

3. TOURISM DEVELOPMENT MEASURES AT THE NATIONAL LEVEL

3.1. Measures for Social Development through Tourism

3.1.1. Introduction of Community Tourism

If it is agreed by communities and individuals, to avoid the objectification of indigenous peoples a possibility is developing “alternative tourism” formats that feature one-to-one interaction between hosts and guests, including overnight stays in private homes. Community Tourism in the context of Guatemalan tourism development opens a space for a direct cross-cultural interaction between locals and visitors where the formers have an opportunity to proudly demonstrate their day-to-day ways of life, their modes of production, their spirituality the natural beauties of their environs and other cultural manifestations. The later, in turn, have the opportunity to get a first hand experience to learn about how indigenous people live in Guatemala while having an enjoyable time.

(1) Social Considerations for Indigenous Peoples

a. Tourism advantage of cultural diversity

Guatemala is a multi-ethnic, multi-cultural and multi-lingual society. Around half of the almost 12 million people of the country belong to one of the 21 ethnic groups of Mayan origin, or to the minority groups Garifuna and Xinka. This ethnic diversity constitutes an important element of attractions that the country has to offer for tourism. In Guatemala the global trend to recognize the intrinsic value of indigenous cultures is also present, and due to the very significant cultural diversity of its population, it is a destination that can provide excellent opportunities for visitors to have an authentic tourism experience. Using its indigenous cultural elements Guatemala could become an important destination for the growing segment of ethnic tourism, and could also complement the wide variety of natural resources to build a strong tourism destination based on an appealing mixture of attractions.

A tourism industry based on the unique cultural features of a destination gives an important practical reason to conserve cultural diversity. In this sense it is important to develop a strategy to rediscover, recover and reinforce local traditional cultures.

Ethnic identity

To talk about cultural diversity and ethnic identity first of all, it is important to understand that culture is a set of values, rules and customs that regulates interpersonal relations and gives meaning to life to people. Culture is not static; it changes in an evolutionary process through knowledge accumulation and exchange practices with other peoples.

The human need of safety causes develop personal ties and solidarity. The satisfaction of that need is a primary function of a community. In turn, community cohesiveness is attributed to integrative forces emerged from sharing a common cultural background, and community solidarity is promoted by feeling of belonging and self-identity that provides

emotional safety. The tools to create a sense of belonging from the perspective of ethnic identity are mostly language, dress, and ritual.

The constant interaction between peoples of different ethnic backgrounds necessarily modifies local people's culture and identity (as do other events that are consequences of the new global order). A well-developed tourism strategy aims at reducing negative impacts that such interaction could bring and enhance its positive effects for the satisfaction of a human need for identity.

Authenticity in tourist experiences

Authenticity is recognized in tourism literatures as an important factor for the satisfaction of tourists, especially in the context of ethnic tourism. The concept of authenticity refers to what is genuine or unadulterated. In terms of tourism it is defined as a desire and actively pursued experience by tourists, which is perceived to reflect or give access to the true and unadulterated nature of everyday life in the destination.

In an effort to attract tourists and/or to protect their privacy, local communities involved in tourism develop adaptations of local rituals or cultural activities prepared specifically for tourists. This artificially built environments are said to be stage authenticity. This designation is based on the terms 'front stage', where hosts and guests (locals and tourists) interact, and 'back stage', the place where the local people live, relax and prepare.

For practical purposes, in the context of the tourist industry, authenticity is seen as a *measure of tourists' perception, and their perception of authenticity is affected by his/her expectations*. Each type of tourist is seeking 'authentic' experiences in different degrees, and has different criteria of authenticity.

Authenticity is socially constructed and therefore it is negotiable. Only local people, the creators of the cultural product determine what is authentic. If an object, event or performance is a consequence or concords with the set of attitudes, beliefs, and values of the local population, it has cultural meaning and hence is an authentic production. Similarly a culturally meaningful object or experience does not need to be in its original or "authentic" cultural context because the object becomes newly, traditionally meaningful. Only a literal, backward-looking sense of authenticity (one no group would willingly apply to itself, only to others) could deny this emergent reality".

According to the characteristics of each community and their interest in sharing their culture to build a tourism industry it is important to determine in what degree community members want to establish boundaries and stages to protect their privacy and give the tourists a "taste" of their culture or allow them to enter to their culture in a more direct way.

Ethnic tourism

Ethnic or indigenous tourism refers to a real-life exposure of traditional cultures marketed to the public in terms of the quaint customs of indigenous and often exotic peoples which can include visits to native homes and villages, observation of dances and ceremonies, and shopping for primitive wares or curios. It takes place when the tourist is motivated by the search for firsthand, authentic and sometimes intimate contact with people whose ethnic and/or cultural background is different from the tourist.

It is often difficult to separate ethnic tourism from the landscape on which it occurs because of the dependence of most indigenous groups on their natural environment. In this sense ethnic tourism is situated between culture and nature tourism and what motivates tourists to look for indigenous peoples in their travels is in some cases a search for interaction with nature since their view is that nature in the "raw" is nice but somewhat boring because there is no dialogue; nature is unresponsive even when threatened by capture on film or violation by campfire. They find that another way to get close to Nature's bosom is through her children, the people of Nature, once labeled Peasant and Primitive peoples and considered creatures of instinct. Interaction with them is possible and their naturalness and simplicity exemplifies all that is good in Nature herself.

This dual interest of nature and culture is present in different degrees in tourists, and the different regions of Guatemala can combine these elements to attract different market segments and to complement each other. For instance, Peten has the potential to attract those with a stronger interest in nature per se and ancient indigenous cultures; the Highlands should target visitors whose main interest is in indigenous cultures, and an equitable combination of both elements is an option for Las Verapaces.

b. Positive and negative potential tourism effects

Tourism can produce both positive and negative effects in the community. Before considering the development of tourism in a particular community an assessment of the potential impacts should be made. In communities with poor economic conditions often tourism is seen as the panacea to solve all problems. These communities should be advised about the negative impacts that tourism could bring before they rush to get a share of the tourism market.

A destination community should have the control of the tourist activity to be able to ensure their own benefit. Projects imposed without consultations with traditional decision-making institutions based on debate and consensus may bring dissension. Communities can increase their degree of control through:

- Co-management schemes
- Local Tourism Committees with wide representation of traditional and formal authorities

- Development of a strong local private sector with indigenous enterprises and joint ventures (indigenous – non-indigenous).

Local economic issues

The economic impacts of tourism on a particular community should be assessed in terms of revenue generated directly and indirectly, and the induced effects as spin-off effects accrued to the regional economy. The direct economic benefits refer to the income generated by the expenditures of tourists in the local economy. Indirect revenue is that generated by the sale of goods and services to the tourist industry and not directly to tourists. Finally the induced revenue is that generated by the multiplier effect of the direct and indirect revenues.

Although tourism usually increases monetary circulation in communities, measuring net economic benefit is not as straight forward especially in communities that rely on the subsistence economy. To accurately measure the net economic benefit it is necessary to consider the costs of opportunity in which communities incur when they apply resources to the development of an economic sector as opposed to another. For instance, if someone has to abandon subsistence activities to work for a wage in the tourism industry, how much of the money that he earns will this person have to spend in acquiring the supplies that used to be cultivated, fished, gathered or hunted?

Also, all economies based in one single industry tend to be vulnerable to the fluctuation of that economy. In a country like Guatemala it is especially dangerous to rely on tourism at this stage since the instability of the country itself can easily affect the desire of tourists to visit the country. In this sense it is important to develop tourism in such a way that traditional activities are not abandoned. The development of tourism should be complementary and for that reason is important to analyze agricultural seasonality in terms of activities realized throughout the year, week and day.

Socio-cultural issues

Cultural dependency vs. cultural involution

In terms of cultural impacts of tourism, a continuum between a positive impact pole represented by “Cultural Involution” and a negative extreme represented by “Cultural Dependency” exists. Mechanism should be developed to strive for rediscovering and reinforcing local cultures and strengthening identity.

Cultural Dependency refers to a situation where the development of attitudes, beliefs and values which give order and meaning to a society and which provide the underlying assumptions and rules which govern its members’ social behavior is so conditioned by and so reflects the expansion of an external culture that there is a dominant/subordinate relationship between the cultural center (i.e., the foreign metropolis) and the cultural periphery (i.e., the dependent country). A regimen of monoculture is imposed by metropolitan centers such as developed countries and local elites on the entire population of a region. In part it is created by a mistaken understanding of tourist needs and an effort

to attract tourists to a destination by locals and the tourist industry, combined with an erroneous perception of the destination by tourists that impose their norms, values and ideology in the destination. The entire lifestyle of foreigners becomes widely accepted by locals as the model to be emulated, losing their culture and identity without being able to obtain the 'artificial' lifestyle of tourists.

Cultural involution, on the other hand is a process of rediscovery, recovery and strengthening of traditional cultural values that can be initiated and reinforced by tourism development. The fact that people from near and far come to admire local cultural manifestations reinforce cultural pride and identity. The added income generated by tourism then is reinvested on the embellishment of cultural manifestations.

In order to attain cultural involution it is necessary that local people have an important degree of control over the development of the tourism activity. In terms of sacred places they should be able control the tourism flow or at the very least to establish conduct codes for its exploitation by tourist and the tourism industry.

The development of mass tourism has the potential of developing cultural dependency due to the overriding of locals by a large numbers of tourists that require and even compel certain behaviors by locals. Alternative tourism, in the other hand allows a more candid relationship between hosts and guests that provokes cross-cultural interaction and cultural exchange instead of cultural domination.

Cross-cultural relations

Identity is reconstructed and recreated in and through cultural practices that are not part of a static inventory with fixed meanings but elements of an ongoing dialogue responsive to the demands of both past and present. The term *recreated ethnicity* refers to ethnic identities emerged in response to tourist pressures. It is argued that in an effort to attract and entertain "ethnically different others" some groups maintain and preserve their ethnic forms. Those groups 'reconstruct' their ethnicity by using their former colourful ways as commodities to sell and as rhetorical weapons to deal with each other. At this point, ethnicity becomes a symbolic expression to be used in-group relations.

As stated above, cultures are not static, they are in constant change and hence authentic traditions are being created constantly. In this sense there is 'emergent authenticity' when a cultural product judged as contrived or inauthentic becomes generally recognised as authentic in the course of time. Through the socialization process, culture is reproduced within a society and between generations, and it is shaped by the interrelation of internal tradition with external influences. Contact between groups modifies their cultures by absorbing, rejecting, and comparing practices. The adoption of materials, techniques and/or other cultural characteristics from different cultures is often seen by the adopter as a process of change rather than as a loss of 'tradition'. The productions that emerge from this "mixture" of cultures can be seen as having what is called "hybrid authenticity". In this sense the development of art crafts with new uses, designs and materials is a valid

and necessary measure for the adaptation of local cultures to a new social and economic reality without affecting negatively its cultural milieu.

Developing domestic tourism can contribute in an important way to strengthen national identity, respect for ethnical plurality, and promote value and knowledge of national heritage as well as reinforce education, horizontal integration, and income distribution.

Zoning

In order to have a better wealth distribution it is important to spread out tourists throughout different regions, towns and within communities. However not all communities may want to develop tourism, and even communities eager to develop tourism will need some privacy specially in residential areas.

In these terms it is necessary to establish a zoning system for each tourism destination or community in which sites and areas are categorized in terms of patterns and types of visitor use. At least three basic zone categories should be established through community participatory processes:

- A core tourist area where most tourist services are concentrated such as accommodation facilities, restaurants, bars, souvenir shops, galleries and a visitor center. This zone could be set at a central location such as the main plaza.
- A buffer zone where some tourism activity is encouraged can have a wider distribution as a mechanism for income distribution. The type of facilities and attractions appropriate for this zone are workshops for demonstration and sale of crafts, home accommodations, local food restaurants and other facilities that can serve tourists and locals alike.
- Finally an "out of bound" area where tourists incursion should be discourage should be developed to protect locals privacy.

In order to maintain tourist in designated areas the establishment of "staged activities" may be necessary.

A framework for planning and managing recreational opportunities should include access, other non-recreational resource uses, on-site management, social interaction, acceptability of visitor impacts, and acceptable level of regimentation.

Model cultures

Developing "alternative tourism" formats that feature one-to-one interaction between hosts and guests, including overnight stays in private homes will be appealing for specific market segments with special interests. For taking advantage of a larger market of general interest tourists Model Culture Centers are an appropriate strategy. A Model Culture Center is a space where traditional current and ancient ways of life are simulated. It consists on a recreation of traditional villages where actors, preferably of the ethnic group represented simulate their traditional ways of life, their dances, rituals, ceremonies and

other cultural manifestations. The creation of a center in a central location will work as a gateway to Guatemala's cultural diversity and will invite people interested on cross-cultural relations to visit different regions of the country. On the other hand it will be a learning and entertaining experience for general interest tourists that should come out of the center with a general idea of the cultural richness of Guatemala with certain understanding of the main issues that make this such a special country. The support of universities, private and public sectors, and the community at large is necessary to create a truthful and interesting representation of the country's current and historical heritage. It should also be designed to give a better understanding of themselves to all Guatemalans and to recover traditional cultural manifestations. The benefits of developing a Model Culture are:

- Help in the rediscovery and reinforcement of identity
- Function as cultural research center
- Create Jobs for ethnic minorities
- Be a gateway to the region providing interpretation and induction

Induction program

To find appropriate forms of tourism development according to the characteristics of destination areas, policies are not enough; sustainable tourism is also about how tourists and tourism operators actually behave and function in relation to the utilization of natural and cultural resources.

When a steady flow of tourists is established in a community, tourists become part of the community, and locals' behavior will be influenced by visitors' behavior. According to the Symbolic Interactionism approach people behave towards things according to the meaning that those things have for them, and the meaning of things is modified according to how others behave in relation to the behavior of people towards the thing that is being interpreted. In other words, the meaning that local cultural manifestations have for local people will be modified in accordance to the behavior of tourist in the community. For instance, if tourists act respectfully when they are observing a religious ceremony, the performers will feel proud of the ceremony and the significance of that ceremony will be strengthened. On the other hand, if tourists act disrespectfully while they are watching local people perform a ceremony, the act not only will cause irritation for locals, but also the ceremony will tend to lose its value for them. Constant interaction of hosts and guests will shape the community.

In general terms, to minimize negative cultural impacts it is necessary to develop an induction program for visitors. The program should include activities that create general awareness of the cultural sensibility of indigenous Guatemalans at the main entrance points to the country and in the major tourism distribution centers such as Guatemala City

and Antigua. The program should also include regional induction at regional centers such as Quetzaltenango, Coban, Flores and Panajachel. And finally it should include specific information and rules of behavior for indigenous communities where tourists are likely to arrive and especially in communities where tourism is part of the development strategy. For organized tours international, national and local tour operators should be responsible for creating awareness on the importance of cultural sensitivity, for which a training program for operators and guides should be developed. Other sectors of the tourism industry such as hotels and other services should also be involved in this important aspect since the management of tourism in terms of their cultural impact is determinant for the sustainability of the industry as a whole. Table 3.1 offers a summary of the objectives and activities of each level of the program.

Table 3.1 Objectives and activities of the Induction program

Level	Objective	Activities
National	Create an awareness of Guatemala's cultural diversity and sensibility of Indigenous cultures before tourism pressures	<ul style="list-style-type: none"> • Literature in tourist guides • Brochures distributed at entrance points • Videos at waiting points • Interpretive centers, museums, exhibitions
Regional	Create an understanding of the most important features of regional indigenous cultures and some general rules of behavior in the area stressing the situation in the most important indigenous communities in terms of tourism attractiveness	<ul style="list-style-type: none"> • Literature in tourist guides • Brochures for the region and specific communities • Information boards • Lectures and talks • Brief talks in tourism attractions or events • Interpretive centers, museums, exhibitions
Local	Inform tourists about specific behavior and protocol that should be kept at each indigenous community	<ul style="list-style-type: none"> • Information boards • Include basic information in any advertisement of the community • Oral information in visitor center where available • Interpretive centers, museums, exhibitions

Source: JICA Study Team

Beside induction for tourists and training for tourist operators in how to behave with indigenous peoples, awareness programs for indigenous people on tourists, their needs and wants and potential positive and negative impacts of tourism should be put in place in order to develop a sense of hospitality. The primary consideration for tourism development should be the well being of the communities for which the sense of hospitality should be an adaptation of the traditional hosting practices and not the imposition of Western values. For more information see section 4.4.6 on Development of Good Host Sense among Rural Communities.

Interpretation

Interpretation programs help tourists to understand local culture and create local identity and pride for indigenous people. The lack of interpretation, on the other may create misunderstanding and therefore conflicts between the two interacting cultures. Also, interpretation of historical, cultural and even natural attractions often is the difference between tourism satisfaction and boredom because the appeal of many cultural and

natural features is their context and their local and global significance. In Guatemala museums, archaeological sites, natural areas that function as tourist attractions and even local cultural manifestations lack of appropriate interpretation. It is necessary to develop comprehensive programs in nearly all tourist sites including printed material, audio guides, information boards and guided tours. Due to the characteristics of tourism in Guatemala it is important to offer interpretation in several languages including Spanish, English and the Mayan Language spoken at the site. The use of the local language is important to create awareness in tourists that they are in a region with a living unique culture; it also helps on the development and strengthening of local identity.

Environmental issues

Guatemalan indigenous societies have a very strong link between culture and the land impacts to one automatically entails impacts to the other. In these terms it is important to establish land management and nature conservation programs with full participation of local communities. For more information in this topic please refer to the section 4.3 on Nature Tourism Development.

c. Community involvement in tourism

The level of contact that Indigenous people are willing to have with tourists may vary according to cultural and personal attributes. There is a wide spectrum of opportunities to obtain economic benefits from tourism for Indigenous people depending on the level of contact that they are willing to have with tourists:

- Full involvement: Direct physical interface between host and guests with direct economic linkage
- Partial involvement: Direct economic linkage but not direct physical interaction
- Indirect involvement: Indirect economic linkage and no physical interface needed, through development of vertical productive integration

Schemes to take advantage of these possibilities need to be developed. In this terms tourism development should consider the creation of opportunities in all five possible economic benefits alternatives of tourism for Indigenous people:

Employment

Refers to the direct waged employment in an enterprise. Employment opportunities exist in the tourism industry for indigenous peoples but in many cases they lack of specialized skills and training should be provided. It is recommended to develop programs to hire local people whenever possible and to build up their capacity through apprenticeship programs so they can access to better paid jobs. This option can offer opportunities at the three levels of involvement

Enterprises

Investment on tourism enterprises allows indigenous people to attain economic benefits from tourism without necessarily have physical interaction with tourists. However poverty in the region allows for few opportunities in this sense. Enterprise development still possible through joint ventures where people from outside the community can invest and give managerial support while indigenous people, who have the knowledge of the area and traditions, can give service to tourists.

Production/sale of art crafts

Production and sale of art crafts has the advantage that it does not only involves direct interaction with tourists or even the arrival of tourists to the production community, but producers can have economic benefit from tourists in a direct or indirect way by selling their crafts to tourists or to restaurants or other service providers.

Production and commerce of art crafts (portable arts) are an important part of ethnic tourism and of economic benefits for indigenous peoples; support is needed in to develop four categories of crafts:

- Functional fine arts, with contemporary cultural and social significance for locals
- Commercial fine arts, made for sale to special audience of connoisseurs
- Souvenir arts, made for sale to a wider audience
- Assimilated fine arts, hybrids of traditional and visitor's arts.

Sale of guided tours and ritual culture

For necessity cultural tours and tourism participation in rituals require a strong interaction between hosts and guests. The development of cultural tours could be successfully implemented in communities where enterprises are centered on an individuals or family groups and are maintained as a small-scale operation. In this way there is a wide income distribution with controlled cultural impact for the community.

In the case of tourists participation in rituals it is important in the first place to obtain a total support from the community and all local participants to allow the involvement of visitors in the ceremony. Secondly, an induction should be given to visitors before they participate in ceremonies either if they are charged a fee to assist or if it is a local ceremony that does not require them to pay.

In case of private ceremonies where locals restrict the participation of outsiders it would be recommended, if the community agrees, to prepare staged ceremonies, rituals, dances or other types of activities specifically for tourists. Through staged presentations tourists can have an approximation to the local culture without tampering with meaningful, sometime sacred activities. In the case that this type of performances are developed the tourists should be aware that they are observing or participating in a simulation and not

the real ceremony, otherwise the disappointment of finding out that they were fooled would have a very negative effect on their satisfaction.

Lease or sale of resources

Providing resources for the tourism industry through commercialization or lease does not require direct interaction with tourists. Individuals or communities that own attractions such as natural beauties but do not want to have a direct interaction with tourists or do not have the knowledge, skills or resources to develop tourism in the area could lease their land to local or external entrepreneurs. For some communities, charging a right of passage to access a tourism attraction is a valid way to take advantage of their geographical location with little interaction with tourists.

One of the most important potentialities of tourism development is the integration of productive chains. This refers to the local production of supplies required by the tourism industry. Producing necessary goods and services for hotels, restaurants and other tourism services works as an economic multiplier in the community. Furthermore, it reduces transportation costs for tourist service business and productive integration itself can be use as an attraction, since many environmentally and culturally aware travelers seek destinations with these characteristics.

National and regional campaigns to use local resources and programs to support productive integration are a requirement to achieve the full potentiality of tourism development.

d. Destination image

Giving the appropriate image on the destination can be beneficial for much more important and profound issues than tourism. There are three main elements necessary for people to obtain a full understanding of the unique sense of a specific place:

- *The physical and cultural attributes of a setting;*
- *The activities performed in a setting; and*
- *The conceptions people carried to a setting.*

In this section the third element is approached because part of tourist satisfaction depends on the confirmation of the image that they had previous to the arrival, about that destination; they also behave in the destination according to that image, which in turn affects the destination. The image that tourists have about a destination is in many cases influenced in an important way by tourism promotional material. In an effort to satisfy tourists because of its economic potential, local people start to adopt the characteristics that visitors come to see and playing parallel roles that finally confuse and affect their identity. In this sense guidelines for tourism promotion in accordance with the reality of the destination and based on the vision of tourism development and of the country as a whole.

The community has to decide what is that they want to share about their culture and how they want to do it. Once this is agreed upon, then an appropriate market segment has to be selected and a consequent marketing strategy developed.

Promotion strategies and messages will have an impact in the participant communities so marketing strategies should also be considered as an instrument to promote identity, sense of pride and awareness of environmental issues for both, tourists and for locals.

Key to reduce negative cultural impacts while strengthening local identity is to present a truthful image of the reality that the country and particular communities live, emphasizing the characteristics that are object of pride for the community in their own terms. Cultural evolution occurs within the relationship between the poles of existence of any cultural context. At one extreme is the *actuality* of everyday life, 'the way we are now'; while the other end is the perceived *potentiality* of 'the way we might be'. As long as people attempt to realize in the *actuality* what can only be a *potentiality*, culture is a continuous process. The everyday life can never attain the idealized features of a representation since representation is an expression of the potentiality. Nevertheless an adequate image of the destination developed by tourism promotion with foundation on the *actuality* of the destination but that evokes the *potentiality* of the local culture as locals want to be perceived, can help locals to strive for a better future in their own terms.

Promotion strategies of the site should consider two kinds of values:

Table 3.2 Promotion strategy for communities

	Contents of message	Expected results
Product values	<ul style="list-style-type: none"> • Inherent attractiveness of main and alternative attractions • Current conditions of environment • Accessibility, infrastructure and services • On site activities • Self conception of community identity 	<ul style="list-style-type: none"> • Motivate tourists to visit the site • Create awareness of value of natural and cultural assets
Community values	<ul style="list-style-type: none"> • Community's commitment to environment conservation and social development • Community's commitment to tourist security, attention and interaction 	<ul style="list-style-type: none"> • Creates a good will image, reinforcing credibility and security image • Confirms social and environmental commitment as well as hospitality in communities

Source: JICA Study Team

The most important thing to keep in mind in terms of the destination image is that marketing and promotion could largely affect cultural and social development of the destination.

e. Marketing and market segmentation

Segmenting the market and focus on appropriate market segments according to the type of tourism development wanted in the region is key to the success of sustainable tourism. In Guatemala, for communities with strong traditional lifestyles the focus should be on tourists that are looking for an authentic cross-cultural experience as opposed the more playful recreational type which will be more appropriate for other areas of the country

such areas that base their tourism develop in nature or adventure. For this type of tourists Model Cultures can be an important complement of their experience. Diversionary tourism segments are only adequate in Guatemala for resorts mainly in the coastal areas.

Mechanisms to avoid the promotion of attractions that do not want to be shared by the local community should be put in place. If locals feel that tourists are invading their privacy and being disrespectful of their values and believes the irritation levels will grow to a point when they will openly express their antagonism to tourism development and an industry built through long time and hard work could decline rapidly.

Analyses of tourism market throughout the world show that among the new values and lifestyle of tourists, many people are interested and appreciate healthy environments and recognize the importance of cultural diversity in potential destinations. Although these tendencies not necessarily have affected all tourism market segments there the number of tourist who require authenticity and singularity of local culture, as well as environmental health of destinations is increasing. Focusing in these segments will have a positive impact on Guatemala as a destination and as a country. The selection of segments with environmental and social consciences should be a central topic in the marketing strategies throughout the country to reinforce conservation programs. The type of services developed in a destination will determine the type of tourists that will arrive, but also the type of tourists attracted to a location will determine the services profile and hence tourism's impacts, so selecting adequate market segment should be one of the most important issues for the marketing programs of the country, regions and communities.

f. Social approach to tourism strategies

In summary, there are six requirements that all tourism strategies should take into consideration in terms of their contribution to the social well being of indigenous and rural communities in general:

- Minimization of negative effects to the environment and local people
- Increase of awareness and understanding of the cultural systems and subsequent issues that affect it.
- Contribution to the conservation and management of natural and cultural resources
- Maximization of the early and long-term participation of local people in the decision-making process that determines the kind and amount of tourism that should occur
- Direction of economic and other benefits to local people, which complement rather than overwhelm or replace traditional practices
- Provision of special opportunities for local people to also utilize natural areas and cultural resources and learn more about the wonders that other visitors come to see and use.

(2) The concept of Community Tourism

Community Tourism is a planning tool to merge views of sustainability and development. The concept is an approach to cultural-historical conservation assuming the function of development, research, conservation and exhibition, involving a coherent grouping of natural and cultural elements that are representative of the lifestyle of work and existence of the people within it. It is the presentation of local culture emphasizing people and activity rather than objects. The philosophy of this presentation is the holistic worldview of the native way of life, including production methods, social interaction, spirituality and ceremony.

Tourism, as a mechanism for wealth distribution is the economic engine of Community Tourism. One of the main objectives of introducing Community Tourism is to attain economic development, and therefore that community will unavoidably change including its cultural milieu. In this sense, cultural conservation does not mean stopping its progression, but the maintenance of its natural evolution based on sound cultural foundations and according to the wants and needs of the local population.

Besides an instrument of development, Community Tourism is a didactic instrument, designed to build heritage awareness, not only for visitors but also for and by, the community. It is a vibrant contemporary community of permanent residents and a consistent set of elements which define the changing cultural history and natural environment of a specific area. Through a Community Tourism approach, rural and indigenous cultures can be reclaimed and encouraged to adapt to contemporary ways of life while they remain rooted in their own heritage, and serve as a reference point to social evolutionary trends particularly at this critical moment. In these terms, areas with a significant historical culture will be visible and interpreted to local and regional inhabitants to strengthen their own identity, and to visitors in order to promote understanding between cultures, while creating opportunities for development.

(3) Organizational structure and operations

The guidelines presented in this section are general directions of the elements that Community Tourism should contain and how it should operate; however these guiding principles should be adapted to each particular case taking into consideration the specific characteristics of the community and the vision of its members.

a. Community selection

The basic characteristics for selecting a community to introduce Community Tourism are:

- Tourist attractiveness and potential,
- Community will, and
- Community organization

For assessing community's tourism potential and specifically its capability for Community Tourism, understanding the four elements in indigenous settings explained in the previous section (Habitat, Heritage, History and Production) is especially important. The understanding of these elements firstly will set the standards for a culturally appropriate tourism development; then, it will help on the lay out and build up of the community's tourism attractions. Accessibility from Tourism Centers and basic public services for tourists are necessary to develop Community Tourism.

As it has been mentioned before, indigenous peoples should have the right to select the type and speed of development of their communities. In this sense the most important element to develop Community Tourism is to have the consent of the community as a whole. If the community does not fully understand exactly the implications of introducing Community Tourism, it is doomed to failure. Although this scheme is designed to bring economic development to the community with a wide spread of income and to provoke understanding between different ethnic groups and cultures, some potentially negative implications of developing Community Tourism that communities have to take into consideration before starting the development process are:

- There will be a constant flow of tourists to the community
- Tourists will be wandering around the community observing locals and sometimes intruding in their homes, workplaces and life in general.
- Community members directly involved in Satellite attractions will have to commit to be available for tourists many days and hours.
- Community member will have to interact with tourists and answer to their sometimes tedious and repetitive questions

In order for Community Tourism to work properly, a strong community union and organization is a requirement. The community will be seen as a somewhat homogeneous unity and for its functioning it will have to work as such.

Community Tourism development in communities with strong indigenous traditions have an increased viability because of the gradually growing world trends to recognize the value of indigenous cultures *per se*. They can function as mechanisms for tradition rediscovery and identity strengthening in part due to their potential to create for indigenous people a feeling of pride induced by visitors when they come to experience and admired their cultural manifestations.

b. Management structure

Although the help and participation of NGOs, Research Institutions and Governmental Institutions is important for developing and running Community Tourism, its management should be primarily communitarian based in the traditional power structure of each particular community.

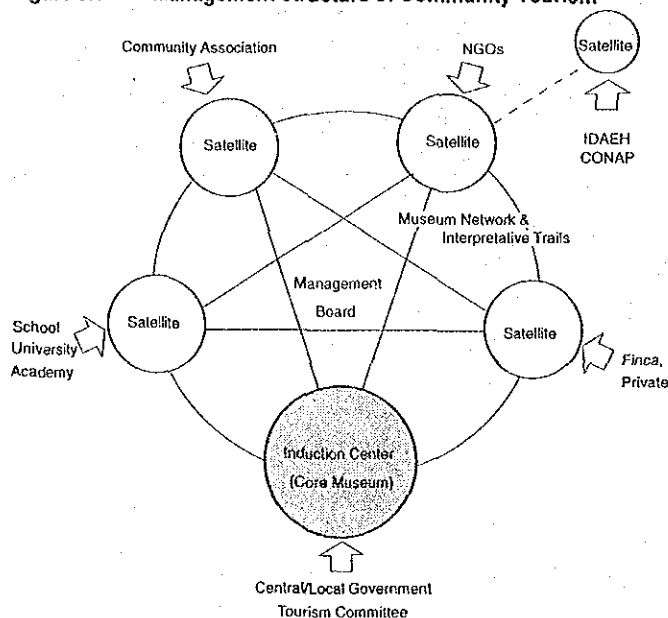
The main elements of the management structure for Community Tourism are:

- A Management Board
- A Board of Satellite Representatives
- A Resource Person
- Established Development and Management Guidelines

A management board integrated by community leaders should take the responsibility to establish guidelines for the development and management. An already established committee such as the *Local Tourism Committees* is an ideal entity as a core for managing Community Tourism, if it involves the participation of traditional authorities. The main mandate of this group should be to look for the wellbeing of the community as a whole by adapting the Community Tourism to community's wishes, and not by re-shaping the community for tourists' demands.

A second and separate group should be formed by representatives of each and all the satellites. This group will look for the interests of all its members and should have representation on the management board.

Figure 3.1 Management structure of Community Tourism



Source: JICA Study Team

The involvement of a resource person with a profound knowledge of the community dynamics, its layout, customs, historical background, oral history, myths, legends, and traditions is a primary necessity for facilitating the Community Tourism development. This individual should also be respected among the community and have its support. Understanding of tourism and tourists' needs is also an important characteristic of the

resource person, but this knowledge could be supplemented by other members of the management board.

The resource person should keep constant communication with the community to evaluate its members' needs and wants and work as a link with the board to help develop the elements of Community Tourism accordingly.

If the community limits its presentation and interpretation from a historical viewpoint it may be perceived that native people do not want change, and although there might be an element of truth to this idea, since a definite conservation ethic does exist in all cultures, *in general there is also a need for continuity and evolution in every culture, otherwise the accumulation of knowledge that is the essence of culture would be lost, and each generation would have to start afresh.* In this sense, adaptation to changing social and natural environmental conditions is a characteristic of Community Tourism. Modifications to the organizational structure should go hand-in-hand with modifications to the elements of Community Tourism.

c. Resource management

The funds for developing an Induction Center, signaling, basic infrastructure, printed material, promotion and starting operations should come from government subsidies as well as from the support of *institutional and private donations or loans to the community.* In order to make a sustainable operation Community Tourism should operate from the income obtained through the sale of guided tours and printed information including maps; souvenir and refreshment could also be sold at the Induction Center. Printed information could also include paid advertisement from the different satellites. The income obtained through these means should be applied to the maintenance of the Induction Center and the Interpretive Trail as well as for natural and cultural resource conservation. Part of the budget should also be applied to the promotion of Community Tourism; for this purpose the different business and satellites should give a contribution.

(4) Elements of Community Tourism

Community Tourism has basically three elements: a) an Induction Center that is the starting and gathering point where information about the community should be provided to tourists, b) several Satellites that are the stations or attractions, and c) one or more Interpretative Trails that links the different satellites.

a. Induction Center

The induction center is the gateway to the community. It is the main gathering place and starting point of the visit. Its primary function is to introduce the visitors to the community and to establish behavioral rules for visitors while they are in the community, but it also should perform other important functions: 1) control tourist flow, 2) present a preview of what the Community Tourism site features, and offer tourist information and assistance, and 3) offer tourist services such as washrooms, souvenirs and refreshments.

Induction program

As it was extensively explained in the previous section, an induction program that establishes tourist behavior rules for visitors is important to minimize negative impacts in the community. The specific rules that must be followed in the particular community should be developed by consensus by community members prior to the establishment of Community Tourism. They should include areas where tourists can access and cultural manifestations that tourists can observe or participate in, as well as specific “dos” and “don’ts” in each particular area and each particular cultural activity.

These rules should be made known to visitors before they enter the community, and the ideal place to do it is in the Induction Center, since it is the first point that tourists will touch in their visit to the community.

Community zoning and tourist flows

During the planning stage of Community Tourism development, the three basic zoning categories need to be established in the community:

- A core tourist area,
- A buffer zone, and
- An “out of bound” area.

Although the concept of Community Tourism involves the entire community, areas of tourism concentration and areas for private community life are likely to develop. In this sense, community members have to be proactive in determine which are the areas that they are interested in sharing with visitors and which areas should be secured for their own. Since conflict of interests of economic benefit vs. privacy will likely exist between community members, intensive public consultation with participatory methods should be carried out.

Some kind of “time zoning” could also be developed if the community decides it is necessary. In this sense tourists could be discourage to assist to the community in determined days of the week, special festivity days or at certain hours, maybe at night. In this aspect will rely the possibility to establish some kind of local accommodations or refrain from doing it.

To reduce negative impacts in the community it is necessary to manage tourist flows. Establishing guidelines for number of tourists admitted in the community at any one time depending on its physical extension and number of satellites is important. The community, through the management board should also determine the maximum group size that can start the route simultaneously. In other cases of sustainable tourism development a maximum group size of around 10 persons has proven to adequate for reducing tourist negative impacts. Personnel at the Induction Center will be in charge of

controlling this flow by breaking large groups in smaller ones, assigning different interpretation trails if available and spacing the time when groups start the route.

Information and interpretation

The Induction Center is also a community visitor center, and as such one of its primary functions is to give tourist information about recreational and educational possibilities in the community. They should try to encourage visitors to go to as many satellites as possible and participate in specific activities for tourists. As mentioned in the previous center, interpretation gives significance to attractions and therefore it is another vital function of the Induction Center. Through explicative brochures and talks personnel should explain what are the most important features of the community and of the way of life of its inhabitants.

Maps, models and videos are some of the instruments that can be used at the Induction Center, while written materials, guided tours and even audio tours are some of the tools that can be provided at the Induction Center for tourists to have a more meaningful visit. The provision of this service is a major difference between the ordinary community and the one introduced Community Tourism.

Tourist services

The Induction Center should be situated at an accessible location near the main entrance of the community and must encompass the following basic facilities to be able to fulfill its functions in an optimal manner: a) parking lot, b) counter for tourist information, c) map or model of the community featuring all satellites, d) souvenir and refreshment shop, e) washrooms, e) brochure rack and/or promotion material for satellites and other nearby attractions, f) resting area.

b. Satellites

Satellites are the attractions of Community Tourism, and are distributed throughout the tourism zone of the community. In order to establish successful Community Tourism, there should be a sufficient number of Satellites to attract tourists to the community. Since one of the main purposes of Community Tourism is the distribution of tourism benefits throughout the community, it is recommended that each Satellite be owned and operated by different community members or groups. While each Satellite should add up to the attractiveness of the community, not all of them need to contribute directly to the economic benefit of the community as will be explained below.

It is the sum of Satellites that conforms Community Tourism, and they constitute a spectrum of possibilities available to the visitors. It is the job of the Induction Center to present in an appealing manner all the options available to the visitors, and to try to encourage them to visit them all. But similarly to the showrooms of a museum, it is up to the visitor to decide which satellites he or she wants to visit.

Satellites can be of three types according to their function in terms of contribution to the community economy: a) charging a fee for the participation in the activity performed at

the satellite (i.e. Mayan massages, observing a ritual, canoeing, interpretive hike, horse back riding, butterfly/bird watching), b) selling local products often using a demonstration to attract people to the satellite and as a sales tool (handy crafts, food), and c) attracting visitors to the community (colonial buildings, natural attractions). While the first two types will have a direct impact on the economy of the community and community members, the function of the third type is simply to attracting visitors to the community with the expectation that they will purchase some of the products and services available at the other two types of Satellites. For instance, the community can build a "mirador" (observation point) where tourists can climb to have a view of the community and its environs. Community Tourism, however, can absorb the low operation cost of such attraction that will make the community more appealing and encourage tourists to visit a part of the community where other Satellites may benefit from product and service sales.

In many cases community members will keep doing their traditional activities and with little modification to their facilities or activities they can gain additional resources. The two first types have the advantage that they can provide additional economic benefits to producers by accessing new markets and developing new products. For instance, the interest of seeing how a woman uses a back loom will bring customers to her door, and seeing the amount of work involved in weaving a *guipil* with a back loom will be an added value for the visitor who will appreciate more and give new value to weaved products, increasing the possibility of purchasing a weaved product.

All three types of satellites can feature: (a) active tourist participation, such is the case of workshops where tourists can create their own crafts, farms where they can help with seeding and harvesting activities and *temascales* where they can take a bath, or (b) passive tourist participation like witnessing ceremonies or rituals, weaving or pottery demonstrations, or simply observing the townscape. There is a difference in the level of host-guest interaction between both cases and therefore their potential impacts are also very different.

c. Interpretive trail

The Interpretive Trail is the path or network of paths that link all the Satellites with the Induction Center. An Interpretive Trail should guide the tourists in their promenade through the community while providing some explanation of what they are encountering. A set of signs should allow tourists to easily locate and access whichever Satellite they want to visit.

To satisfy tourists search for authenticity, flexibility and blend with the townscape are two important characteristics of the Interpretive Trail. It is important to give tourists the sensation of freedom to wander around and not a rigid structure that may make them feel tied to a preset condition. On the other hand it should be informative enough so they do not feel lost or insecure.

(5) Community Tourism for community integration

In terms of the commercial viability of Community Tourism, all the satellites should be integrated to create a critical mass of attractions to be able to draw a sufficient number of tourists. It is important to have variety and that satellites complement each other as opposed to compete each other. However, if a community is known for or has traditionally been based on the production of one activity or craft, the development of several satellites based on that activity will also work as a draw for the community.

An advantage of Community Tourism is that it can integrate different levels of interaction with tourists, not all the population has to have direct interaction with tourists in order to get its benefits. Also, locals do not have to quit their traditional activities to look for other alternative in tourism, but they can combine both by using their traditional activities as a tourist attraction while finding new markets for their traditional products

Community Tourism can and should work as a local and regional integration tool by developing educational programs for schools. For local children it will be an instrument for better knowing and understanding their culture and their community. Through regional school programs it will be a tool to stimulate cross-cultural understanding and regional integration.

In the Community Tourism model, it is necessary to integrate the community in order to maximize the benefits of tourism. Integrate it in terms of the selection and development of Satellites, integrate it in providing service to tourists, integrate in providing security for tourists and also integrate its production so local products become the supplies for tourists and the tourist industry. This integration has a commercial rational since it is more appealing for the type of tourists that Guatemala is targeting to visit an integrated community and to consume local products. Community integration then becomes a necessity for the development of Community Tourism, and Community Tourism itself becomes a mechanism for community integration and identity strengthening. It helps for rediscovering and giving new value to traditions, and by demonstrating a part of themselves it also increases self-confidence and pride.

(6) Certification system for Community Tourism

It is proposed to introduce a certification system for Community Tourism with the purposes to disseminate the concept and knowhow of Community Tourism, to improve the quality of tourism products, and to facilitate the marketing of tourism products as a "brand." It is recommended to give a unique and proper name to the certification system in order to differentiate the Community Tourism products of Guatemala from competitors. For details, please refer to "3.3.1 Certification Programs for Sustainable Tourism."

3.1.2. Introduction of Co-Management Program

(1) Concept and justification

For tourism development in Guatemala co-management programs are especially important in two cases: Archeological sites and Natural Protected Areas. In both cases, depredation of resources is mainly due to poverty, expansion of agricultural frontiers and unsustainable use of natural resources; therefore it is imperative to give the communities other economic alternatives. National and local governments should keep close technical supervision of the areas due to fragility of the systems and the importance of their conservation.

There is also a marketing reason to establish co-management programs. The tourism image of Guatemala, and therefore the expectations of the visitors are closely related to traditional cultures and interaction with communities. Encountering communities participating in the management of the sites and providing services to tourists is an extra value to the experience. Due to new environmental and social awareness trends throughout the world tourists also are expecting to find participation of local communities in the management of development and of the natural environment.

The lack of human and financial resources of cultural and environmental institutions in charge site management and supervision, makes it necessary to develop alternative models involving local communities in conservation of cultural and natural resources. Using a co-management approach to take advantage of tourism for conservation through development is a viable option to satisfy some of the existing needs.

Co-management schemes involving tourism could start as a strategy whose immediate objective would be to appropriately control tourist activities and their possible impacts on natural resources, but neither for the purpose of making strict and full-scale efforts for nature conservation nor for law-enforcement against illegal activities. The implementation of such co-management schemes could directly start minimal or basic activities of nature conservation, and at the same time, indirectly increase the possibility of activating and substantiating natural conservation through social development in the long run.

a. Conceptual framework and definitions

The right to development for Indigenous Peoples include, by necessity, the right to access and utilize resources on their territories and the right to seek development on their own terms. A destination community should have a high degree of control of the tourist activity and resources to be able to ensure their own benefit.

Co-Management broadly refers to the sharing of power and responsibility between government and local resource users. Co-management is realized by the development of schemes that allocate control of resources among competing interests and facilitate the merging of local traditional and Western scientific knowledge.

The general objective of co-management agreements in the case of tourism development in Guatemala is to give a better use to natural and cultural resources to find equilibrium between conservation and economic and social development with a focus on local communities.

b. Current conditions and proposed solutions through co-management program

Considering the current conditions in areas where valuable cultural and natural resources are located the implementation of co-management programs is necessary and viable. This model can be applied to solve some of the basic problems that hinder development of rural communities and cause depletion of cultural and natural resources.

Many communities do not have control over the resources that they need in order to develop or over the activities that take place in their surroundings and that affect their way of life in a direct and often negative way. Programs intended to help rural communities frequently take a "Western" view of development that not necessarily matches needs and desires of the local population. Lack of feeling of ownership and belonging of projects and resources is a cause of depletion of cultural and natural resources. One objective of co-management is to include local communities interests and knowledge in the decision-making process for management of cultural and natural sites assuring their benefit.

The economic situation of rural communities forces them to expand the agricultural frontier and to facilitate looting of archaeological sites, depleting natural and cultural resources. Through concession of tourism services to local communities it will be possible to develop much needed service and infrastructure, and simultaneously give communities an alternative for economic development.

Many communities lack in technical and management knowledge and skills. Therefore, they have not been able to develop productive alternatives, and cannot participate in specialized programs. The proposed project includes capacity development that will allow communities to participate in a professional way in the management of parks and cultural resources as well as in the development of tourist activities with local benefit.

Natural and cultural conservation agencies lack in financial capacity to appropriately taking care of important resources. Through this model it will be possible to reduce maintenance and security costs by delegating this functions to local communities. Also a percentage of the financial resources generated by tourism can be applied to their conservation.

Table 3.3 summarizes the most important conditions that a well developed and established customized co-management model can solve.

Table 3.3 Current conditions and possible solutions

Current conditions	Solutions through Co-Management
Poverty, lack of benefits for local communities and failure of projects for lack of support	Share power and responsibility to include communities in decision-making process allowing for economic development, and feeling of ownership and belonging of projects
Depletion of cultural and natural resources	Feeling of ownership and belonging of cultural and natural resources, conservation through development
Lack of financial resources of conservation institutions	Conservation through cooperation of local communities
Poor managerial and technical skills at the local level	Capacity development through training and apprenticeships
Inadequate tourist services	Improvement of tourism facilities and services as a means to attain economic development

Source: JICA Study Team

c. Primary considerations

The following issues should be considered for planning and organizing the co-management programs involving communities:

- Participatory programs take longer to develop and implement than those made without local participation, but in the long term they tend to be more stable and to render more benefits to the local population.
- The likelihood of success for participatory projects increases when community members are involved in the planning, implementation and operation processes. Therefore, early and continuous involvement of the local population is very important.
- A permanent facilitator or resource person is very important to get community confidence and cooperation.
- Creating unrealistic expectations generate frustration and decrease local commitment and participation.

(2) Selection and definition of co-managed areas

Establishing co-management schemes in the context of tourism development is not an easy task and clearly can only be implemented in areas with certain characteristics. In order to be successfully implemented the area should be evaluated firstly in terms of its tourism attractiveness, which will determine in part its commercial viability. Also, co-management models need a great deal of community commitment, therefore another criteria of for selecting an area is the community will to participate in such a venture. Details of the two criteria are shown in Table 3.4 and Table 3.5.

Table 3.4 Tourism attractiveness and conditions

Considerations	Rationalizations
Accessibility from centers or sub centers	Most Cultural and Natural sites will function as excursion or short stay areas and they should have relatively easy accessible to a center or sub center. Appropriate relation to and accessibility from well established tourism centers and sub centers according to their target market is a determinant for its viability
Inherent attractiveness	Although tourist attractions can be built or developed, the intrinsic natural and cultural value and attractiveness of the area is fundamental for success
Services and facilities	Some sites may already have tourist facilities and services while some may not. It is important to be aware of the needs of tourist services and facilities based on realistic assessment of existing conditions.
Site conservation research and interpretation conditions	Well-preserved and well-interpreted natural and cultural resources are good tourism attractions; a high-quality knowledge base is an important resource for attracting tourists to an area.
Other Community Cultural Values	Locally crafted artifacts, local customs, traditional ceremonies, costumes and legends can also be a part of the attractiveness of an area and therefore should be evaluated as added value for tourism attraction.
Image and perception of the site in potential visitors	Well-known sites with a positive image in potential visitors' mind will have more possibilities to be visited. Promotion, marketing and publicity strategies for each site and at the regional level should be developed.

Source: JICA Study Team

Table 3.5 Communities will and conditions

Considerations	Rationalization
Communities will	Communities' disposition to host visitors is the most important consideration in developing tourism. Their interest and commitment to work in a participatory manner is a core element for selecting co-management as the way to control and manage the activity.
Internal organization	Communities' formal and informal organizational structure should be taken into consideration in establishing a co-management board. Already existing committees and formally organized groups should be given preference to be integrated to the overall project's organization.
Local Values and Culture	All projects should consider cultural values of communities, not only as tourist value, but also in the organizational structure and operation of the model. Local values and culture should also be considered in the development of tourist products
Other productive activities	Projects should consider current productive and economic activities so they can be combined with the development of tourism and the new organizational structure. The integration of local productions increases the participation and hence benefits for a wider segment of the community.
Cultural impacts	Introduction of new organizational models will have cultural impacts in local communities. Considering possible implications will help to reduce negative impacts and increase benefits. Furthermore some cultural and natural sites are sacred to indigenous communities, it is important that they have certain degree of control over these resources since an uncontrolled growth of tourism activities could affect traditional perceptions and value.
Economic impact	It is very likely that tourist activities will diverge peoples traditional and subsistence activities. Salaries and other monetary income can result in a net loss of economic benefit considering the products obtained in the subsistence economy that will have to be acquired somehow else. On the other hand, for communities with little productive activities and revenues, very small income can signify an important economic impact.

Source: JICA Study Team

(3) Stakeholders involvement and responsibilities

By definition co-management boards have a dual mandate of development and conservation. The management structures should reflect this dichotomy involving all major stakeholders from a position of control of resources and conferring the responsibility that it implies.

a. Government Institutions

Representatives from the Federal Government through related Institutions, such as NARN, MICUDE, IDAEH, MAGA and CONAP, should be in charge of assuring that management programs of natural and cultural areas are in accordance with National policies and applicable laws, and make the necessary arrangements for the their enforcement previous adaptation to the specific cases.

INGUAT as a government agency serving the public, should play a coordination role among other government agencies for natural and cultural resource management and local communities, not only at formative stages of co-management strategies, but also in the implementation and operation stages at the middle and long terms. Also important is INGUAT's policy of community participation and involvement in tourism planning processes, through support of Local Tourism Committees. Continuation of the efforts to delegate to communities responsibilities for coordinating tourism endeavors and related activities at the regional and local levels is vital for the success of co-management models.

Involvement of municipal governments is also important for support and regulation at the local level.

b. Community

Participating communities should be either inside or surrounding the perimeter of the sites to be co-managed, and meet the requirements listed above.

The objective should be that community members participate in the control and management decision-making processes through the co-management board and by participating in the actual operation and development activities to obtain economic benefits through salaries and business development. The participants on the co-management board should represent the community as a whole and therefore should be supported by the community at large, in that way it is important to take into consideration the opinions of all sectors of the population including farming organizations, artisans, *cofradías*, local industry, etc.

c. Tourism sector

Participation of Local Tourism Committees is necessary, to promote the development of the sites in accordance with national tourism strategy and regional policies, provide technical assistance, and include the projects in regional development strategies.

The financial strength of the private tourism industry and the financial opportunities, which well-conserved sites have, make it an ideal central actor in the implementation of co-management schemes in Guatemala.

Visitors' participation in conservation is also an important factor on co-management for tourism development. Making tourists as an actor of conservation and development will increase their satisfaction and assure their respect to natural and cultural assets.

Entrance fees can be managed as a “donation” to the program and through an induction talk they can be invited to participate in a permanent donation campaign.

d. NGO and donor institutions

The involvement of an NGO in the co-management agreement could be very helpful as a mediator between government and community. In the first stages of the planning and implementation process an NGO could bring much needed skills and expertise that may be lacking in the community. The mission of the NGO in terms of the technical and managerial involvement should be to train local community members and build capacity so they can eventually take full responsibility of managerial and technical positions at every level.

In the cases where tourism committees or tourist organizations are prepared, NGO's involvement should be limited to advisory, facilitation, mediation and specific technical assistance.

Institutional donors involvement in the co-management agreement could be negotiated in a case-by-case manner, with a possibility to have some limited incidence in decision-making.

e. Research institutions

In a similar way specialized research and development institutions such as universities could play a part in advisory and mediation roles. Their involvement could be beneficial for conservation, community development and the creation of important knowledge base to support the resource management. This type of institutions is ideal to take a leading role in advisory committees. The following is an example of a successful case of nature conservation through tourism development.

Box 3.1 An Example of Co-Management at Tortuguero National Park in Costa Rica

Tortuguero National Park is located on the Caribbean coast of Costa Rica near the Nicaraguan border. It is accessible only by water transport or airplane.

Before the establishment of the co-management scheme, local people exploited turtle eggs and meat for commercial purpose seriously diminishing the population of these sea creatures. Through the establishment of the Caribbean Conservation Corps, an institution dedicated to the research and conservation of turtles in Costa Rica, and with the economic incentive of tourism as an alternative livelihood for locals, a co-management scheme was implemented to attain conservation through development. Locals found a more profitable option on conserving turtle populations as tourist attraction than to sell the turtles and their eggs.

Under the co-management scheme, different actors play the following roles:

- The tourism sector* conducts promotional activities, provides accommodation facilities and transportation services to the park.
- The community* provides guide services, restaurants, cafes and some lodging. Locals also work as wardens of the park
- The government* sets the policies for nature conservation, established the boundaries of the park, collects entrance fees, and controls the influx of people to the protected area, through patrolling and monitoring activities.
- The researcher group*, supported by international funding agencies, operates visitor centers and provides information of sea turtles while conducting research activities including monitoring. It was this sector that initiated the conservation efforts and proposed the co-management scheme.

(4) Organizational structure and operations

a. Objectives

General objectives

In the context of tourism, co-management agreement should be designed based on the current conditions mentioned above and its focus should be to solve the problems

mentioned previously. In those terms the general objectives of establishing this management scheme are:

- To integrate local communities from a stance of power to be able to control the mode and speed of development as they decide is appropriate for their community
- To create alternatives for economic, social and cultural development of rural communities
- To create awareness of the intrinsic and functional value of cultural and natural resources for local communities, generating a sense of responsibility towards conservation
- To create a mechanism for maintenance and conservation of cultural and natural resources
- To increase visitors satisfaction in tourist sites

Particular objectives

Based on the general objectives each particular co-management board, from the very beginning of the process should establish clear goals and rules with the consensus and commitment of all stakeholders. Failure to obtain the concurrence of all involved actors in terms of the functioning of the scheme and the reasons to implement such scheme the process is doomed to failure. This stage is critical and it could be a lengthy process because of conflict of interests of different sectors of the population, but without reaching a sound agreement at this point there is no use of continuing the efforts.

Once the objectives and operation rules have been established short term, specific, realistic goals should be establish to build up members confidence in the system.

b. Strategies

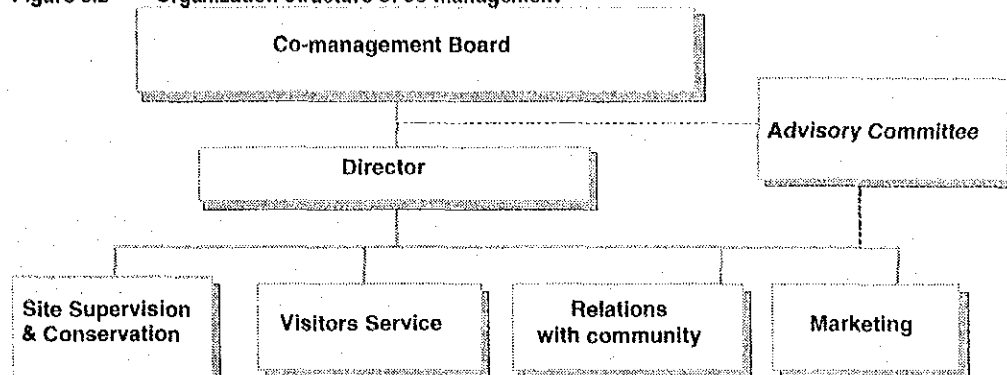
Based on the general and particular objectives as well as on specific goals a series of strategies should be developed:

- Create participatory and communication mechanisms to enhance relations between all members of the agreement including the community at large to coordinate their direct involvement as well as to generate productive integration of other local activities
- Establish maintenance system for cultural and natural conservation
- Develop better services for visitors to increase their satisfaction and generate an income to sustain operations of the area
- Set up a Marketing program directed to selected markets
- Establish a continuous Fund Racing program

c. Structure and programs

The following structure represents a model that should be adapted to local needs according to each particular case:

Figure 3.2 Organization structure of co-management



Source: JICA Study Team

Since one of the objectives of implementing a co-management program is attaining economic benefits and building capacity, the all positions of the management and operation structure, except for the co-management board and advisory committee members should be held by community members. If no person in the community have the appropriate knowledge and skills to take a determined position, the positions should be held by a member of an NGO and should train an assistant or subordinate from the community to take his/her place at a predetermined time.

Co-management board

Will be responsible to develop policies and authorize programs and projects. Should be integrated by Government representatives of appropriate institutions according to the type of resources to be managed and predominant activities of the area. Community representation should be in charge of leaders supported by all sectors of population. Other stakeholders should also be represented in the co-management board. If agreed by all involved parties an NGO selected by the community and approved by government agencies and other stakeholders should function as a mediator to facilitate decision-making within the board that should be, in every case, by consensus. National governmental institutions can be represented by an NGO, Local Committee or the municipality, but will still be responsible for assuring that the management programs are in accordance to national policies and applicable laws.

Director

The director be member of the co-management board and will be responsible for site operations and implementation of marketing strategies with the help of the Co-management Board. In case the position is held by someone who is not a member of the community, the trainee to take the position of director could be either his/her assistant or one of the supervisors of the management structure subordinated to the director.

Site supervision and conservation

The main objective of the position is to conserve natural and cultural resources of the site. In this sense he/she should have continuous communication with the visitor service coordinator to enforce established tourist flows and regulations. It also involves communication with the community relations coordinator to assure that other activities are developed according to conservation strategies.

Some of the programs and projects to be developed by the Site Supervision and Conservation area are:

- Maintenance and enhancement of natural and cultural resources
- Visitor management systems (e.g. site zoning, establishing trails, manage of tourist flows, setting maximum group size, enforcement of regulations)
- Awareness programs for visitors (e.g. induction to the park)

Visitor service coordinator

Will be responsible for supervising all tourist relations, including tourist services and facilities necessary to develop a solid operation by the co-management structure, including concessions granted by the institution.

In order to develop the necessary facilities and services, the needs of all involved sectors should be taken into considerations (see Table 3.6).

Table 3.6 Stakeholder expectations and needs

Communities Expectations / needs	Government Expectations / needs	Tourists Expectations / needs	Private Sector Expectations / needs
<ul style="list-style-type: none"> • Economic benefits • Infrastructure and services • Conservation when they have gathered a sense of ownership • Improved quality of life • Possibilities to use and enjoy attractions 	<ul style="list-style-type: none"> • Strong currency income • Economic development • Social development • Strengthen identity • Conservation of resources 	<ul style="list-style-type: none"> • See and experience attractions • Information and interpretation • Interacting with communities • Healthy natural environment • Security • Food and beverages • Good hospitality services • Shopping for souvenirs 	<ul style="list-style-type: none"> • Clear investment and operation regulations • Financial benefits

Source: JICA Study Team

Tourism is an important source of revenue. It generates economic resources in a direct and indirect way (see Table 3.7). To establish adequate services, including food, beverages, accommodations, shops and interpretation services appropriate for the selected market segment is a key to develop the activity and increase possibilities of commercial success.

Table 3.7 Types of Income generated by tourism

Income	Mechanism	Strategies
Direct:	Entrance fees	Increase tourist flows through a marketing strategy Increase income through an adequate pricing structure.
	Eating and shopping	Establish shops and restaurants Develop products and invite visitors to acquire them while at the site
Indirect	Consumption of local products	Establishing productive integration by using local products in restaurants, lodges and shops

Source: JICA Study Team

Pricing strategy should allow for an optimization of the benefits finding the point where the location will obtain the maximum benefit. Respecting the rights of local communities the entrance fee should be condoned or importantly reduced for local communities in respect to national tourists, which in turn should be lower than those fees, charged to foreigners. This price strategy allows for economic, social and cultural benefits.

Host-guest interaction can help strengthening self-esteem and identity. Helping tourist understand the culture will make the experience more enjoyable and for tourist and while reducing negative impacts and increasing positive effects. In that sense it is vital to develop induction and awareness programs for tourists before they arrive to the site and while they are there. An example of induction programs that have proven successful in other cases is the development of a required "passport" to access the site. A small booklet containing useful information for the tourist and advertisement of the goods and services offered at the community can cover several objectives simultaneously. This booklet can also be developed as a souvenir for tourists.

Interpretation of cultural and natural resources helps tourists understand the destination rendering important benefits for cross-cultural understanding as well as tourist entertainment and satisfaction. It can be done through written material, maps, models and most importantly through interaction with locals through guided tours, story telling and lectures or discussion.

Community relations coordinator

Will be responsible to moderate community participation seeking complete participation of the community at large and maximizing benefits for the community. The person in charge of community relations will also have to manage other issues between the community and the project in order to maintain a positive attitude and a strong link that benefits both parts.

The community Relations coordinator should develop programs to involve the community at all levels. The community will participate directly in the management of the site through its representative in the co-management board, but to attain maximum benefits for the community as a whole in the project, projects should be developed for:

- Establishing productive integration by creating, at the local level, supplies for tourism development. The way of attaining an integrated development is by assuring that local

products are used within the project area and sold to visitors when available, and to promote production of other necessary goods and services not yet locally available for the project such as tourism services, art crafts, guided tours, food supplies, and others.

- Involving community members in the management and service sectors of the project. Through employment on the operations of the site, community members can also attain economic and social benefits. Local community members should be given preference for all positions over people from regional towns. In case they do not have the necessary skills or knowledge to take a position, regional inhabitants could take a position and “work themselves out of the job” by train local people and developing local capacity for doing the job in a pre-established time frame.

Marketing coordinator

Will be responsible to establish marketing strategies, selecting markets and communication programs.

To develop a marketing strategy, the first thing that should be decided is the type of tourist that the board, led by the community, wants to develop. The type of tourism and the targeted market segment will be a main determinant of the type of development and conservation that the area will have.

One of the objectives of adopting this model is to attain sustainability including self-sufficiency of the project at all levels. Commercial success is necessary for the overall success of the project. The number and type of visitors to the sites and how much they spend will determine financial sustainability.

Advisory committee

An advisory committee should gather a variety of specialists such as archaeologists and ecologists according to the particular case. All advisory committees should include respected members of the local community that have traditional ecological knowledge, as well as a profound understanding of local culture and traditions. Elders, Mayan priests and *Cofrades* are some of the ideal community members of the advisory committee. This committee will give advise to the co-management board and the director and should have a right of veto over every program or project to be developed in the area.

d. Legal Considerations

Different applicable laws and decrees in Guatemala consider the possibility of organized civil society (NGO) to participate in the management of cultural and natural resources. This doesn't mean that the Government declines or delegates its tenure or responsibilities of public assets such as archeological and historical monuments and assets, biodiversity, wild life and underground richness, all of which are defined as State assets by the Constitution.

However, in order to assure the efficiency of the program it is necessary to give legal status to the co-management board so it can manage financial resources. The organization should have the following characteristics:

- Be able to receive and administer donations as well as manage commercial operations
- Establish necessary mechanisms for financial resource application by the board with supervision of donor institutions.

Most co-management programs, in Guatemala are working with national or international NGO, due to the lack of local capacity for site management. However, since one of the main goals of this program is to generate local capacity, it is recommended to include local community members in the management structure.

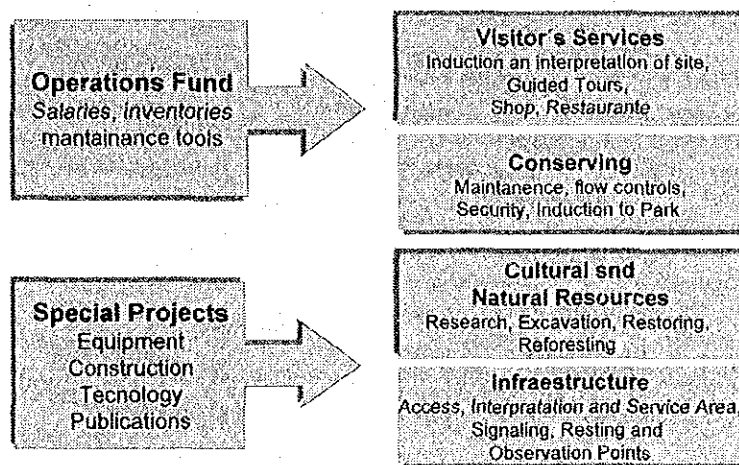
The following options should be evaluated for each case: a) Creation of an ad-hoc legal figure to give communities the legal status required to manage the site, b) Creation a structure that incorporates established organizations formed by local community members, and c) Establish a Trust Fund in which a financial institution is responsible for administrating the funds and where all stakeholders participate.

e. Planning investment and fund raising

Investment levels

Two different levels of investment needs are suggested as shown in Figure 3.3.

Figure 3.3 Two levels of investment needs



Source: JICA Study Team

Operational fund

Co-management programs for cultural and natural tourism resources should reach a sustainable operation using tourism income to finance operations. Yet, it is necessary to have an initial budget conformed by seed money to start operations.

Estimated operations budget should be determined through the analysis of expenditures for site maintenance and provision of visitor services, as well as potential income taking into consideration program boundaries.

Operational Funds should be managed as a loan to create responsibility and establish a healthy project from the beginning. Once the operation is commercially sustainable, profits should be deposited in an independent fund for special projects to be selected by the co-management board.

Special projects

Cooperation Agencies and NGOs have a growing interest in supporting social development related programs with participation of rural communities. This fact increases the opportunity to obtain large donations for the program. Special programs such as infrastructure development, exploration, excavation and reforestation, should incorporate social impacts and a social development component. These special projects must be evaluated in a case-by-case basis and a special fund raising campaign should be designing for each particular project.

Fund raising strategies

Different needs of co-management programs make it necessary to implement three types of fund racing campaigns: a) Seed money campaign should be supported by a proposed budget for at least the first year of operations, as well as long term results in conservation and social development b) Permanent fund raising campaigns to sustain operations should target diverse sources and use different programs and mechanisms such one-time personal and institutional donations for the overall program or special projects, and permanent cooperation through "Friend Club memberships" or institutional donors that can be considered as partners. c) Capital campaigns for large investments and special projects, which should be directed to a few major donors. Constant efforts mixing these three strategies are recommended to achieve an appropriate fund raising and financial structure.

Possible donors

Donors should be targeted considering those whose objectives match the ones of the specific co-management program. The image of the donors among communities, authorities and other donors is important to be considered in order to consolidate a strong project image. The possible donors for this type of project are:

- Governmental and non governmental institutions
- Communities (voluntary time and work of community members should be considered as donation)
- International Cooperation Agencies and Foundations

(5) Consideration for specific cases

Co-management structures and operations should be adapted to the different conditions of each particular site. The following are examples of the different issues that face a variety of sites with potentiality to be developed through the co-management model. In each case the specific issues determine different objectives that will shape the specific appropriate co-management agreements.

Table 3.8 Considerations for archaeological sites

Site	Main Characteristic	Issues/needs
Tikal	Popular tourist site	<ul style="list-style-type: none"> • Congestion of visitors • Visitor management within the park (zoning, tourist flows) • Disperse visitors to other archaeological sites
Aguateca	Site with low popularity and high potentiality	<ul style="list-style-type: none"> • Lack of involvement of local community to protect the site • Needs adequate entry fees and to attract more tourists to have a sustainable operation
Cancuen	Private property and a multi-sector project which includes foreign and domestic university, government, private sector and community	<ul style="list-style-type: none"> • A strong personality leading the exploration project • Involvement of two nearby communities in different parts of the project • High tourism potential • Currently in a delicate stage that requires vigilance and control

Source: JICA Study Team

Table 3.9 Considerations for historical towns

Site	Main Characteristic	Issues/needs
Quetzaltenango	Rich in colonial buildings and monuments	<ul style="list-style-type: none"> • Selected buildings are being renovated • Considerations for the renovation of the historical center • Considerations to close a street for pedestrian use only • Guidelines for historical building use that include use as tourist facilities
Coban	Historical center deteriorated, not tourist friendly	<ul style="list-style-type: none"> • Heavy through traffic in the city center • No adequate gathering places for tourists and locals • No tourist information center • Strong need of beautification program, including street and public area clean up
San Cristobal Verapaz	Concentration of natural and cultural resources	<ul style="list-style-type: none"> • Need to beautify historical center • Ideal characteristics to develop Community Tourism

Source: JICA Study Team

Table 3.10 Considerations for nature areas

Site	Main Characteristic	Issues/needs
Laguna Lachua National Park	Remote natural attraction	<ul style="list-style-type: none"> • Difficult to manage for natural protection agency • It is being promoted so more tourist are expected • Tourism seen as a tool for community development • Need to involve local communities in tourism development and environmental management
Candelaria Caves	Natural attraction in private, communal and national land	<ul style="list-style-type: none"> • The entrance is controlled by a private entrepreneur • Some employment for local people • Land tenure and land use issues to be resolved • Multi-stakeholder process on its way including municipal government, community, private sector and NGOs
Lanquin Caves	Already a popular tourist site	<ul style="list-style-type: none"> • Tourism is expanding • Visitor management plan required • Community involvement needs to be strengthen • Entrance fee structure required for sustainable management
Semuc Champey	Popular tourism site in a fragile natural environment	<ul style="list-style-type: none"> • Tourism is expending • Managed by the Municipality • Lack of control on entry fees • Need to increase community responsibility and involvement beyond employment • Need for visitor management plan to control negative impacts
Laguna Chicabal	Private protected area, high spiritual value beyond the community	<ul style="list-style-type: none"> • An association of land owners traditionally dedicated to agriculture decided to conserve the land to develop tourism • Municipality and international NGO working with land owner association • Specific days with very heavy use because of festivities • Two private fincas not involved in the tourism project own sensitive area beside the lagoon

Source: JICA Study Team

3.1.3. Promotion of Accommodation Development in Rural Communities

(1) Background

The quality of accommodations in many of the potential tourism destinations in Guatemala related with Community Tourism, nature areas, and archaeological sites are not very high from the international standards. This fact would considerably limit its potential for future growth of international tourism market. Tourists are increasing experienced in travel; therefore they seek for exotic travel experiences but at the same time demand comfortable accommodation and good food to enjoy in the evenings. They demand that comfortableness should coexist with exotic cultural experiences, and tourists, especially elder people, are expecting both of them.

Thus, in order to improve tourism conditions in rural communities and, more importantly, to increase benefits for local communities, measures that would overcome the above-mentioned limitation has to be introduced. Accommodation would be a key element to work with. This would help develop tourism in rural areas, and therefore direct economic impacts on the community would be enlarged through the employment in hotels and the

purchase of agriculture products, handicrafts and transportation services to nearby tourism attractions.

Opportunities for people in rural areas to experience and learn the operation of quality accommodation are very limited. Therefore there is a need to create such opportunities in rural areas.

It is necessary to design a program to develop accommodations with an international standard in rural areas. The program should consider three different aspects: investments, operation, and supporting measures by the public sector such as marketing and training in different operational aspects.

(2) Investments in quality accommodation in rural areas

A development strategy is required that involves the public and private sectors as well as NGOs to introduce quality up-market accommodations in rural areas. Although promotion of family-run accommodations are frequently referred to as the principal measure for rural tourism development, these accommodations may fail to cater for the needs of international visitors. Therefore new alternatives should be introduced to cope with this situation.

a. Promotion of domestic investment in accommodation

It has been evident in other countries that domestic private sector investments in tourism become active when other economic sectors became less competitive in the international market. Guatemala's traditional export products such as coffee and cardamom have been seriously affected by recent price fluctuations, and those affected by the fluctuations may reconsider their strategy for investment. Therefore it seems to be a good timing to promote investment in tourism, in particular, in the accommodation sub-sector since quality accommodations lack in rural areas. Investors in rural areas would be willing to work with, and share benefits with local communities and other stakeholders.

b. Incentives for investments in accommodation in rural areas

INGUAT should conduct a campaign for investors to publicize the possibilities of the tourism sector, as well as areas and types of tourism facilities that are needed to strengthen the competitiveness of Guatemala including quality accommodations in rural areas. The effort should accompany the following incentive measures to promote investment in the tourism sector:

- Soft loans and/or supports for the access to the credit,
- Tax exemptions for a certain period, and
- Export incentives applied to international tourism.

The above incentives should be applied to investments in certain priority geographic areas to promote accommodation development in rural areas.

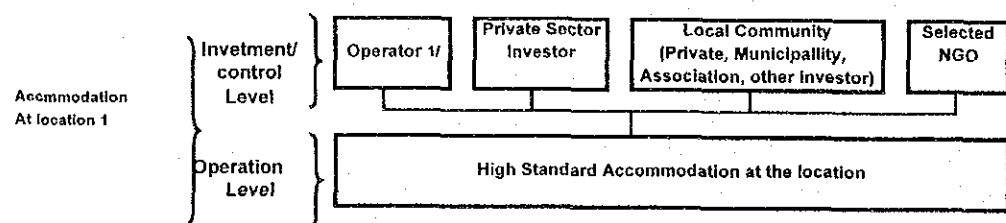
c. NGO's as a liaison between local community and the travel trade

It is well known that rural communities are often excluded from receiving tourism benefits, and programs have been introduced to overcome the situation. However, adequate distribution of tourism benefits is not an easy task to achieve because the greater part of tourism expenditure is spent on accommodation that is often the weakest component of tourism suppliers in rural areas. In this context, it is proposed to establish a cooperation scheme with NGOs that function as a liaison between local community and the travel trade.

NGOs could function as a liaison between local community and the travel trade due to their knowledge of local situations such as traditions, mentality, and local leadership. However, they are not always capable of catering to the needs of international visitors, in particular, up-market clientele, although NGOs often refers to their experiences in tourism. So far, various types of tourism products are introduced by NGOs such as handicrafts, touring, and outdoor recreational activities. However, development of accommodations, in particular, quality accommodations tends to be excluded from their agenda because the situations in local community rarely allow this kind of development opportunities.

In order to meet future tourism needs in rural areas, and to create new economic benefits to communities, not only the development of family-run accommodation but also up-market accommodations should be supported and strengthened. To achieve this, JICA Study Team proposes to include NGOs as a stakeholder of tourism development in rural areas. NGOs are not only a mediator between local community and the travel trade, but also could be an additional investor on tourism development. Figure 3.4 shows an investment scheme of accommodation development.

Figure 3.4 Investment scheme



Source: JICA Study Team

INGUAT should conduct seminars designed specifically for NGOs about the reality of the tourism market, and tourists' needs so that NGOs would function more effectively as a catalyst for tourism development.

(3) Operation of quality accommodation

a. Strategy to improve quality operations

To cater for the needs of international visitors, a national strategy to promote the development of quality accommodations should be developed. There are three patterns to promote accommodation development in rural areas:

- Supports for successful small luxury hotel operators in urban areas,
- Supports for local hotel operators in rural areas, and
- Mixed approach of the two.

Supports for successful small luxury hotel operators in urban areas

There are some successful cases of small luxury hotels in such places as Guatemala City, Antigua, and Lake Atitlan. INGUAT should identify and support hotel operators of this category, who are interested in extending their business in other locations. Supporting measures for these hotel operators would include study tours in foreign countries for the management class, intensive training programs for middle and low-level operational personnel, as well as recommendations for new facilities and locations to be operated by them.

Support for local hotel operators in rural areas

This approach sounds like extending direct benefits to local hotel operators and probably also to local communities. However, this approach assumes local hotel operators with experiences in operating accommodation, and intention to participate in a program to upgrade the quality of their establishment. This approach has a weakness in that there are very few hotel operators that suit the requirements.

Mixed approach of the two

This approach, which is considered to be the best alternative, is to find hotel operators from outside the community who are willing to work with local community. Joint venture and management contract would be possible forms of cooperation. NGO's working with the local community would be useful to balance the interests of hotel operator and local community. In case of joint venture, the board of directors should include three stakeholders: hotel operator, local community, and NGO. Involvement of NGO in the advisory committee would be necessary in case of management contract.

b. Chain operation

Scale of hotel operation is important; therefore operators of small-scale quality accommodations have a need to develop their businesses into a regional or national chain. Establishing a framework to support regional or national chains of small- and medium-sized accommodations would increase the possibilities for financially sound business, and help develop quality accommodations in different parts of Guatemala.

(4) Additional support measures

Since there are few experiences in operating small-scale quality accommodations in rural areas, the following additional supporting measures have to be provided:

- Identification of properties and locations,
- Finance,
- Operation and marketing, and,
- Top management training.

a. Identification of properties and locations

Identification of suitable properties for accommodation

Many of the buildings around the central plaza of Guatemalan towns are suitable for conversion into small-scale quality accommodations. However, negotiations with local community and its owner have to be made to realize the conversion. INGUAT should help local authorities to identify such properties and to negotiate with the owners. This would be particularly important for indigenous communities that are planning Community Tourism.

Identification of suitable locations

In case suitable buildings are not found for conversion, it is necessary to identify locations suitable for the construction of quality accommodations. INGUAT should conduct studies to identify suitable locations to construct such accommodations.

b. Finance

An additional measure to support the development of quality accommodation would be to provide financial supports like soft loans for projects outside traditional tourism destinations. Vice-Ministry of Micro, Small and Medium Enterprises of the Ministry of Economy seems to be ready to support this kind of initiatives and a clear operational framework has to be developed by INGUAT in order to guide development according with the strategy.

c. Operation and marketing

American State Organization has designed a program for Caribbean countries aimed at supporting small and medium-sized accommodations in different market's niches such as *bed & breakfast; plantations inns, nature lodges*. Although the program may need some modifications for Guatemalan situations, it is suggested for INGUAT to adopt the main concepts of the program to strengthen the operation and marketing skills of the small and medium-sized accommodations.

d. Strengthening of top management skills

Since basic and intermediate level trainings are conducted by INTECAP, INGUAT should support, and cooperate with, Guatemalan universities to strengthen top management skills as well as *marketing capabilities in the international market*.

3.1.4. Cultivation of Good Host Attitudes in Rural Communities

Development of tourism culture has been one of the important activities of INGUAT's training department. There are four permanent programs plus two additional programs, which include different aspects of tourism. The permanent programs are: 1) Tourism Culture, 2) Excellence in Mundo Maya, 3) Child Education in Tourism Culture, and 4) Service Quality Improvement of Personnel Working in Direct Contact with Tourists. They focus on local community development, creation of awareness among tourism-related personnel, conservation, and proper use of tourism resources. The programs aim at cultivating positive attitudes toward tourists and the awareness of national identity as well. The program of Service Quality Improvement conducts more practical workshops aimed at improving the quality and attitudes in services offered in tourism establishments.

Tourism interrelationship between people in local communities and tourists is bi-directional because local people and tourists interact in different ways. Tourists arrive to local communities and deal with local people according to their previous experience, education, and language skills. Taking into account the expertise INGUAT personnel have developed over the years working in different communities, JICA Study Team recommends to introduce a supplementary program for indigenous communities to cultivate good host attitudes.

Directions for this program are identification, recognition, and enhancement of specific features of each local community, and the program aims at improving host-guest relationships based on local communities' traditions and customs. This would additionally contribute to reinforce local and national identity and the pride associated with them.

(1) Preconditions of the program

In order to develop good host attitudes among indigenous communities, it is recommended for INGUAT to carry out the following actions:

a. Identification of local communities that have tourism potential

There are two different types, a) communities that have intrinsic tourism potential, b) communities that are located on a tourism route. The conditions are supposed to have different intensity in terms of tourism relationship; therefore different efforts have to be made.

b. Identification of local communities' willingness to receive tourists

Local communities have the right to choose whether or not they receive tourists in their communities. There are two different situations:

- They do want to receive tourists: In this case, a good host attitudes program should be introduced, and

- They don't want to receive tourists: In this case they would just receive information about the benefits of tourism to the country and the possibility to sell local handicrafts if they are a transit location.

Willingness to receive tourists should be confirmed before promoting local community as a tourist destination. The information regarding tourism promotion should be given to the communities located on tourism routes even though they don't want to receive tourists.

c. Identification of local communities' traditions and customs in the host-guest relationship

It is likely that each rural community has its specific hospitality traditions. Local communities willing to receive tourists have to enhance identity through the revival of traditions and customs related with host-guest relationship. A code of tourists' conducts also has to be established based on the traditions and customs, which need to be adopted by tour operators and their customers.

(2) Development of good host attitudes

At the moment, there are lacks of hospitality among rural communities and adequate communication measures with tourists. Their suspicious and restless attitudes toward foreign tourists and general misunderstandings of what tourists are, what they are looking for, and what they are expecting from the short visit to the area, need to be mitigated. Since communication process involves two parties, good guest attitudes have to be developed as well. Identified traditions have to be recognized and respected. Therefore, with INGUAT's assistance and orientation, each community needs to establish rules and ways to receive and welcome tourists so that tourism would not alter the community life. Necessary actions in this direction would be the followings:

a. Establishment of a community tourism board

The community has to approve reception of foreign tourists to their community. With INGUAT's assistance, each community involved in tourism should organized a community tourism board in order to establish rules regarding tourists' conducts, restricted areas and date.

b. Development of self-esteem and self-confidence among the host population for a better host-guest relationship

The aforementioned board would establish policies and guidelines on the reception of tourists, and INGUAT should make efforts to help them develop self-confidence in their traditions related with the host - guest relationship, and to coordinate among required actions. Key words for INGUAT to develop a concept among communities would be: authenticity, traditional host-guest relationships, community pride, and tourists' satisfaction.

c. Development of awareness about tourists' needs

There is a gap between host and guest, which needs to be reduced. Rural communities have to develop an awareness of what tourists are, why they are there, and what they need, just in the same way any hosts look for the guest welfare. It is very important to reinforce identity and community pride in order to avoid misunderstandings in the host-guest interaction.

d. Actions and issues to be developed

The community tourism board with INGUAT participation and/or supports, has to identify and define areas and actions to be taken in terms of:

Tourist information center

Every community has to have a specific office, a counter at the central kiosk or somewhere at the main square, where a tourist can approach to ask and find information about the manners, costumes and traditions of the village or town. It is also important to have or construct visitor facilities like toilets.

Required information

General speaking, tourists need the following two types of information:

- Practical information: where to stay (all places if it is possible); where and what to eat (including the case that tourists are not willing to have traditional community meals); where and what to drink; and what to see and visit. This would also require a signing system at important places of visit.
- Norms, rules, politeness and manners: With supports from INGUAT, every rural community receiving tourists should produce brochures and booklets about: what is accepted and what is definitely not accepted by the community; which areas (public spaces) are available to tourists to visit and which areas are restricted to visit, what the tourists are allowed to do; norms and regulations on everyday life and local community's holy days as well as religious and civil festivities (meanings and myths regarding festivities, costumes and practices of dances and alike, markets and organizations related to the market, and dealers, producers and products to be seen and be sold), language to be spoken at the community and availability of local trained guides, politeness and manners among host and guest relationships.

(3) Spreading information about good host attitudes: development of "good guest attitudes" and "guest code of conducts"

INGUAT also needs to develop a "good guest attitudes" program, aimed at improving tourists' understanding of rural communities as well as of differences and particularities of each community. Aforementioned information gathered among local communities should be spread among the foreign and domestic travel trades and tourist guides. Actions to be taken in this respect would be:

- Publication of information and holding seminars to spread rural communities' cultural singularities, traditions in host-guest relationship and values among tourism industry, and to make them understand the world of the host, of which key words are authenticity, respect and satisfaction, and what needs to be understood and respected at any specific community.
- Enlightenment of tourists about the importance of accepting norms and regulations established by community tourism boards.
- Establishment of a "code of conducts" to be a "good guest". Tourists need to be aware of their position as guest and differences with host community. This would help them to develop sensibility at the host community and a sense of good guest as well as to understand in a better way the world of communities' myths and cosmology in daily life and rituals.