

CDEMA

The Caribbean Disaster
Emergency Management Agency



THE CARIBBEAN DISASTER EMERGENCY MANAGEMENT AGENCY (CDEMA)

Building #1, Manor Lodge Complex
Lodge Hill, St. Michael
Barbados

Tel. no. (246) 425-0386; Fax no. (246) 425- 8854
E-mail: cdera@caribsurf.com; Website: www.cdera.org

THE REGIONAL DISASTER RISK MANAGEMENT FOR SUSTAINABLE TOURISM IN THE CARIBBEAN PROJECT [THE REGIONAL PUBLIC GOOD]

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GUIDE FOR THE DEVELOPMENT OF NATIONAL DISASTER RISK MANAGEMENT STRATEGIES FOR THE TOURISM SECTOR IN THE CARIBBEAN

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Acronyms

BCP	Business Continuity Plans
CAT	Catastrophe
CBT	Community-based Tourism
CDEMA	Caribbean Disaster Management Agency
CDERA	Caribbean Disaster Emergency Response Agency
CTO	Caribbean Tourism Organization
DM	Disaster Management
DMC	Disaster Management Committee
DRM	Disaster Risk Management
ERP	Emergency Response Plans
GDP	Gross Domestic Product
HRVA	Hazard, Risk, Vulnerability Assessment
IDB	Inter-American Development Bank
ISDR	International Strategy for Disaster Reduction
M, E & R	Monitoring, Evaluation and Reporting
MoT	Ministry of Tourism
NDC	National Disaster Council
NDMS	National Disaster Management System
NDO	National Disaster Organization
NEOC	National Emergency Operations Centre
NO	National Objective
NRPs	National Response Plans
NTDC	National Tourism Disaster Coordinator
RSO	Regional Strategic Objectives
SDWG	Strategy Development Working Group
SOC	Strategy Oversight Committee
TEOC	Tourism Emergency Operation Centre
UNISDR	United Nations International Strategy for Disaster Reduction

Part I – Introduction

1. BACKGROUND

The Caribbean Tourism Organization (CTO) in cooperation with the Caribbean Disaster Management Agency (CDEMA) and with the financial support of the Inter-American Development Bank (IDB) has developed a Regional Disaster Risk Management (DRM) Strategy for the Tourism Sector in the Caribbean and a Plan of Action for its implementation. The implementation of the Regional Strategy is predicated on the development of corresponding and congruent National Tourism DRM Strategies.

2. PURPOSE

The purpose of this Guide is to assist countries in the development of their National Tourism DRM Strategies, and more specifically the National Tourism Organizations (such as Ministries of Tourism, Tourism Boards or others) and their partners in this Strategy development process

3. BASIC ASSUMPTIONS

The content of this Guide is based on the following basic assumptions:

- Ministries of Tourism are familiar with the CTO Regional DRM Strategy for the Tourism Sector in the Caribbean and the Plan of Action.
- Ministries of Tourism support, in principle, the Regional Strategy and Plan of Action and accept them as reasonable foundations for the development of their National Strategies.
- National DRM Strategies for the Tourism Sector will share many commonalities but will differ to meet national peculiarities
- Ministries of Tourism will appoint a National Tourism Disaster Coordinator (NTDC) to lead the development process of the National DRM Strategy for the Tourism Sector, and that this NTDC will be working with a core group or committee for Strategy development.

4. LIMITATIONS

Countries in the Caribbean share many commonalities but also differ greatly in terms of size, land mass, population, economic and political and administrative structures. As this Guide aims to assist all countries in the development of their National DRM Strategy for the Tourism Sector, it has been designed to ensure that it be adaptable and of use to all. It has, to some extent, been written to cater to the requirements of the countries with more developed tourism sectors and some countries may need to adapt the Guide to their specific requirements. For example: not all countries have more than one level of government; references in the Guide to 'Community may

not be valid for a country that does not have administrative sub-divisions and where the 'local' and 'national' levels of government are basically the same.

5. GUIDING PRINCIPLES

The value of a Strategy is proportional to degree to which the stakeholders implement it; appropriation and buy-in by stakeholders determines its degree of implementation. The Strategy development methodology contained in this Guide aims to maximize stakeholder buy-in and is based on the following guiding principles:

- **An Inclusive Process:** The Tourism sector does not exist in a vacuum; rather it is an integral part of the national social and economic fabric. Therefore, participation in the development of the National DRM Strategy for the Tourism sector cannot be limited to Tourism stakeholders but must include other key external sector partners such as the National Disaster Organization.
- **A Participatory Process:** The methodology presented in this Guide aims to ensure active and meaningful participation of key sector partners and stakeholders; in particular the National Disaster Organization (NDO), the planning authorities and the insurance sector.
- **A Transparent Process:** Inclusiveness and participation fall short unless stakeholders perceive that their contributions have influenced the content of the Strategy in a meaningful way.

6. STRUCTURE OF THE GUIDE

6.1 Organization

The Guide is divided into three parts:

- **Part I** – Introduction to the Guide:
- **Part II** – The Strategy Development Process: consisting of a step-by-step guide to work through the phases of Strategy and plan of action development. It consists of the following sections:
 1. **Set up and Overview:** Details preliminary activities required for the Strategy development process.
 2. **Definition Phase:** Details the “why” and the “what for” of the Strategy.
 3. **Analysis Phase:** Considers relevant factors that will influence the impact of national objectives.
 4. **Development Phase:** Details the development of Strategy content
 5. **Implementation Phase.** Introduces the necessity to implement the strategy.



Tip Boxes: Throughout these sections and where appropriate, potentially useful tips are provided in Tip Boxes.

- **Part III** – This section provides a suggested template for a model National DRM Strategy for the Tourism Sector. It includes a recommended structure that parallels the Regional Strategy and descriptions of the content for each section.

6.2 Tools

Tables to be filled in have been included at the end of each section as **Tools** to facilitate the planning process.

The following small graphic below denotes the links throughout the Guide between what is being discussed and tools to be completed and the corresponding section of the Model National Strategy found in Annex I.



Strategy Template, Section x.x

This therefore allows for practical linkages for National Strategy development throughout the Guide.

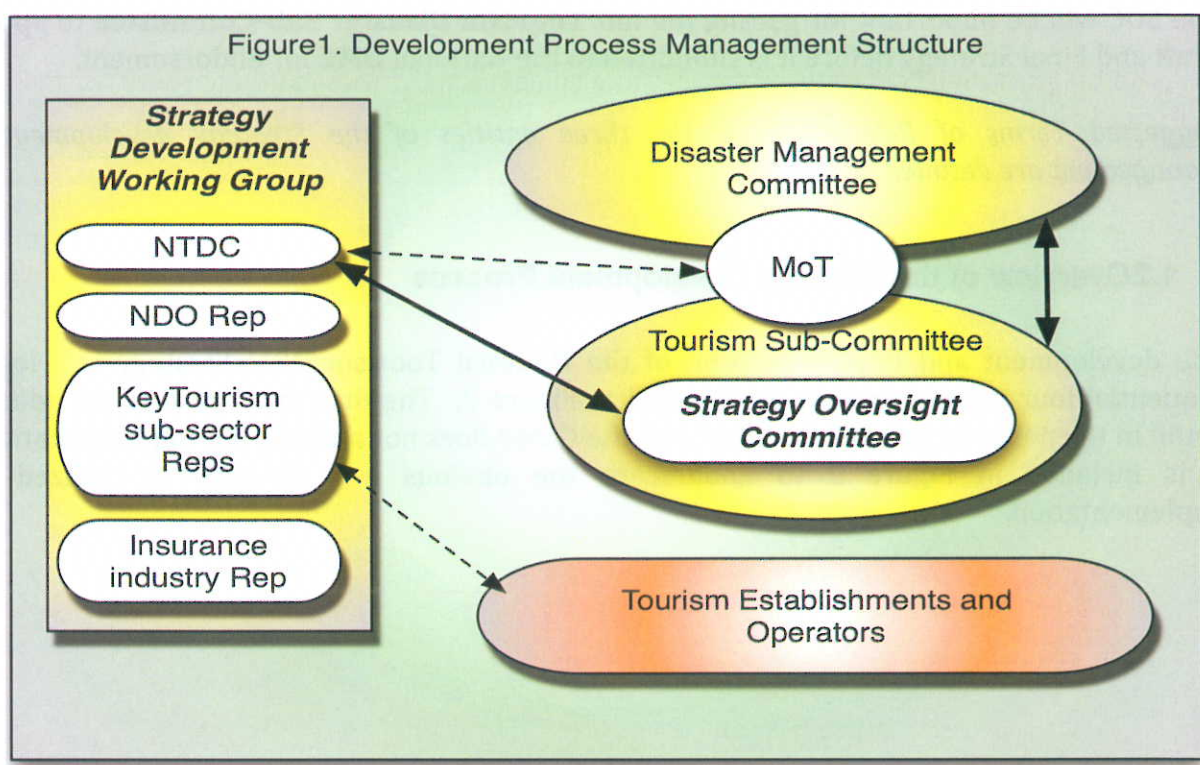
PART II. THE STRATEGY DEVELOPMENT PROCESS

1. SET-UP AND OVERVIEW

1.1 Management Structure for Strategy Development.

If a National DRM Strategy for the Tourism Sector is to be accepted and implemented by key national stakeholders and members the Tourism sector, it cannot be developed in isolation and presented as a 'fait accompli'. Rather, the development process should adhere to the guiding principles discussed in the previous section. Paramount to the success of the process is the setting up of a management structure and process that fits within the Tourism sector's role in the established National DRMS.

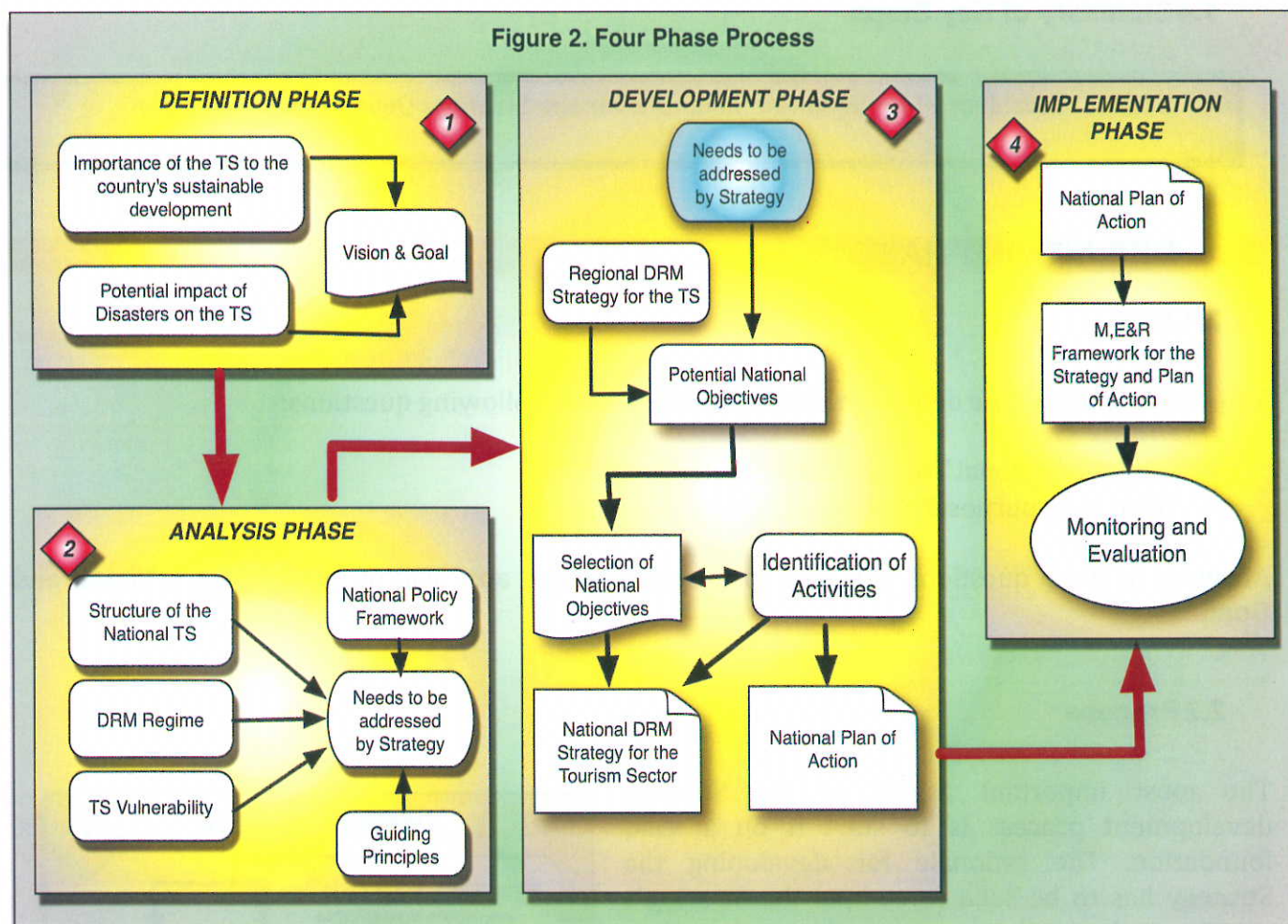
Figure 1 is a graphic representation of a suggested Strategy development process structure. The ultimate responsibility for disaster management rests with the National **Disaster Management Committee (DMC)**. Generally, the Minister of Tourism or his/her delegate represents the Tourism sector on the committee. He/She also chairs the **Tourism DRM Sub-Committee**, which is comprised of representation of a broad cross section representation of the Tourism sector.



The suggested Strategy development management structure calls for three elements as depicted at Figure 1:

1.1.1 A National Tourism Disaster Coordinator (NTDC). This person, probably drawn from the Ministry of Tourism (MoT) is responsible to lead the Strategy development process and chairs the Strategy Development Working Group.

				capacity to execute plans) in the tourism sector (and other key supporting sectors).	
	<u>National</u>				
	N8.1	Adapt guide and model ERP to national requirements			
	N8.2	Conduct of ERP planning workshops to include participation of other supporting sectors			
	N8.3	Conduct evaluations of tourism sector stakeholders' capacity to execute ERPs			
	<u>Regional</u>				
	R9.1	Develop a recognition programme for Caribbean tourism businesses that are DRM certified in accordance with agreed designation levels and criteria		8 To promote the integration of tourism facilities' response with that of their respective communities (and countries).	
	R9.2	Develop an approach and process to foster integration of tourism facilities emergency planning with that of the host community.			
	<u>National</u>				
	N9.1	Participation in DRM certification programme			
	N9.2	Examine the viability of using Tourism Emergency Operation Centre (TEOCs) in national response context			
	N9.3	Conduct joint community/tourism planning workshops			
	<u>Regional</u>				
	N/A			9 To promote the integration of tourism sector requirements into preparedness and NRPs	
	<u>National</u>				
	N 10.1	Review of the National Response Plans (NRPs) from a tourism perspective - harmonizing roles of the tourism stakeholders (and the Tourism Emergency Management Committee (TEMC)/TEOC, where they exist) with NDOs' structures and procedures.			



TS = Tourism Sector; DRM = Disaster Risk Management; M, E & R = Monitoring, Evaluation and Reporting;

1.3 Strategy Development Approval Process

The Strategy development decision and approval process is directly linked to the development process. Key to the suggested approval process is the role of the national DMC in endorsing and supporting Strategy development. *Annex B depicts a decision flowchart that integrates both processes.*

The recently developed **Regional DRM Strategy for the Tourism Sector in the Caribbean** should be presented to both the DMC and the Tourism DRM Sub-Committee. At the same time, the MoT should table its intention to develop the national DRM Strategy for the Tourism Sector and detail the management and approval process it recommends for Strategy development. Concurrence from, and endorsement by, the DMC will provide legitimacy to the process and the resulting Strategy and would empower the three management elements recommended above at 1.1.

1.4 Summary of Key Steps

- **STEP 1:** Establish a Management Structure for the Strategy Development process

2. DEFINITION PHASE

2.1 Aim

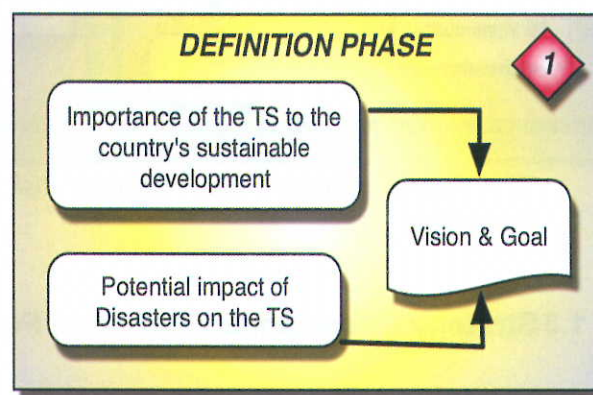
The aim or intent of the definition phase is to answer the following questions:

- Why is a National Tourism DRM Strategy needed?
- What is its purpose?

Answers to these questions will lead to the crafting and approval of the Strategy's **Vision** and **Goal**.

2.2 Process

The most important aspect of the Strategy development process is to start it on a solid foundation. The rationale for developing the Strategy has to be solid to compel the Strategy's target audience(s) to undertake appropriate action. The first step is to articulate the importance of Tourism to the country in social and economic terms and the potential impact of not having a DRM Strategy. The **Regional DRM Strategy for the Tourism Sector in the Caribbean**, which reflects an acknowledgement of the importance of Tourism for the sustainable development of the region, is important but should not be the **primary** reason for developing a National Strategy.



The focus of the initial meeting of the SDWG should be to collectively consider the importance of the Tourism sector for the country and the consequences of not enhancing its resilience to natural hazards. Members of the SDWG should be very familiar with the Regional DRM Strategy and Plan of Action for the Tourism Sector in the Caribbean, as well as DRM in the country, and have access to Tourism related statistics.

The initial task of the SDWG is to articulate a compelling argument and craft a proposed **Vision** and **Goal** for the National Strategy for endorsement by SOC. This articulation must take into account the **Purpose** of Strategy and its intended audience.



The Purpose, Vision and Goal in the **Regional DRM Strategy for the Tourism Sector in the Caribbean** are good models that can be considered as adaptable to the national context

2.3 Initial Briefings

Briefings and/or workshops may be required to ensure that members of the SDWG are on an equal footing in terms of relevant knowledge and understanding¹. The NTDC may wish to organize short briefings on at least:



To facilitate linkages, the structure of the National Tourism DRM Strategy should mirror that of the Regional Strategy

- The highlights of the Regional DRM Strategy for the Tourism Sector in the Caribbean;
- The National DRM system; and,
- The National Tourism Strategy development process.

2.4 Summary of Key Steps

- **STEP 2:** Convene initial meeting of the SDWG and provide briefings.
- **STEP 3:** Develop the rationale for the National Strategy.
- **STEP 4:** Arrive at a proposed Purpose, Vision and Goal for the National Strategy.
- **STEP 5:** Obtain SOC concurrence on the Purpose, Vision and Goal.

2.5 Tools

Tool 1 presented below may be of use to complete the Definition Phase of the Strategy development.

¹ A set of PowerPoint slides have been prepared to assist the NTDC in this process with the SDWG.

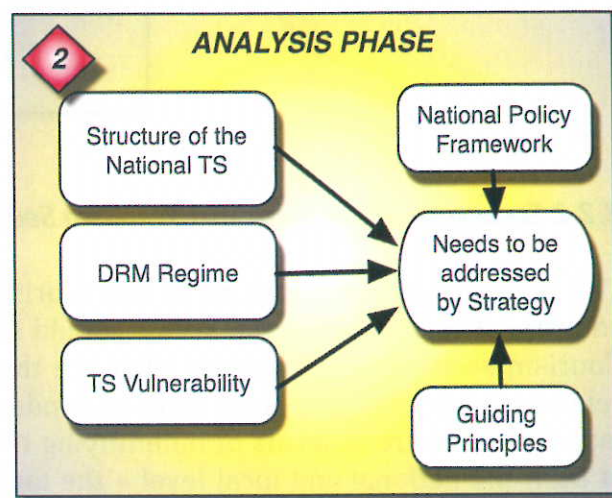
National Tourism DRM Strategy Development Tool 1	
Description	Content
Rationale for a National Tourism DRM Strategy in terms of economic and social importance to the Country.	Rationale  Strategy Template Section 1.1.1
Purpose of the Strategy	Purpose  Strategy Template Section 1.3
Vision for the Strategy	Vision  Strategy Template Section 1.4
Goal for the Strategy	Goal  Strategy Template Section 1.4

3. ANALYSIS PHASE

3.1 Aim

The aim of the Analysis Phase is for the SDWG to determine the needs that the National Tourism DRM Strategy should meet by analyzing relevant factors. Once completed, this phase should answer the following questions:

- Who is the Strategy for?
- What needs should it address?



3.2 Process

Once the Vision and the Goal of the Strategy have been defined and endorsed, the SDWG needs to consider relevant factors that come into play in deciding what needs the Strategy should meet. Once these are determined, the National Objectives can be articulated in the next phase. Some of the Key Factors that should be examined include:

- The national policy framework;
- The structure and composition of the Tourism sector in the country;
- The country's DRM structure (or system) and procedures, as well as key stakeholders;
- The vulnerabilities of the Tourism sector to the country's priority hazards; and
- A set of guiding principles that would underpin the Strategy.

3.2.1 National Policy Framework

The National Tourism DRM Strategy cannot be developed without taking into account provisions of relevant national policies. Of particular importance are policies related to Tourism as well DRM, land use planning, building codes and economic development. There may also be some regional policies that need to be factored in such as:

- Caribbean Sustainable Tourism Policy Framework
- IDB DRM Policy



Strategy
Template

2.1

- International Strategy for Disaster Reduction (ISDR) Living with Risk
- Multi-Hazard Contingency Planning Manual for the Caribbean Tourism Sector
- Specific relevant national policies such as Agriculture, Trade and Industrial Development



Whether or not the Strategy will be effectively implemented depends as on how its content is perceived and accepted by the key stakeholders.

3.2.2 Structure of the National Tourism Sector

The structure and composition of the Tourism sector will vary from country to country. The analysis of the sector should shed clarity on what comprises the Tourism sector in the country: what are the sub-sectors, their relative importance and their inter-dependency. It should also map the structure in terms of indentifying the key stakeholders at both the national and local level – the target audience of the Strategy.



Strategy
Template

1.1.2

3.2.3 DRM Regime

Tourism DRM exists within the context of the National Disaster Management System (NDSM). Understanding of the national DRM governance, structures, system, procedures and key stakeholders is essential to determine how Tourism DRM interfaces with this environment. When conducting the analysis of how Tourism DRM interfaces with National DRM, particular attention should be paid to the **Multi-Hazard Contingency Planning Manual for the Caribbean Tourism**

Sector. The applicability of its content in the national DRM context requires consideration. Clearly the inclusion of the NDC or relevant designate in the SDWG is essential.



Strategy
Template

2.2

3.2.4 Tourism Sector Vulnerability

The Tourism sector's vulnerability to the impacts of events caused by natural hazards prone to affect the country requires careful analysis by the SDWG. This analysis couples the knowledge of the National Tourism sector's structure and composition with knowledge of the country's priority hazards. Ideally, hazard mapping at an appropriate scale should be available and the key Tourism infrastructure should also be mapped, and this is available for utilization in this process. The analysis should also factor in the human



Strategy
Template

1.2

resource dimension of the Tourism sector and its vulnerability to hazards. Resilient structures are not sufficient in themselves. Tourism employees must also be available after an event for the sector to recover. Their availability would in part be subject to their families and communities' resilience and ability to recover. Therefore, there is a very strong link between the resilience of Tourism establishments and the resilience of the communities in which they are located and their ability to recover from events.

3.2.5 The Strategy's Guiding Principles

Before developing the content of the Strategy, the analysis phase should conclude with a set of Guiding Principles intended as its foundation. Some guiding principles for consideration are:



Strategy
Template

2.4

- **Congruency** with the Regional Tourism DRM Strategy:
The National Strategy should both support and be supported by the regional Strategy. In many cases, attainment of some Regional Strategic Objectives is predicated on there being similar National Objectives.
- **Tourism as part of the Community:**
Tourism establishments thrive and survive within the community in which they are located. Consideration of promoting the "Tourism Cluster Concept" is strongly recommended. *Annex C discusses the Tourism Cluster Concept in greater detail.*
- **Achievability:** The Strategy must be realistic in the sense that its objectives must be achievable.
- **Participatory:** Wide consultation with key National and Local Tourism stakeholders is necessary to ensure both a realistic content as well as buy-in.



The 'Tourism Cluster' concept is central to the Regional Strategy and should be considered as the center piece of the National Strategy

3.3 Summary of Key Steps

- **STEP 6:** Examine the national policy framework.
- **STEP 7:** Map the National Tourism sector and identify key national and local stakeholders.
- **STEP 8:** Analyze the Tourism sector within the context of the National DRM System to determine its vulnerability to the priority hazards.
- **STEP 9:** Define the priority needs that the Strategy should address.
- **STEP 10:** Define the Guiding Principles for the Strategy.

3.4 Tools

Tool 2 presented below may be of use to complete the Analysis Phase of Strategy development.

National Tourism DRM Strategy Development Tool 2		
Description	Content	
Key documents	List	Relevance
	1. 2. 3. 4.	
Description of the National Tourism Sector	Narrative:	
	Key Stakeholders	
	National 1. 2. 3. 4.	Local 1. 2. 3. 4.
Priority Needs	1. 2. 3. 4.	
Guiding Principles	1. 2. 3.	

4. DEVELOPMENT PHASE

4.1 Aim

The aim of the development phase is to define the national objectives of the Tourism DRM Strategy and develop the Plan of Action. Once completed, this phase should answer the following questions:

- What are the national objectives of the Tourism DRM Strategy?
- How are they going to be achieved?
- How is the implementation going to be monitored?

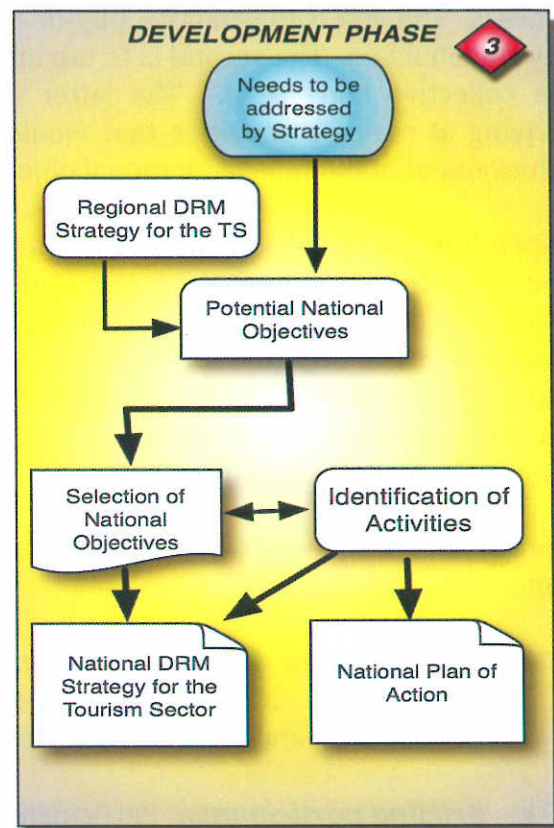
4.2 Process

The process builds on the results of the analysis phase and comprises a series of sequential planning, consultation and endorsement steps.

4.2.1 Defining potential National Objectives

The principle component of this step is the set of needs identified in the previous phase. National objectives for the Strategy have to be determined to meet these needs. Concurrently, activities required to attain the proposed national objectives have to be identified. However as the Regional DRM Strategy and Plan of Action also includes activities to be carried out at the National Level it will be necessary to review these activities with the goal of ensuring that they are considered in the final definition of proposed national objectives. It is recommended that the following sequential approach be undertaken by the SDWG:

- Informed by the Regional Strategic Objectives (RSOs) of the Regional Strategy, identify potential national objectives to address the set of needs identified in the previous phase.
- Determine the achievability of the proposed national objectives by identifying potential national activities required to achieve them.
- Review the national activities derived from the Regional Strategy to ensure that if relevant, they are included with those already identified.
- Make adjustments to the proposed national objectives (and activities) if required.



4.2.2 Confirming National Objectives

There are two main reasons for 'socializing' the proposed national objectives through a broad consultative process. The first is to generate 'buy-in' by key stakeholders. The second is to tap into the collective knowledge. The latter is critical for arriving at realistic activities that would lead to the achievement of the selected national objectives.



To facilitate links with the Regional Strategy, National Objectives should also be organized by phases (mitigation, preparedness, response and recovery)

Depending on the size of the country and its structures and systems (administrative, DRM and Tourism), the consultative process could be as simple as the conduct of one single national workshop or as complex as conducting a series of local workshops culminating in a national workshop. The objective of the workshop(s) is to refine the proposed National Tourism DRM objectives and to confirm the associated activities to achieve them. The latter should also consider feasibility in terms of resources, time and other factors critical to implementation of activities, and ultimately, realization of objectives.

The conduct of the workshop(s) is critical to the success or failure. The main factors to consider are:

- **The selection of participants:** Participation should not be limited to Tourism stakeholders. It should also include as a minimum key actors of the National Disasters Organization and community leaders.
- **Briefing participants:** Participants need to know what is expected of them and be provided with sufficient information to meet the expectations. A formal introductory briefing providing the necessary information is strongly recommended.
- **Managing Participants' Activities:** To be truly consultative and participatory, the workshop must include activities that engage the participants and produce results based on the collective wisdom. After the introductory briefing, the participants could be organized into balanced groups for breakaway discussions and then regrouped in plenary sessions to discuss the results of their deliberations.
- **Feedback:** Participants must feel that their contributions truly matter. Their workshop attendance should be followed up with a feedback process whereby they are provided with the results of the workshop and given the opportunity to further comment individually. This approach tries to keep the participants engaged beyond the duration of the workshop and affords the opportunity of reaping additional ideas generated by post-workshop reflections.



4.2.3 Development of a Plan of Action

The result of the consultative process is the crafting of the Objectives of the National Tourism DRM Strategy with associated feasible activities to be undertaken for their attainment. The next step is for the NTDC with assistance from the SDWG and guidance of the SOC, to flesh out or regroup the activities into projects and programmes reflecting the priorities for a specified timeframe – in essence developing the Plan of Action.

National Objectives derived or cascaded from the Regional Strategy have associated activities already regrouped into projects and programmes having both regional and national dimensions. The Plan of Action will contain a mix of activities, projects and programmes that are subject to regional stakeholders' action and some that are purely dependent on national stakeholders.



The activities and projects and programmes in the **Regional Strategy and Plan of Action** can be considered for integration into the national Plan of Action

4.2.4 Endorsement of the Strategy and Plan of Action

Before being promulgated to key stakeholders, the National Tourism DRM Strategy requires official approval. The NTDC and SOC should submit the Strategy to the **Tourism Disaster Sub-Committee** for approval and endorsement by the **NDC**.



4.3 Key Steps

- **STEP 11:** The SDWG identifies proposed national objectives and associated potential activities.
- **STEP 12:** Conduct workshop(s) with key stakeholders to refine national objectives and activities.
- **STEP 13:** Develop Plan of Action.
- **STEP 14:** Submit Draft National Tourism DRM Strategy and Plan of Action to SOC for endorsement.
- **STEP 15:** Submit National Tourism DRM Strategy and Plan of Action to the Tourism DRM Sub-Committee for approval.

4.4 Tools

Tools 3a/3b, 4a/4b, 5a/5b, and 6a/6b presented below may be of use to complete the Development Phase as they could be used in developing national objectives and corresponding activities for each phase, and demonstrate RSOs and activities (regional and national) for consideration and to ensure linkages.

National Tourism DRM Strategy Development		
Tool 3a		
National Objectives for Mitigation		
RSOs	National Objectives	Key Activities
1. To promote the availability and use of natural hazard risk information in the tourism sector.		<u>Regional</u> R1.1 Develop a regional risk information system for the tourism sector R1.2 Development of a standard HRVA Tool in the tourism sector R1.3 Integrate risk information into regional tourism policies, plans and programmes R1.4 Incorporate risk identification into tourism curricula of tertiary education in the region
		<u>National</u> N1.1 Promote National Adaptation and utilization of the HRVA Tool N1.2 Integrate risk information into national tourism policies, plans and programmes N1.3 Promote community level HRVA by conducting workshops N1.4 Promote tourism site level HRVA using results from community HRVA
2. To promote adherence to land use planning regulations and building codes in the development of new tourism infrastructure and retrofitting of older infrastructure not built to an approved code.		<u>Regional</u> R2.1 Create an incentive programme for voluntary compliance of land-use planning policies & application of approved building codes

		<u>National</u> N2.1 Familiarize Tourism establishments with local land use planning policies N2.2 Promulgate National acceptance of an incentive programme to promote voluntary adherence to land use planning regulations & approved building standards N2.3 Implement National public awareness programme aimed at Tourism sector & investors highlighting “safety” N2.4 Identify champion for national enforcement of land use planning & building regulations
3. To foster national consideration of protective structural works to minimize damage from natural hazards to key environmental and other assets.		<u>Regional</u> R3.1 Issue Regional hazard mapping standards R3.2 Undertake studies to identify potential mitigation measures for key tourism assets at risk (beach erosion etc.)
		<u>National</u> N3.1 Develop National inventory(ies) of “key tourism” assets N3.2 Undertake or complete National hazard mapping N3.3 Develop National mitigation programmes for key tourism assets at risk N3.4 Implement National mitigation programmes for priority key tourism assets at risk
4. To promote mitigation, including risk transfer, as economically viable measures in the tourism sector.		<u>Regional</u> R4.1 Development of appropriate regional financial instruments for managing disaster risk, such as a regional contingency fund or insurance for the tourism sector R4.2 Compilation (& dissemination) of Best Practices for Mitigation in the Tourism Sector R4.3 Incorporate DRM in tourism curricula at regional educational institutions
		<u>National</u> N4.1 Adaptation of the regional financial instruments for managing disaster risk, such as a contingency fund or insurance for the tourism sector

National Tourism DRM Strategy Development Tool 3b Additional National Objectives	
National Objectives	National Activities



Strategy Template
Section 3.1.3

National Tourism DRM Strategy Development Tool 4a National Objectives for Preparedness		
RSOs	National Objectives	Key Activities
5. To enhance tourism sector contingency planning and capacity building to minimize the loss of life and injury to tourists, tourism sector workers and property damage with an emphasis on tourist accommodation facilities.		<u>Regional</u> R5.1 Development of guide and models (small, medium and large) for tourism accommodation Emergency Response Plans (ERP)
		<u>National</u> N5.1 Adaptation of guide and models for tourism accommodation Emergency Response Plans to national requirements. N5.2 Develop and implement national programme of workshops to increase capacity for the development of individual ERPs and promote cluster formation N5.3 Develop and implement national programme of workshops to integrate tourism cluster Emergency Response Plans (ERP) and recovery requirements with community ERP and recovery planning
6. To promote individual and family preparedness amongst employees of the tourism sector.		<u>Regional</u> R6.1 Development of Family Preparedness Guide for tourism employees.
		<u>National</u> N6.1 National adaptation and dissemination of Family Preparedness Guides for Tourism employees
7. To foster tourism clusters and their integration into their communities' contingency planning.		<u>Regional</u> R7.1 Development of the "Tourism Cluster and the Community" concept R7.2 Development of a methodology and process to create tourism clusters and promote their integration with communities
		<u>National</u> N 7.1 Conduct workshops in communities to apply the "Tourism Cluster and the Community" concept

National Tourism DRM Strategy Development Tool 4b Additional National Objectives	
National Objectives	National Activities



Strategy Template
Section 3.2.2

National Tourism DRM Strategy Development Tool 5a National Objectives for Response		
RSOs	National Objectives	Key Activities
8. To enhance the development of emergency response/disaster plans (and related capacity to execute plans) in the tourism sector (and other key supporting sectors).		<u>Regional</u> R8.1 Development of guide and models for ERP for tourism sub-sectors R8.2 Development of a Regional Tourism Crisis Communications Framework
		<u>National</u> N8.1 Adapt guide and model ERP to national requirements N8.2 Conduct of ERP planning workshops to include participation of other supporting sectors N8.3 Conduct evaluations of tourism sector stakeholders' capacity to execute ERPs
9. To promote the integration of tourism facilities' response with that of their respective communities (and countries).		<u>Regional</u> R9.1 Develop a recognition programme for Caribbean tourism businesses that are DRM certified in accordance with agreed designation levels and criteria R9.2 Develop an approach and process to foster integration of tourism facilities emergency planning with that of the host community.
		<u>National</u> N9.1 Participation in DRM certification programme N9.2 Examine the viability of using Tourism Emergency Operation Centre (TEOCs) in national response context N9.3 Conduct joint community/tourism planning workshops
10. To promote the integration of tourism sector requirements into preparedness and NRPs		<u>Regional</u> N/A
		<u>National</u> N 10.1 Review of the National Response Plans (NRPs) from a tourism perspective - harmonizing roles of the tourism stakeholders (and the Tourism Emergency Management Committee (TEMC)/TEOC, where they exist) with NDOs' structures and procedures.

		N10.2 Hold regular NTO-NDO meetings for coordination and collaboration N10.3 Promote regular meeting of tourism clusters with community NDO coordinators (where they exist)
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National Tourism DRM Strategy Development Tool 5b Additional National Objectives	
National Objectives	National Activities



Strategy Template
Section 3.3.2

National Tourism DRM Strategy Development Tool 6a National Objectives for Recovery		
RSOs	National Objectives	Key Activities
11. To enhance Business Continuity Planning in the tourism sector.		<u>Regional</u> R 11.1 Development of standardized Business Continuity Planning (BCP) Guideline R 11.2 Development of BCP Training package for a 'train-the-trainers programme' R11.3 Development of a Regional Tourism Crisis Communication Framework
		<u>National</u> N 11.1 Adaptation of the regional standard BCP Guidelines to national requirements N11.2 Conduct of BCP workshops (for capacity building and completion of adequate BCPs) N11.3 Review national tourism requirements for recovery to ensure they are addressed in national recovery planning N11.4 Monitor development of BCPs in the tourism sector N11.5 Hold tourism cluster and community meetings for BCP development
12. To promote the establishment of national guidelines for restoration and reconstruction to ensure the immediate re-establishment of tourism economic activities.		<u>Regional</u> R 12.1 Development of Regional Guidelines for Recovery that consider tourism requirements
		<u>National</u> N 12.1 Adaptation of Regional Guidelines for Recovery to ensure restoration of tourism activity in post-disaster events

National Tourism DRM Strategy Development Tool 6b Additional National Objectives	
National Objectives	National Activities



Strategy Template
Section 3.4.2

Tool 7 presented below may be of use to complete the Development Phase as it could be used to define national stakeholder and local stakeholder activities linked to the national objectives developed.

National Tourism DRM Strategy Development Tool 7 National Objectives and Activities		
National Objectives	National Stakeholder Activities	Local Stakeholder Activities
1.	N1.1	L1.1
	N1.2	L1.2
	N1.3	L1.3
	N1.4	L1.4
2	N2.1	L2.1
	N2.2	L2.2
	N2.3	L2.3
	N2.4	L2.4
3	N3.1	L3.1
	N3.2	L3.2
	N3.3	L3.4
	N3.4	L3.4
4		
5		
6		
7		
8		
9		

10		
11		
12		
13		
14		



Strategy Template

Sections:

- **3.1.3**
- **3.2.2**
- **3.3.2**
- **3.4.2**

5. IMPLEMENTATION PHASE

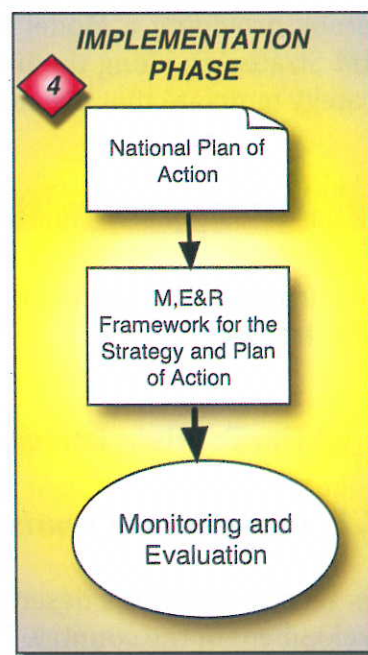
5.1 Aim

The aim of the implementation phase is to execute the Plan of Action – the projects and programmes that contain national and local stakeholders' activities needed to meet the Strategy's National objectives.

5.2 Process

Although the implementation phase is not within the scope of this Guide, it is raised to ensure that the need for a Monitoring, Evaluation and Reporting (M, E & R) Framework for the National DRM Strategy for the Tourism Sector and the Plan of Action is recognized.

The development of the M, E & R Framework should be undertaken by the NTDC on approval of the National DRM Strategy for the Tourism Sector and the Plan of Action. This framework and associated M, E & R principles and concepts are found with the Regional Strategy and Plan of Action.



- **STEP 16:** Develop an M, E&R Framework for the National Strategy and Plan of Action.

Part III – Model National Strategy Template

This section outlines the various parts and related content for the National Tourism DRM Strategy, thereby providing a Model National Strategy template for use in developing National Tourism DRM Strategies, along the lines of this Guide. It is to the various sections of this Model National Strategy template that the various preceding sections have pointed to.

1. Introduction and Background

The purpose of this section is to make a compelling argument for the need of a National Tourism DRM Strategy.

1.1 The Tourism Sector in country

1.1.1 Importance of Tourism for country

This section contains a description of the importance of the Tourism Sector to the sustainable development of the country. This section should include:

- Economic importance
- Value generated
- % of National GDP
- Other important information on significance of Tourism for country and economy
- Cultural implications of Tourism for country
- Physical environment

1.1.2 Structure of the National Tourism Sector

This section describes the Tourism Sector in the national context. This section should address:

- How does it function? – policy environment, legislation, management structure, financing and investment, etc.
- Who is involved nationally and internationally? (i.e. Who are the main stakeholders and players?) At what levels does planning take place?

1.1.3 Tourism Sub-sectors

This section describes the national tourism sector in terms of its components (sub-sectors). This section should include:

- Description of the scope of each subsector for the country (example: There is no significant Conference subsector but local Attractions play a significant role)
- Inventory of key stakeholders for each subsector (example: national hotel associations, Chambers of Commerce, Restaurant Associations, etc.)



CTO has defined the regional tourism industry by eight sub-sectors (these subsectors may also apply to the national level)

1. The **Accommodation** sub-sector forms part of the core tourism product. All tourists need some type of accommodation facility, whether a hotel, guesthouse, bed and breakfast establishment, villa, time-share or host home.
 2. The **Food & Beverage** sub-sector is another key facet of the tourism product. One hundred percent of all tourists consume food and beverage during their stay and culinary tourism is a fast growing niche market in the Caribbean.
 3. The **Transportation** sub-sector is also a core element of the tourism product. Tourism by definition involves the movement of people to destinations outside their normal place of abode. Transportation falls in one of three categories air, ground and sea.
 4. **Attractions** are the last core component of the tourism product. The Caribbean's tourist attractions are typically nature-based such as, waterfalls and parks, based on the built heritage for example, museums and historic sites or based on popular culture such as carnivals and music festivals.
 5. The **Adventure Tourism** sub-sector is another expanding sector in tourism and caters for visitors desirous of active and recreational experiences. These types of
- basic subsistence needs of the people affected.

Disaster response is predominantly focused on immediate and short-term needs and is sometimes called "disaster relief". The division between this response stage and the subsequent recovery stage is not clear-cut. Some response actions, such as the supply of temporary housing and water supplies, may extend well into the recovery stage. (UNISDR 2009)

3.2 Tourism Sector National Strategic Objectives for Response

The NOs for Response should be listed as per the model above in section 3.1.3. The NOs should be followed by their respective national and local level activities.

1.2 Rationale for the National Strategy for DRM in the Tourism Sector

This section should provide a compelling argument as to why a National Tourism DRM Strategy is required in terms appealing to the Strategy’s intended audience.

1.3 Purpose of the Strategy and Plan of Action

This section describes the intent and use of the Strategy in terms of its target audience (national and local stakeholders) and provides a Purpose statement.

Purpose

1.4 Vision and Goal

This section presents the overarching vision and goal for the Strategy.

Vision

Goal

2. Strategy Context

2.1 Policy Context

This section identifies and describes the relevant national policy framework. The Strategy must be in keeping with national mandates of the tourism sector as well as priorities of the DRM framework of the country

2.2 DRM Context

This section describes the national DRM structure in which Tourism DRM exists. It is assumed that every country has adopted the four ISDR defined phases, including:

- Mitigation (which includes 'prevention');
- Preparedness (which includes 'detection');
- Response (which includes 'warning'); and,
- Recovery (which includes 'rehabilitation' and 'reconstruction').

2.3 Priority Hazards

This section identifies the hazards that will be focused on in the Strategy.



The chart below listing the hazards in focus for the Regional Strategy could be adapted to reflect the national priority hazards or hazards of national importance to the tourism sector

Regional Natural Hazards in Focus	
Source	Phenomena
Hydrometeorological	Hurricanes Storm surges Wind storms Floods
Geological	Volcanic activity Earthquakes Mass movements Tsunamis*
Biological	Epidemic outbreaks, including Pandemics

Legend: * including those originating outside of the Caribbean region.

2.4 Principles of Cooperation for DRM in the Tourism Sector

This section could touch on the following:

- Tourism is part of the Community. The symbiotic relationship (interdependency) between Tourism establishments and the community in which they are located should be described;

- Tourism DRM Clusters: A description of the concept as applied in the national context should be included;
- Integration: Describes the need for Tourism DRM to be fully integrated into the National DRM Regime.

2.5 National Disaster Management System (NDMS)

This section addresses and describes each of the following possible components of a NDMS in the context of the country:

- A legislative and regulatory framework – Responsibility and authority for all matters related to DRM rests with the Prime Minister and the Cabinet.
- A NDM Council – Responsible for DRM at the highest government level. The Council is supported by a coordination secretariat usually provided by the Department responsible for Disaster Management (DM). Councils work through specified functional or sectoral committees. These are usually headed by a Ministry and also include other public and private sector representation, including the tourism sector.
- An NDO – Comprising elements at the national level (a disaster management department), emergency services, police, fire, volunteers and local community coordinators. However, in all cases, the NDOs are the response mechanism to an event.
- A National Emergency Operations Centre (NEOC) - A survivable facility with appropriate communications, activated in anticipation of or after an event to facilitate the coordination of the NDO on behalf of and in support of the government.

This section should also describe how the Tourism sector is represented in the Council and how it reaches down to “grass roots” level. The section would also address other relevant questions, such as: “Does country have a TEOC?” Etc.

3. National Strategic Objectives

This section presents the National Strategic Objectives (NOs) of the Strategy, which are presented in accordance with the phases of the DRM cycle for which they are most relevant: mitigation, preparedness, response, or recovery. For each phase, a definition is presented, followed by some key aspects of the phase that help to set the context. The NOs for the phase are then presented and key needed activities for their achievement are listed.

3.1 Mitigation Specific National Strategic Objectives

Mitigation

The lessening or limitation of the adverse impacts of hazards and related disasters.

The adverse impacts of hazards often cannot be prevented fully, but their scale or severity can be substantially lessened by various Strategies and actions. Mitigation measures encompass engineering techniques and hazard-resistant construction as well as improved environmental policies and public awareness. It should be noted that in climate change policy, “mitigation” is defined differently, being the term used for the reduction of greenhouse gas emissions that are the source of climate change
(UNISDR 2009)

3.1.1 Risk Assessment

This section contains a description of the risk assessment process that has as objective the identification and quantification of risks, by analyzing hazards and elements at risk and a determination of the respective impacts should be provided and can include the following five (5) steps:

- Definition of objectives and scope – what are the objectives at national, local and establishment levels – give possible examples;
- Analysis of hazards – what are the hazards being addressed in the Strategy? Characterize them.
- Analysis of vulnerable elements – Who, what, and where? How are they vulnerable?
- Analysis of risk – elements vulnerable to specific hazards – what are possible consequences of an event to these elements?
- Representation of results – put hazard and vulnerability together to show where risk exists.

3.1.2 Risk Transfer

In this section, it is important to highlight the key risk transfer mechanisms that currently prevail in the country. Then mechanisms that could also benefit the sector but may not be fully developed should be identified. It is also here that objectives in promoting or further developing risk transfer mechanisms should be outlined. Below are examples of risk transfer mechanisms to draw from and expand upon in the national context.

- Risk transfer instruments available for potentially low loss levels could include prevention funding such as:
 - Prevention and Mitigations Funds
 - Development Funds: Municipal, Social, Rural,
 - Environmental
 - Mitigation Loans
 - Prevention Loans (e.g. through the IDB Disaster Prevention Sector Facility)
 - International Aid
- Risk transfer instruments available for potentially high loss levels could include:
 - Disaster Insurance and Reinsurance

- Catastrophe (CAT) Bonds
- Weather Derivatives

3.1.3 Tourism Sector National Strategic Objectives for Mitigation

Given the Goal for the Strategy and Plan of Action as well as national realities, the key NOs related to Mitigation need to be identified, presented and discussed below:



Reference to the Regional Disaster Risk Management Strategy and Plan of Action for the Tourism Sector in the Caribbean document should be made for suggestions and background information on Mitigation NOs.

National Strategic Objective 1

Activities:

Key activities related to NO 1 at the national level:

- N 1.1
- N 1.2
- N 1.3.
- Etc.

Key activities related to NO 1 at the local level:

- L 1.1
- L 1.2
- L 1.3
- Etc.

National Strategic Objective 2

Activities:

Key activities related to NO 2 at the national level:

- N 2.1
- N 2.2
- N 2.3
- Etc.

Key activities related to NO 2 at the local level:

- L 2.1
- L 2.2
- L 2.3
- Etc.

3.2 Preparedness Specific National Strategic Objectives

3.2.1 Preparedness

Preparedness

The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions.

Preparedness action is carried out within the context of disaster risk management and aims to build the capacities needed to efficiently manage all types of emergencies and achieve orderly transitions from response through to sustained recovery. Preparedness is based on a sound analysis of disaster risks and good linkages with early warning systems, and includes such activities as contingency planning, stockpiling of equipment and supplies, the development of arrangements for coordination, evacuation and public information, and associated training and field exercises. These must be supported by formal institutional, legal and budgetary capacities. The related term “readiness” describes the ability to quickly and appropriately respond when required. (UNISDR 2009)

In the preparedness phase, disaster managers undertake initiatives aimed at coping with the consequences of events caused by hazards. Preparedness consists of the following:

- Planning including exercises and simulations;
- Training;
- Awareness and education;
- Early Warning.

3.2.2 Tourism Sector National Strategic Objectives for Preparedness

The NOs for Preparedness should be listed as per the model above in section 3.1.3². The NOs should be followed by their respective national and local level activities.

3.3 Response Specific National Strategic Objectives

3.3.1 Response

Response
The provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the

The working group, under the leadership of the NTDC, develops the National Strategy. The composition of the SDWG will be dictated by the country's particularities but it is recommended that at a minimum it contain

Consideration should be given to the inclusion of representatives from the government's planning and finance departments, as well as mitigation and recovery may surface.

group of three or four members of the Strategy Oversight Committee (SOC) to meet on a predetermined or as needed basis. The SOC acts as proxy for the full sub-committee so the latter need not convene frequently. The SOC will be important for getting the full **Tourism Disaster Sub-Committee** to approve the Draft and Final Strategy before it is submitted to the National DM MC for endorsement.

The Strategy development process

The first three phases are addressed in detail in the next sections below. Although the Guide does not address the implementation phase, a Strategy is realized through

1.1.2 The Strategy Development Working Group (SDWG). The leadership of the NTDC develops the National Strategy. The composition of the SDWG will be dictated by the country's particularities but it is recommended that at a minimum it contain representation from:

- the NDO or the National Disaster Coordinator (NDC);
- the key National Tourism Sub-Sectors;
- the insurance sector; and,
- other public or private sector key stakeholders as deemed necessary.



1.1.3 The Strategy Oversight Committee (SOC). A small group of three or four members of the **Tourism Disaster Sub-Committee** should form the Strategy Oversight Committee (SOC) to provide guidance and advice to the SDWG through the NTDC on a predetermined or as needed basis. The SOC acts as proxy for the full sub-committee so the latter need not convene frequently. The SOC will be important for getting the full **Tourism Disaster Sub-Committee** to approve the Draft and Final Strategy before it is submitted to the National DM MC for endorsement.

Suggested Terms of References for the three entities of the Strategy development process are detailed at Annex A.

1.2 Overview of the Strategy Development Process

The development and implementation of the National Tourism Disaster Risk Management Strategy is a logical and sequential four phased process as depicted at Figure 2. The first three phases are addressed in detail in the next sections below. Although the Guide does not address the implementation phase, a Strategy is realized through

3.4 Recovery Specific National Strategic Objectives

4.4.1 Recovery

Recovery

The restoration, and improvement where appropriate, of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors.

The recovery task of rehabilitation and reconstruction begins soon after the emergency phase has ended, and should be based on pre-existing Strategies and policies that facilitate clear institutional responsibilities for recovery action and enable public participation. Recovery programmes, coupled with the heightened public awareness and engagement after a disaster, afford a valuable opportunity to develop and implement disaster risk reduction measures and to apply the “build back better” principle.

(UNISDR 2009)

Given a level of damage, the speed and ease of the recovery is dependent on the use made of financial instruments for risk management and transfer. Some of the following may be relevant at the national level and should be identified:

- Instruments for response at high loss levels - Loss Financing through Loans:
 - Contingent Credit
 - Emergency Loans (e.g. through the IDB Immediate Response Facility)
 - Reconstruction Loans
- Instruments for response at low loss levels - Loss Financing:
 - Loss Financing
 - Formal and Informal Risk Coping through Self-Financing
 - Calamity Funds
 - Reserve Funds
 - Transfers of Government Budget
 - Transfers from Development Funds
 - Reformulation of Existing Loans

3.4.2 Tourism Sector National Strategic Objectives for Recovery

The NOs for Recovery should be listed as per the model above in section 3.1.3. The NOs should be followed by their respective national and local level activities.

Annexes

Annex A Terms of Reference

1. THE NATIONAL TOURISM DISASTER COORDINATOR (NTDC)

1.1 Description and Role

On behalf of the Minister of Tourism, the NTDC is the responsible person to coordinate the development of the National DRM Strategy for the Tourism Sector and the Plan of Action.

1.2 Responsibilities

- Chair the SDWG.
- Be responsible to the MoT and responsive to the SOC
- Lead the SDWG in Definition, Analysis and Development Phases.
- Is responsible for the coordination of all the Strategy development steps.
- With the assistance of the SDWG, organizes and conducts the consultative workshop(s).
- Seeks advice from the SOC as needed.
- Submits Draft Strategy and Plan of Action through the SOC for approval by the Tourism DRM Sub-Committee.

2. THE STRATEGY DEVELOPMENT WORKING GROUP (SDWG)

2.1 Description and Role

Under the leadership of the NTDC, the SDWG is the body responsible for the development of the National Strategy. It comprises representation from the Tourism Sector as well as other key partners. The composition will be dictated by country realities however it is recommended that at a minimum it contain representation from:

- The NDO or NDC;
- The key National Tourism subsectors;
- The insurance sector; and,
- Other public or private sector key stakeholders as deemed necessary.

2.2 Responsibilities

- Assist the NTDC in all steps of the Strategy development process.

- Each member of the SDWG provides advice on their area of expertise and, where appropriate, liaison with his/her organization or agency of origin.
- Convene regularly or on an as needed basis with the NTDC.

3. THE STRATEGY OVERSIGHT COMMITTEE (SOC)

3.1 Description and Role

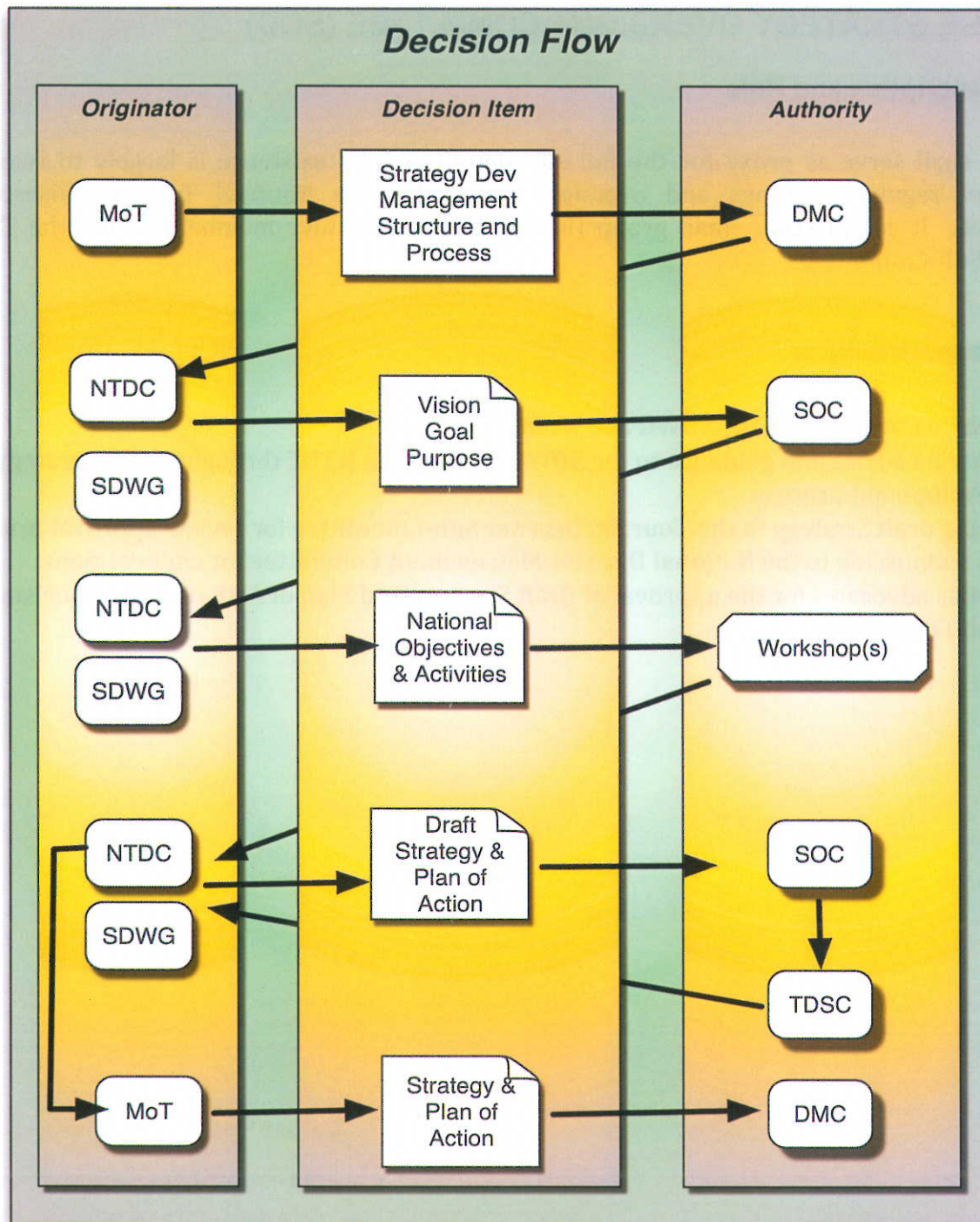
The SOC shall serve as proxy for the full subcommittee. Its existence is largely to reduce the burden of regular meetings and oversight duties for the National Tourism Disaster Sub Committee. It comprises a small group (ideally of three or four members), from the Tourism Disaster Sub-Committee.

3.2 Responsibilities

- Provide oversight to the SDWG and NTDC.
- Provide advice and guidance to the SDWG through the NTDC throughout the Strategy development process.
- Bring draft Strategy to the Tourism Disaster Sub-Committee for review approval prior to its submission to the National Disaster Management Committee for endorsement.
- Act as advocates for the approval of Draft Strategy and Plan of Action by the Tourism DRM Sub-Committee.

Annex B Strategy Development Decision Flowchart

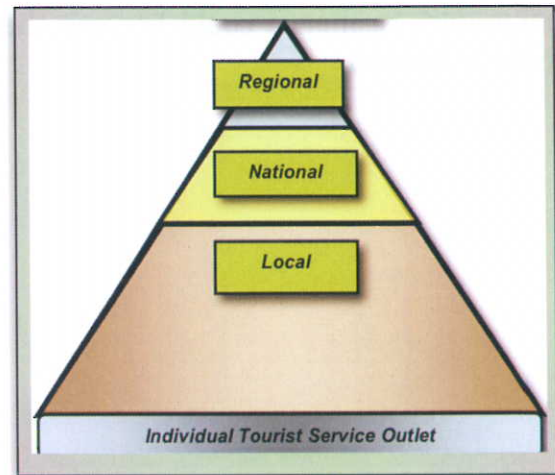
STRATEGY DEVELOPMENT DECISION FLOWCHART



Annex C Tourism Clusters

TOURISM CLUSTERS

1. The Caribbean tourism sector structure can be visualized as a three-tier pyramid. The apex represents the regional level stakeholders. The middle tier represents the more numerous national level stakeholders. Individual tourist service venue/outlets are at the base of the pyramid as they are the most numerous elements and all have a local dimension. The local dimension is the basis for the community-based tourism (CBT) concept. However, in terms of DRM there is also the fundamental truism that consequences of events causing incidents, emergencies or disasters all have a local dimension. This means that impacts of an event at a specific geographical location will affect the community in that area including tourism service venues or establishments within the area. Therefore, for purposes of resilience to events, there is an important connection between the tourism establishments and the communities in which they are located. Recognition of this importance is reflected in the “cluster” concept – a *cluster* being comprised of multiple tourism establishments that are physically located nearby one another. “The members of the *cluster* can work cooperatively and collaboratively to assess, organize, combine and control their collective capabilities and resources to prepare for ... threats, and to respond to and recover from such critical events”. (Multi-Hazard Contingency Planning Manual)



2. **There are three possible dimensions to the benefits of the Tourism Cluster approach** in a DRM context:

1. DRM cooperation amongst cluster members;
2. Tourism cluster DRM cooperation with host community; and
3. Tourism cluster as a catalyst for greater community resilience.

3. **DRM cooperation amongst cluster members.** As discussed above, the benefits of the tourism cluster facilitating DRM related cooperation amongst its members are self evident.

4. **Tourism cluster DRM cooperation with host community.** Tourism provides employment and a source of income to the community but it is also dependent on the community for its own operations. This symbiotic relationship is reflected in the movement to CBT. The community is a source of employees, goods, and essential services. The resilience or vulnerability of the tourism venue is very much linked with that of the community. When an event occurs, the consequences are not limited to the tourism venues but impact the whole of the community. The venue's ability to weather the event and recover from it is also linked to the community's ability to do so. It is therefore in the interest of tourism venues to participate in and promote community

preparedness efforts. The tourism clusters should endeavour to be represented in their community's DRM Committee where these exist.

5. Tourism cluster as a catalyst for greater community resilience. Some tourism clusters may be part of communities that have no DRM Committees. However, as argued above, it is still in their interest that their communities be resilient. The Tourism DRM cluster, by promoting community resilience could become the nucleus around which a community DRM Committee could be formed.