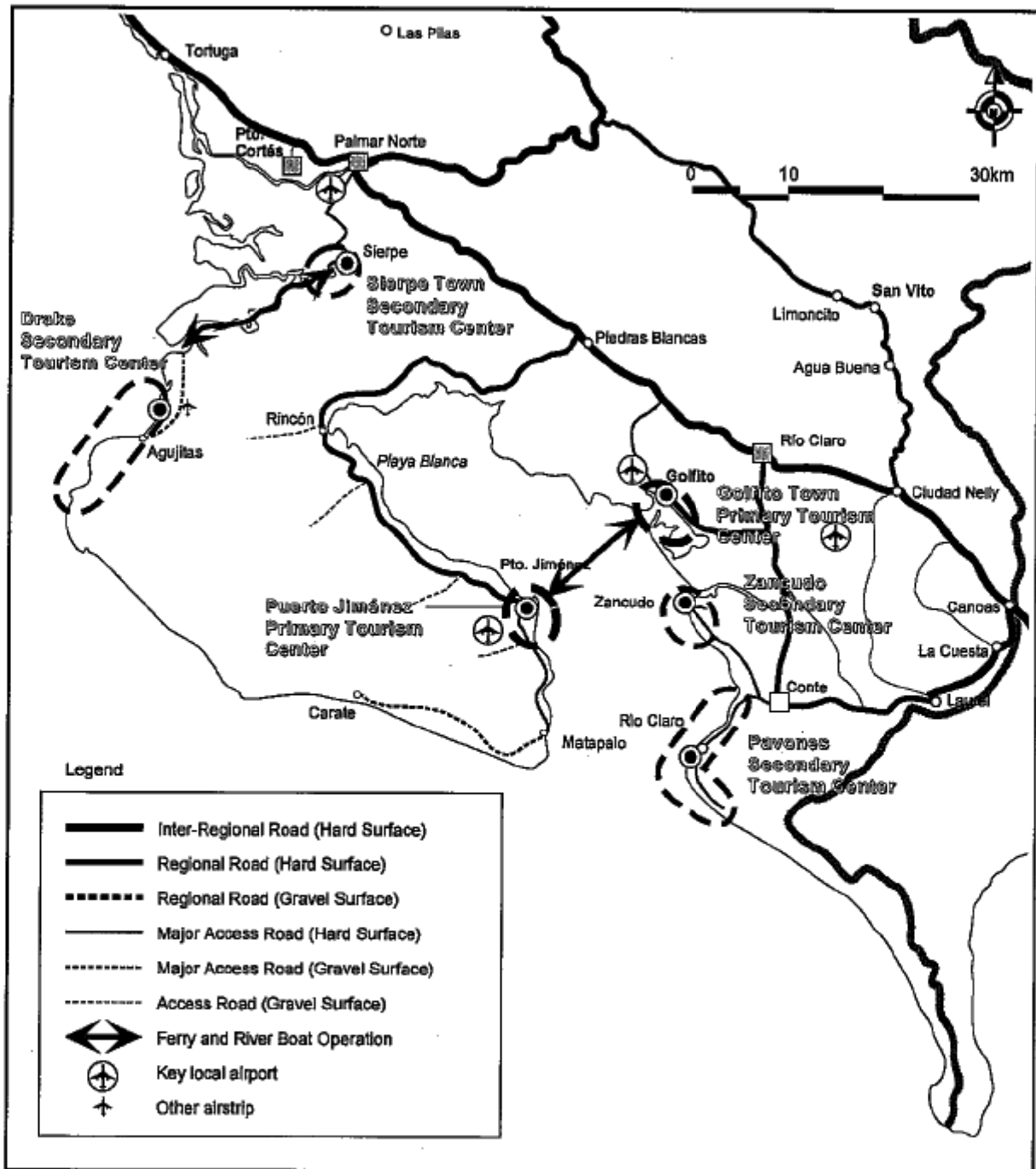
Even though the governments have limited budgets, the central and municipal governments are responsible for these road developments, because the coastal areas are relatively remote and private investment in such roads is not financially feasible.

In addition to the above primary strategies, secondary strategies are as follows:

- (4) To improve the roads used for scenic tourist excursions.
- (5) To provide rest places and view points along the regional roads and the tourist excursion roads, in order to improve tourism amenities.

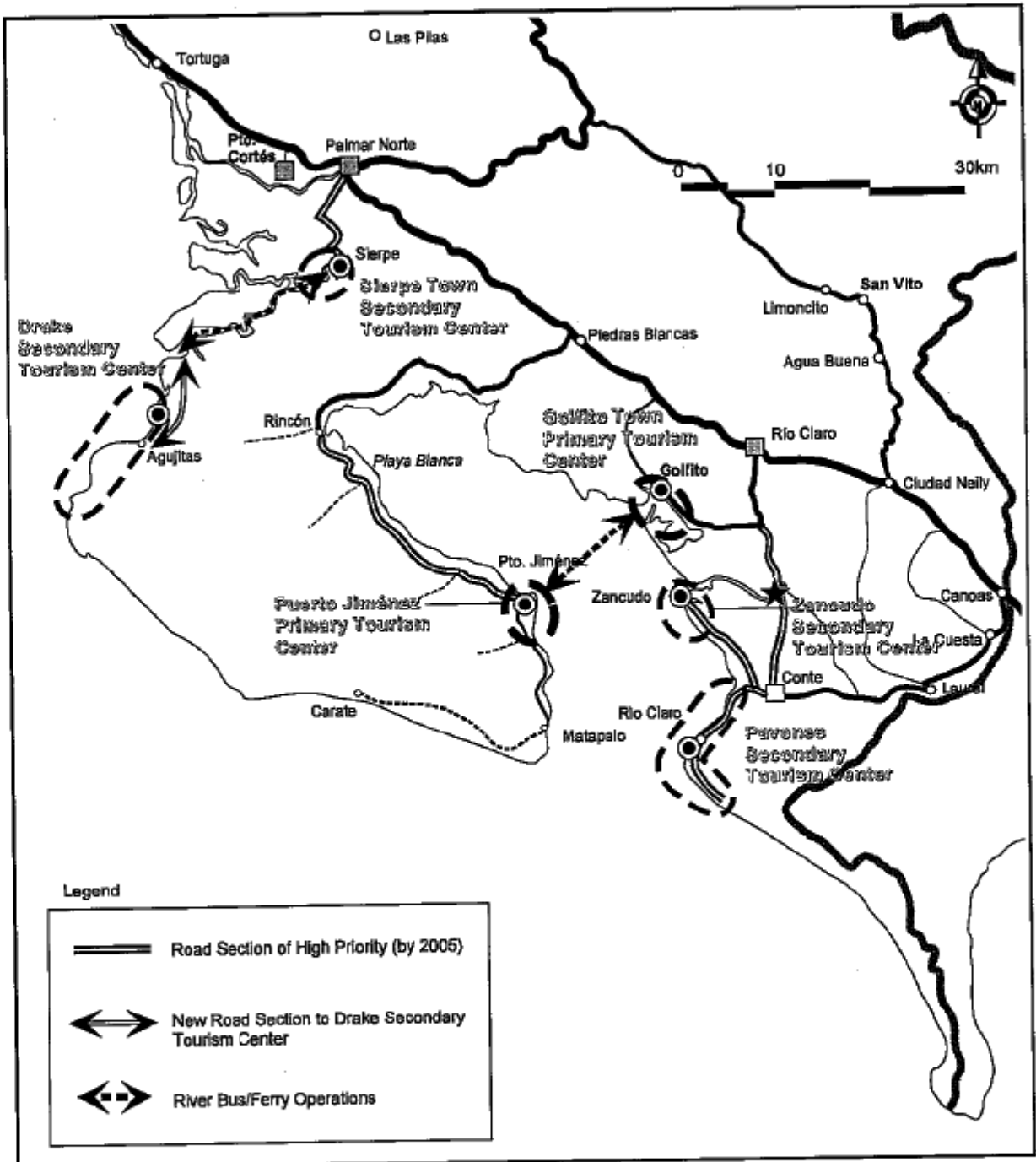
Figure 21.1 shows a recommended transportation network. Figure 21.2 and Figure 21.3 show strategic road improvement and new access sections and bridges needed for coastal tourism development.

Figure 21.1 Recommended Transportation Network, Corcovado-Golfito



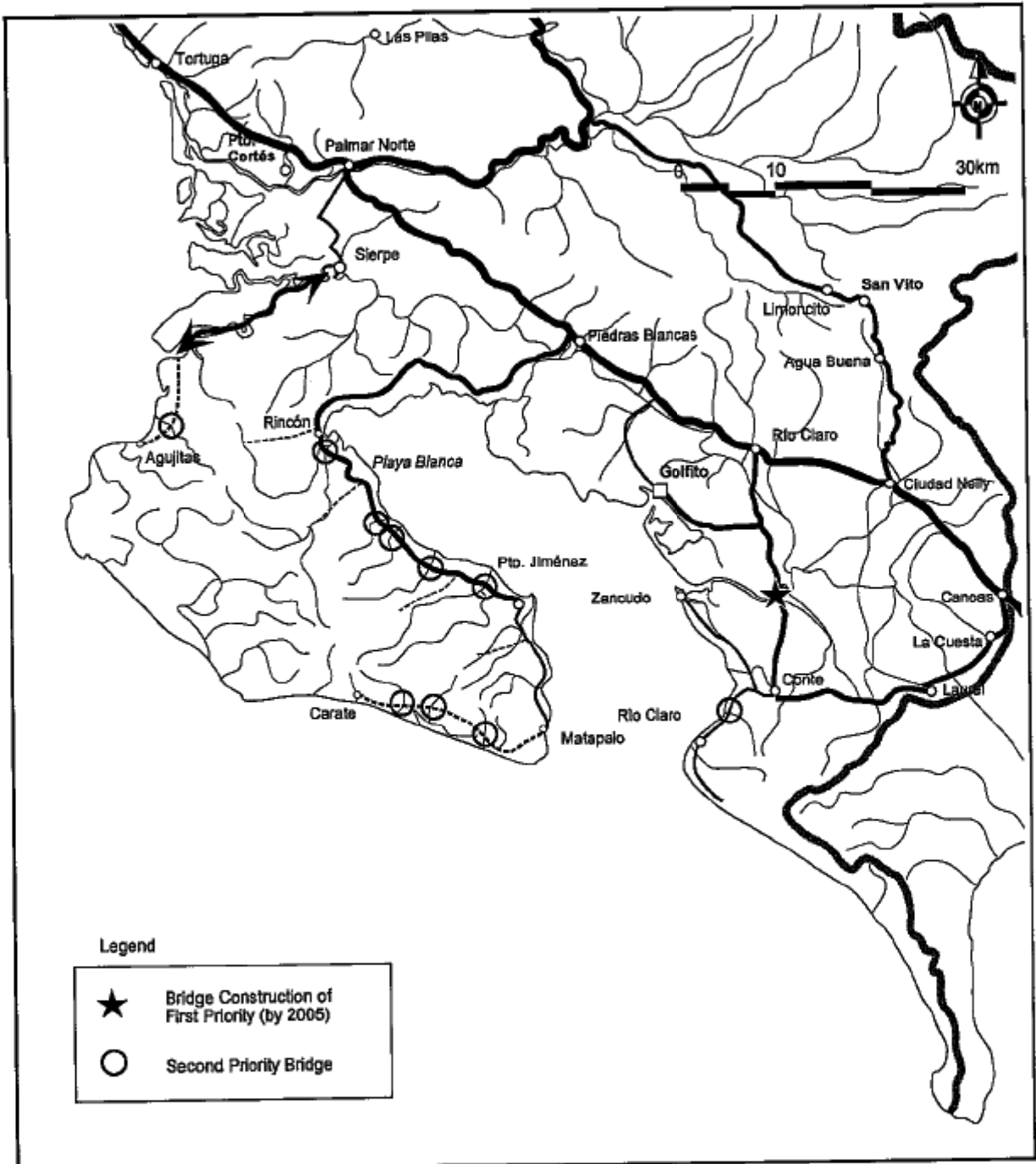
The JICA Study Team's Proposal

Figure 21.2 Strategic Road Improvement and New Access Sections Needed for Tourism Development, Corcovado-Golfito



The JICA Study Team's Proposal

Figure 21.3 Strategic Bridges Needed for Coastal Tourism Development, Corcovado-Golfito



The JICA Study Team's Proposal

21.2.2 Basic Strategies for Local Roads within Tourism Centers

The following strategies should be followed to ensure smooth implementation of road improvements in Tourism Centers:

- (1) In principle, the municipal government should improve regional roads which serve as “local access roads” within “Tourism Centers.”
- (2) To promote smooth development it is necessary to consider the possibility of demarcating the responsibility for provision of local access roads between the municipal government and private investors.
- (3) The private sector is responsible for providing access roads to individual lots from the local access roads
- (4) A road development plan should be prepared for the Tourism Centers, while the existing regulatory plans are reviewed.

21.2.3 Basic Strategies for Airport Facilities Improvement

In Corcovado-Golfito, air transportation plays important roles in supporting regional development because of the region’s remoteness. Air transportation is important not only for providing convenient access to tourist sites, but also for dealing with emergency medical cases and disasters.

The following are basic strategies for improvement of airport facilities in the region:

- To improve major local airports serving “Tourism Centers” to meet future increased demand of tourists, to increase the safety level and the capability of night and emergency landings, and to improve service facilities for air operation and access roads.
- To promote private sector involvement in the improvement of local airports in “Tourism Centers” by establishing a mechanism of public and private partnership, in view of limited budgets for public investment.
- To promote development of emergency medical facilities and industries near local airports

21.2.4 Basic Strategies for Water Transportation Improvement

In Corcovado-Golfito, water transportation plays an important role in providing the opportunity for marine tourism and recreation in Golfo Dolce and Pacific Ocean, as well as providing public sea transport to connects different tourist sites and local gateways. The following are basic strategies to improve water transportation in the region:

- To promote the development of port and marina facilities in Golfito Town, Puerto Jimenez Town and Drake in order to take advantage of the rich potential for marine tourism and cruise ship tourism.
- To allow the development of small jetties or piers only in selected locations in Tourism Centers to meet future demand of marine tourism. This should only be permitted if it is technically possible to construct such facilities without serious negative environmental impact.

21.2.5 Basic Strategies for Public Transportation Improvement

Buses are important means of public transportation in the region both for regional trips to regional urban centers and for inter-regional trips, such as to San Jose. The improvement of regional roads and local roads is a prerequisite for improving bus services. The following strategies are recommended:

- To improve bus networks from San Jose to Tourism Centers to meet future increased demand by tourists and local people.
- To provide and improve bus and taxi services serving Tourism Centers.

21.3 BASIC STRATEGIES FOR WATER SUPPLY¹

- (1) Public water supply systems should be provided in Tourism Centers by ICAA when tourism/urban development reaches a critical stage in the middle to long-term future.
- (2) In the short term, private tourism facilities should finance their own water supply systems individually or collectively, or utilize the existing ASADAS (CAARS) systems by maintaining and improving them, in compliance with ICAA regulations.

¹ The basic strategies for water supply in the South Guanacaste are the same as those in the Corcovado-Golfito although the two regions have different kinds of problems in water supply. The water supply problems in the South Guanacaste area derived from the shortage of water for local people and tourism facilities, especially ground water. On the other hand, the water supply problems in the Corcovado-Golfito are related to the pollution of surface water by cattle's waste. However, both problems on water supply could be tackled by the same basic strategies.

- (3) The private tourism facilities in Secondary Tourist Centers should rely on the existing ASADAS (CAARS) systems, and contribute towards these by maintaining and improving them.
- (4) It is necessary, in the short term, to raise the awareness of private tourism businesses and local communities of how to maintain and monitor the water quality of private wells and/ or CARRS systems, how to get safe drinking water and how to save water. Such awareness raising programs should be implemented by the local committees for Ecological Blue flag Program

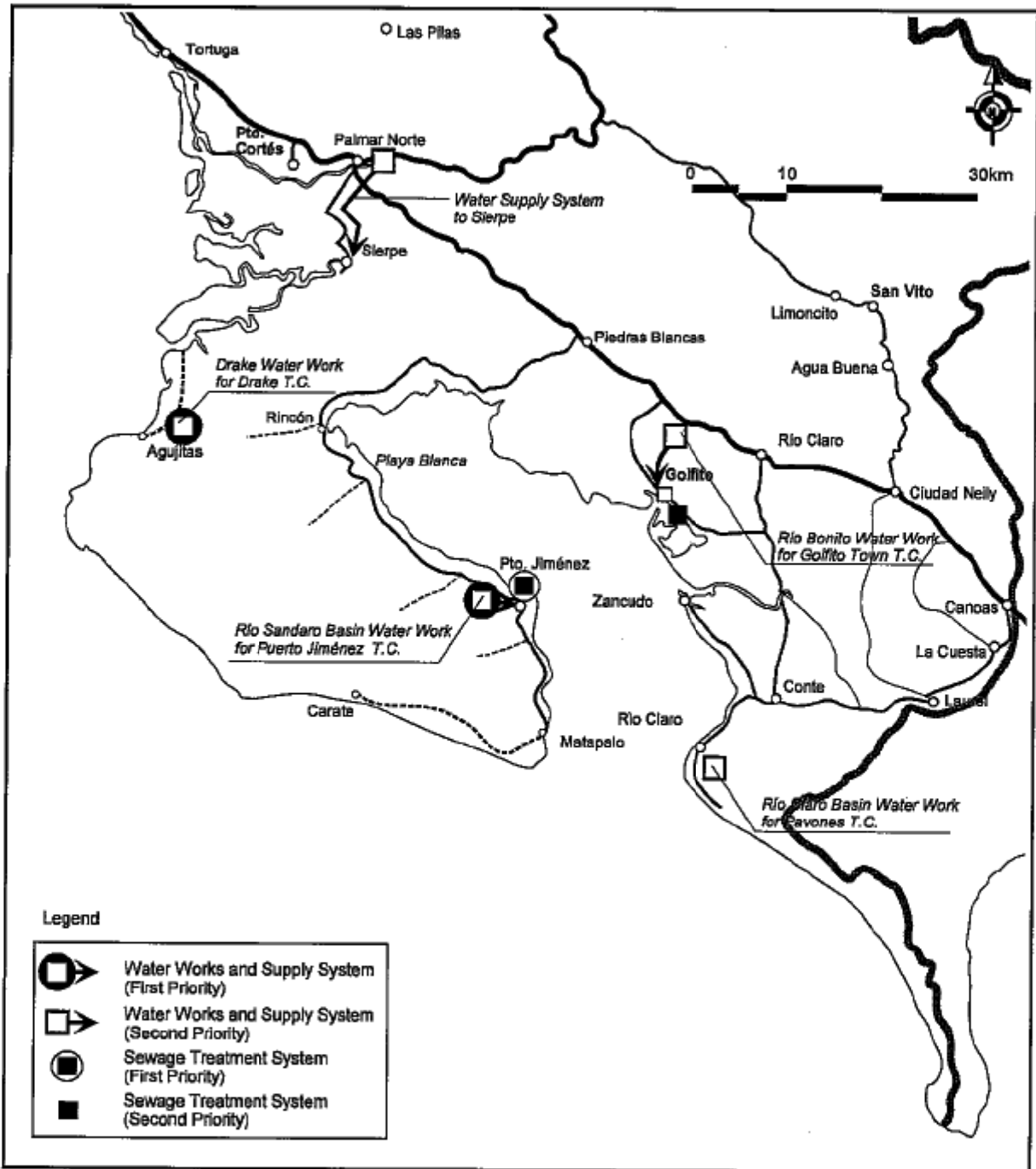
Figure 21.4 shows recommended water supply system for coastal tourism development.

21.4 BASIC STRATEGIES FOR SEWAGE MANAGEMENT

- (1) The central government agency (ICAA) should start to develop sewerage systems in Primary Tourism Centers now.
- (2) Septic tanks should be used for sewage management in Secondary Tourism Centers in the short term. (The central government should provide private tourism facility owners with subsidized credits to install or improve septic tanks, so that the Ecological Blue Flag Program becomes more effective.)
- (3) The central government agency (ICAA) should start to develop sewage systems in Secondary Tourism Centers, when the increase of tourism facilities and urban population reach a critical level.
- (4) Septic tanks should be utilized for sewage management outside Tourism Centers.
- (5) The public sector should strengthen the monitoring system for installation and utilization of septic tanks in Tourism Centers.
- (6) The hotels and other tourism facilities should monitor their sewage management themselves by joining the Ecological Blue flag Program in Tourism Centers.
- (7) The sludge from septic tanks should be properly disposed of at treatment ponds. A treatment pond should be constructed in each Tourism Centers.

Figure 21.4 shows recommended sewage treatment system for coastal tourism development.

Figure 21.4 Recommended Water Supply and Sewage Treatment System for Coastal Tourism Development, Corcovado-Golfito



The JICA Study Team's Proposal

21.5 BASIC STRATEGIES FOR SOLID WASTE MANAGEMENT

- (1) Solid waste disposal sites should be prepared in each Tourism Center by municipal governments with some assistance from the central government. However, it is necessary for local tourism businesses and communities to establish a mechanism to manage garbage collection to improve the environment of tourist sites.
- (2) Tourism facilities and communities should be encouraged to learn appropriate ways to deal with garbage, especially in Tourism Centers. Recycling of garbage at each tourist facility or house should be encouraged, in order to reduce the burden of garbage collection and garbage disposal.
- (3) Garbage disposal should be managed by each tourism facility or house outside Tourism Centers.

Chapter 22

CORCOVADO-GOLFITO: FRAMEWORK FOR LAND USE MANAGEMENT

22.1 INTRODUCTION

It can be said that the land use management of the coastal area is historically in transition. When the first and second Maritime Terrestrial Laws were established in 1970 and 1977, there was little tourism development. Tourism targeting international tourists gradually started in some coastal areas, such as Tortuga, Puerto Jiménez, Drake, and Pavón in 1980s. Most of the regulatory plans in Corcovado-Golfito were formulated after 1995.

The former land use management system followed by municipalities, *Los Arriendos* (Leased land), has been still informally used. Under this system, leaseholders could occupy the land without any plans, just paying land rents, even after the Maritime Terrestrial Law provided a new system based on general land use plans, regulatory plans, and concession systems in 1977.

The challenge to land use management in coastal areas is more than the change to the new system stipulated by the 1977 Maritime Terrestrial Law. It is necessary to seek measures to make a shift to a more effective land use management system, in which land use management is based on adequate planning, regulation and law enforcement, to prepare for actual tourism development, not simply to help land speculation.

22.2 KEY ISSUES

- (1) Although the land use managers of the Maritime Terrestrial Zone are municipal governments, land use management has not been carried out effectively by municipalities. As a result, illegal occupation on MTZ and illegal transaction on lands in MTZ are prevalent. Land speculation is also a serious issue.
- (2) In the 1990s, many regulatory plans were established, but most of the development of tourist facilities and resort housing did not follow the regulatory plans. The regulatory plans have not been enforced by municipal governments. Such development tends to be scattered and not supported by adequate infrastructure, resulting in negative

impacts on the natural environment. This reduces the likelihood of sustainable tourism development.

- (3) The existing coastal regulatory plans are scattered along the coasts, without any regional framework guiding the location and density of development. The existing coastal regulatory plans allowed too much capacity for tourist accommodation in relation to future demands. If these development plans were realized, the coastal natural environment and landscapes could be destroyed. Moreover, given limited government budgets, it would be impossible to support these approved development plans with adequate infrastructure.
- (4) The coastal regulatory plans have been formulated mostly through private initiatives, usually by the promoter who came first. Such coastal regulatory plans failed to include adequate development plans to satisfy public interests, and there was little or no demarcation of the roles between public sector and private sector. Most of the plans do not reflect different groups' interests, especially the local communities'.
- (5) Some regulatory plans do not designate appropriately wide areas for tourism development. Moreover, they do not tend to take the linkage, coordination and harmony with adjacent planned areas into consideration.
- (6) Nature conservation systems are lacking for the MTZs, although there are coastal regulatory plans to protect mangroves and wetlands, according to the environmental law. As a result, in most regulatory plans most of the beautiful unspoiled headlands are to be used for resort housing and tourist facilities.
- (7) It is difficult for local people to participate in the tourism business in coastal areas. They do not have sufficient technical/financial capability to compete with foreign and Costa Rican investors in coastal tourism. Probably more essentially for local people, they do not have enough information on how to get access to the coastal lands for coastal tourism development, for example, through regulatory plans and the concession process.
- (8) There are communities located in and behind MTZ. These tend to be neglected in formulating regulatory plans, so that some of them are under threat of being displaced from the coastal areas by tourism development or simply by those who obtained concessions for land speculation.

22.3 OBJECTIVES

- (1) To promote tourism development in Tourism Centers according to the General Land Use Plan,
- (2) To ensure sustainable use of natural resources for tourism in and behind MTZs,

- (3) To support community-based tourism development in and behind MTZs,
- (4) To ensure the existing communities based in MTZ continue to have space to live in coastal areas,
- (5) To encourage a wider range of parties related to regional tourism development, such as national government agencies, municipalities, local communities, private companies, nature conservation NGOs, to effectively utilize the General Land Use Plan, and to seek sustainable development and conservation,
- (6) To strengthen coastal land use management by ICT and municipalities by means of a two-level planning system consisting of General Land Use Plan and Regulatory Plan.

22.4 BASIC STRATEGIES AND NECESSARY MEASURES

(1) Provision of Information concerning Coastal Tourism Development to Related People and Investors, and Guidance of Proper Development Locations by ICT and Municipalities

It is necessary for ICT to appoint an officer for each tourism planning unit for the purpose of closer cooperation with municipal governments, local tourism chambers and communities, and to assist municipal governments in land use management in MTZs and in the hinterlands of MTZs.

ICT, cooperating with municipalities, should give information to investors and developers based on the General Land Use Plans and the Regulatory Plans. They should promote tourism investment, and guide development into suitable locations. For this purpose, it is necessary for ICT, INVU and municipal governments to enforce the regulations to ensure that investors and developers consult with ICT, INVU and municipal governments to obtain guidance on development locations both s and hinterlands of MTZs.

(2) Promotion of Stakeholders Participation in the Planning Process and Establishment of a Land Use Monitoring System by Themselves

It would be effective to establish a Local Association for Sustainable Tourism Development for each Tourism Center, based on the stakeholder meetings which have been held in this study. ICT needs to help and encourage them to participate in the planning process of formulating new regulatory plans and reviewing existing regulatory plans. This association should also have the function of monitoring proper land use in MTZs, in order to maintain and improve the tourism area's amenities and environment. The association should consist of people and organizations related to coastal tourism development, such as local chambers of commerce, local communities, private companies, and nature conservation NGOs.

(3) Suspension of the Formulation and Approval Process of New Coastal Regulatory Plans

It is necessary to delay the start of the processes of formulating and approving new regulatory plans until the General Land Use Plan is established. The General Land Use Plan should specify the zones where tourism development can take place. The process of new coastal regulatory planning should only be started for these specified zones.

(4) Revision of Existing Coastal Regulatory Plans in Tourism Centers

ICT needs to review and revise the existing regulatory plans in Tourism Centers according to the General Land Use Plan. Land use guidelines and the priority for revision of existing regulatory plans should be specified for each Tourism Center in the General Land Use Plan.

(5) Formulation of New Regulatory Plans in Tourism Centers

According to the General Land Use Plan, ICT needs to take an initiative to defend public interests by formulating new regulatory plans in the areas that have not yet covered by the existing regulatory plans within the Tourism Centers. Land use guidelines for formulating new regulatory plans should be specified for each Tourism Center in the General Land Use Plan.

(6) Formulation of New Integrated Regulatory Plans in Tourism Centers

ICT needs to review the cluster of existing regulatory plans and formulate new integrated regulatory plans according to the General Land Use Plan, since some of the existing regulatory plans do not pay any attention to the regulatory plans adjacent to their areas. The land use guidelines for each Tourism Center recommend that several existing regulatory plans should be integrated and planned as one tourism area.

(7) Formulation of New ICT-INVU Regulatory Plans

The General Land Use Plan indicates the areas behind MTZ as the development areas in which expansion and accumulation of tourism facilities and other development should take place. This should be developed with appropriate urban functions. ICT needs to formulate regulatory plans for such areas in cooperation with INVU, in order to control the hinterland land use.

(8) Designation of New ICT Natural Areas in MTZ and the Natural Resource Management in the Areas

The General Land Use Plan designates “ICT-Municipality Natural Areas.” ICT/municipalities should not approve any new development in those areas and should at least protect the existing natural resources. However, existing houses and facilities could remain in the areas. In cases where regulatory plans already exist, ICT/municipalities need to revoke those plans or revise them according to the General Land Use Plan. Land use guidelines for ICT-Municipality Natural Area and the priority for revision of existing regulatory plans should be specified in the General Land Use Plan.

Furthermore, in order to legalize such land use regulations, ICT/municipality need to formulate regulatory plans, which designate land uses and provide guidelines/regulation for retaining or restoring nature for ICT-Municipality Natural Areas not only to include designation of protection areas, land use regulations, reforestation plans, natural resource utilization (tourist trails, turtle observation), but also to allow existing houses and facilities. The guidelines should provide information on and promote sustainable natural resource utilization in tourism.

(9) Reservation of Public Land in Tourism Centers for Community-Based Tourism Development

- a) ICT and Municipalities should reserve public land for community-based tourism development in planned areas when they revise the existing regulatory plans or formulate new regulatory plans. Municipalities should provide infrastructure, such as water supply, sewage/drainage facilities, public toilets, and develop public space with commercial facilities to attract tourists.
- b) ICT needs to support communities in the formulation of regulatory plans. The areas for which regulatory plans should be formulated with community initiatives are shown in the General Land Use Plan. Municipalities need to develop infrastructure for these areas.

(10) Land Normalization for Existing Local Communities in MTZ

The lands for existing local communities in/adjacent to MTZ have to be secured, in order not to be displaced by tourism developments. The areas for community settlement, public facilities and current economic activities, such as fishermen’s facilities, should be designated for special land allocation in General Land Use Plans and Regulatory Plans. Coordination and adjustment with stakeholders are necessary at the stage of formulation/revising regulatory plans. Alternative patterns of land provision for local communities in relation to tourism developments are shown in Figure 22.2.

(11) Formulation of a Regional Natural Conservation Plan by ICT and Nature Conservation NGOs

The General Land Use Plan should show the natural resource management strategies not only in MTZ but also in its hinterland, for example, establishment of Biological Corridors. It is difficult to control and manage land use on private land. It might therefore be necessary to give incentives, such as environmental service payments. This strategy could be implemented by means of a strong initiative by conservation NGOs, in cooperation with ICT, MINAE, and municipalities. They could prepare a Biological Corridor Plan and ask cooperation of landowners for this strategy.

Figure 22.1 Target Areas for the Basic Strategies for Review and Formulation of Regulatory Plans in Tourism Centers, Corcovado-Golfito

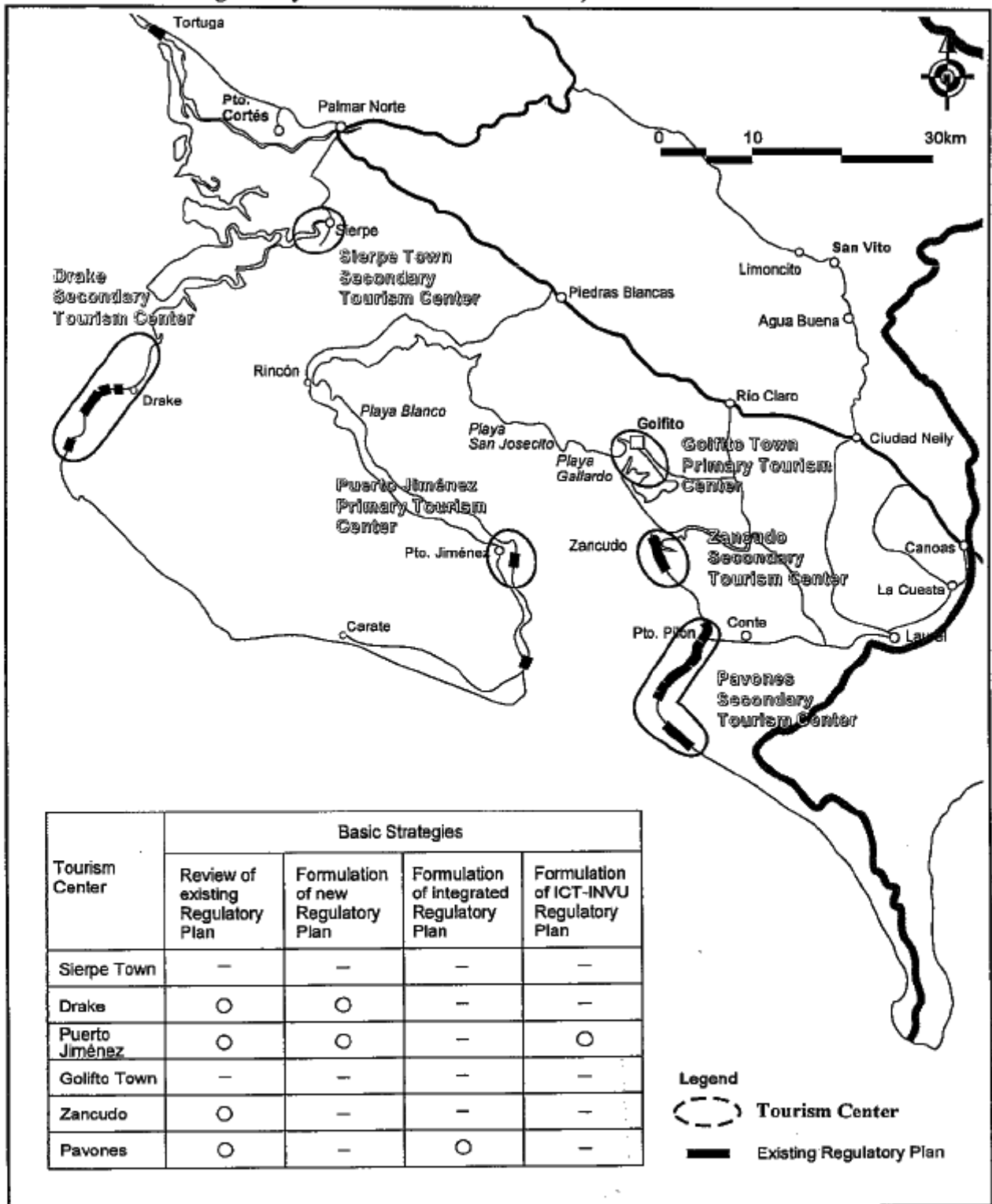
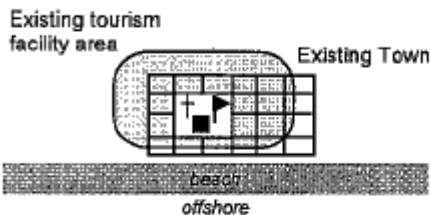
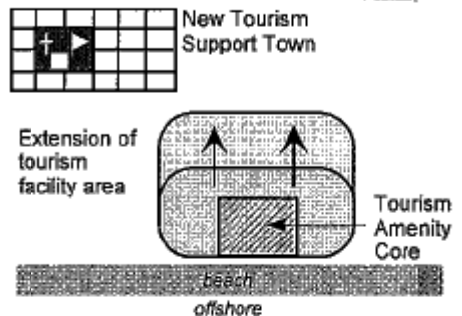

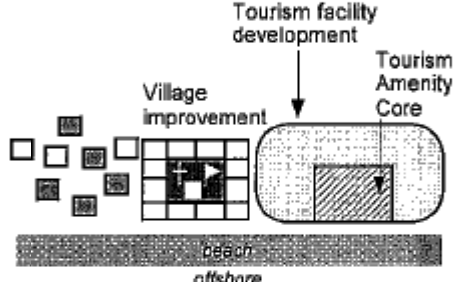

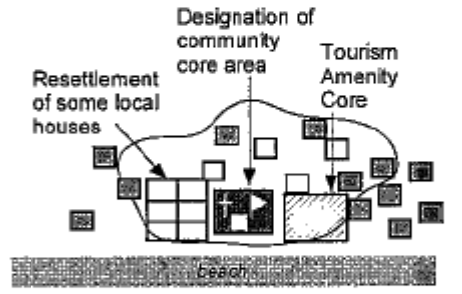

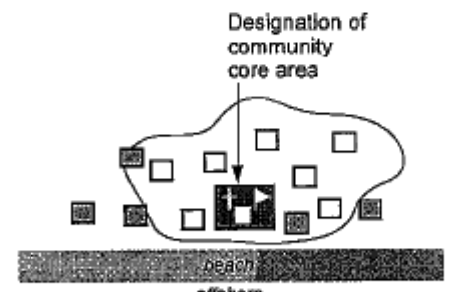


Table 22.1 Existing Regulatory Plans in Corcovado-Golfito

District	Code No.	Name of regulatory plan	Tourism Declaration		Regulatory plan Approved year				Approved Concession
			TZ	NTZ	ICT	INVU	Munici.	Note	
Pto. Cortés	CG-01	Boca Coronado			1996	1994	1996		-
Sierpe	CG-02	Punta Agujitas			1987	1989	-		-
	CG-03	Playa Caletas			1998	1998	2000		1
	CG-04	Punta San Jose			1997	1998	-		-
	CG-05	Punta San Josecito			1999	1998	1999		in process
Puerto Jiménez	CG-06	Playa Sombrero			1998	1997	1998		-
	CG-07	parcial de Playa Platanares			1999	1998	1998		-
	CG-08	Bahia Cocodrilo (Puerto Jimenez)			process of evaluation				-
Pavón	CG-09	Playa Zancudo			1997	-	-		-
	CG-10	Pavones Sector A			1999	-	-	ICT	-
	CG-11	Pavones (Q. Salea a Q. Mangle)			1996	1998	1998	ICT	-
	CG-12	entre Q. Mangle y Q. El Higo			1999	-	-		-
	CG-13	parcial de Pavones (Q. El Macho a Q. El Higo)			1998	1998	1998		-
	CG-14	Pavones Sector B			1999	-	-	ICT	-
	CG-15	Bahia Pavon (Rio Claro)			1999	-	-		-
	CG-16	Pavones Sector C			1999	-	-	ICT	-
	CG-17	entre Punta Banco y Q. Puna			process of evaluation			ICT	-
	CG-18	Playa Banco			1999	1999	-		-

Figure 22.2 Land Provision Patterns for Community Settlement in Relation to Tourism Development

	Existing condition	Future perspective
<p>Plan-A</p> <p>Extension of tourism facility area/ Development of tourism amenity core</p> <p>↓</p> <p>Town renewal/ development (Creation of support town)</p>	<p>Existing tourism facility area</p>  <p>Existing Town</p> <p>beach</p> <p>offshore</p>	 <p>New Tourism Support Town</p> <p>Extension of tourism facility area</p> <p>Tourism Amenity Core</p> <p>beach</p> <p>offshore</p>
<p>Plan-B</p> <p>Land allocation for tourism development and amenity core area</p> <p>↓</p> <p>Village Improvement/ Resettlement of some local houses</p>	<p>Village with community center (school, church, football field)</p>  <p>Tourism facilities</p> <p>beach</p> <p>offshore</p>	<p>Tourism facility development</p> <p>Village improvement</p>  <p>Tourism Amenity Core</p> <p>beach</p> <p>offshore</p>
<p>Plan-B</p> <p>Spontaneous tourism development/ Development of tourism amenity core area</p> <p>↓</p> <p>Land allocation for community core area/ Resettlement of some local houses</p>	<p>Village with community center (school, church, football field)</p>  <p>Tourism facilities</p> <p>beach</p> <p>offshore</p>	<p>Designation of community core area</p> <p>Resettlement of some local houses</p>  <p>Tourism Amenity Core</p> <p>beach</p> <p>offshore</p>
<p>Plan-C</p> <p>Spontaneous tourism development</p> <p>↓</p> <p>Land allocation for community core area</p>	<p>Village with community center (school, church, football field)</p>  <p>Tourism facilities</p> <p>beach</p> <p>offshore</p>	<p>Designation of community core area</p>  <p>beach</p> <p>offshore</p>