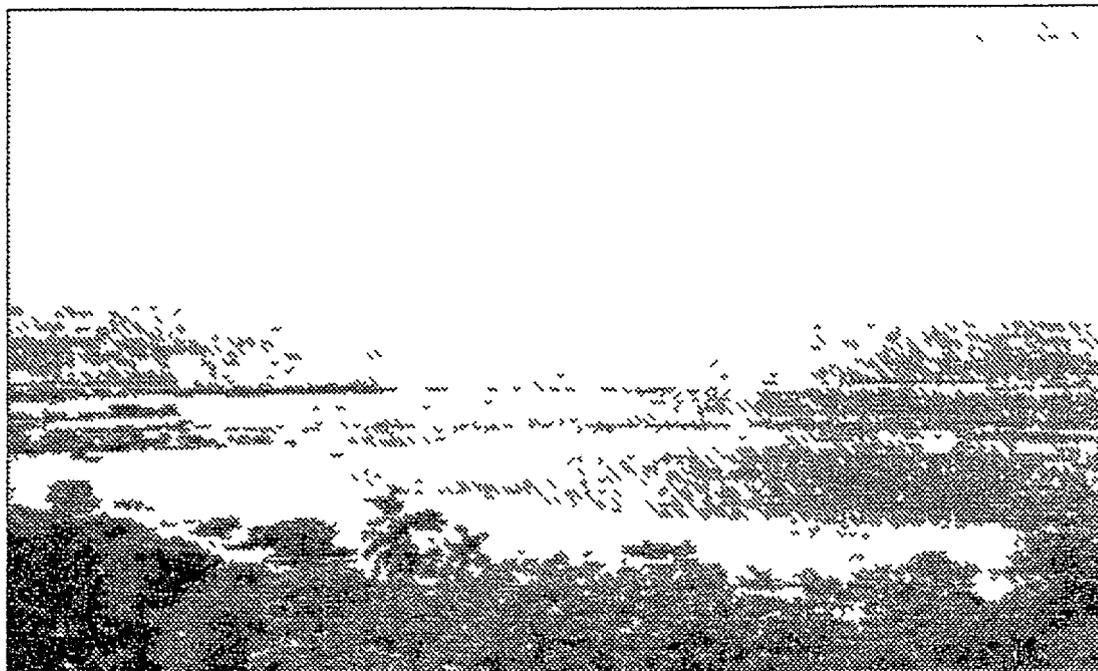


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**JAMAICA PROTECTED AREAS
FINANCIAL SUSTAINABILITY PROGRAM**



USER FEES

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JAMAICA PROTECTED AREAS FINANCIAL SUSTAINABILITY PROGRAM

USER FEES

EXECUTIVE SUMMARY

The Government of Jamaica (GOJ) is in the process of developing a National System of Protected Areas. These are areas of land or water that will be managed for the protection and maintenance of their ecological systems, biodiversity and/or specific natural, cultural or aesthetic resources. These areas, for the most part, will be available for the use and enjoyment of peoples of Jamaica and from around the world. Over 150 areas have been identified as possible additions to this National System of Protected Areas. Two areas have been established as Protected Areas – Montego Bay Marine Park (MBMP) and Blue and John Crow Mountain National Park (BJCMNP).

The Natural Resources Conservation Authority (NRCA) is the organization charged with the responsibility for overall management of this System. This responsibility includes the establishment of the policy framework necessary for sustainable management including the financial resources required to meet the overall goals.

The achievement of meeting financial sustainability will depend on the cooperation of all Jamaicans and a partnership among the GOJ, non-government organizations (NGOs), community groups, and land and business owners. The development of an overall financial sustainability plan is required and it must consider the broad mix of local, national, and international funding sources.

This document is a step toward planning for the generation of adequate revenues to protect, restore and manage the established protected areas. Montego Bay Marine Park is identified as a pilot program and successful implementation strategies for a user fee system are presented within. Before any program is started the authority to collect fees and spend these revenues on the park where collected must be firmly established in the regulations and policies.

The MBMP program consists of two phases. These are based on the expected ability of the park to implement and the anticipated acceptability and support of a fee program to the local community, partners, and cooperators.

Phase I is built around the basic concept of “getting control of the park”. Activities that occur within park boundaries have been going on for a long time. There have been limited controls placed on users, with a few exceptions no fees have been charged. The proposed user fee program requires users of park waters to obtain boat permits and identifying decals and registration numbers, to acquire a special permit for concession operations and to pay special user fees depending on the type of activity involved in. A

relatively simple concept but one that requires cooperation, acceptance, and willing partners to help make it work. Enforcement of violations will require the cooperation of the judicial system; otherwise, users will soon learn that paying fees is unnecessary.

Phase II targets users of the park that have not been included in Phase I. The experience gained in the initial implementation phase will provide expertise to successfully collect fees from all other users of the park. The recommended program builds needed support through "co-management" where users participate in helping make the decisions for successful park management and revenue generation.

Both phases call for continuous public participation in the processes of planning, implementation, and compliance. With the local community supporting this program, it will work. Without this support, it will be a challenge to reach success. Further study is not needed; it is time to begin implementation, with close community and user dialog. In addition, a monitoring and evaluation program must be actively carried out, including necessary program adjustments.

Blue and John Crow Mountain National Park is only briefly discussed, as time did not allow an in-depth analysis. Again, the first step is to get control of the park by identifying the users and providing for an entrance permit, either for the entire park or for certain places, such as Hollywell. It is recommended that more analysis of the situation occur before any fee system is instituted.

In summary – the climate is very positive for implementing a user fee program at MBMP. Even so, do not start this program unless the commitment of GOJ and MBMP is there to follow through and make it work. This means making the investments to start the program right, putting revenues back into the protected area and having a product for the fee being charged. This product is RESULTS that are responsive to the expectations of the customer!

MANAGEMENT OF JAMAICAN PROTECTED AREAS

FINANCIAL SUSTAINABILITY PROGRAM

USER FEES

***Objective** To enhance revenues to protected areas for conservation and restoration purposes and to sustain quality recreation experiences for the citizens of Jamaica and visitors from around the world*

The purpose of this report is to identify opportunities and processes for establishing user fee generation that will be cost-effective and provide revenues for the management of protected areas of Jamaica. It is unlikely that user fees alone will meet the overall goal of financial sustainability, but they will provide partial funding to meet operation and maintenance needs. User fee programs are part of management, and as such, cannot be looked at in isolation of other management issues and opportunities. This report attempts to recognize the real life situation and incorporate user fee strategies into current managerial, cultural, and environmental systems. The development of revenue programs, where the benefiting users are charged a fee, allows the costs of maintaining the protected area to be distributed directly to those who benefit.

1.0 INTRODUCTION

Users of protected areas are generally considered to be those who are actively using an area. In addition, however, there are many benefits to local communities and the nation. These benefits include clean air, a good water supply, aesthetics, physical and mental health, protection of natural resource values for the future, as well as the many personal benefit opportunities for individuals, families, and communities. The recipients of these other beneficial outputs share in the costs of protecting and managing the protected areas through local and national taxation. For this report, user fees are defined as all types of charges (direct and indirect) paid by users of protected areas. This may include entrance or admission fees, use fees for facilities, special concession permit fees, equipment registration, licenses and permits for hunting and fishing, boat permits, fines and confiscations for non-compliance with regulations, taxes, merchandising, etc.

The climate for instituting user fees is very good. The National Environmental Action Plan for Jamaica, 1995, indicates that the government plans to charge user fees for protected areas. Most of the individuals contacted in Jamaica during the preparation of this report fully support charging a fee for use of protected areas. Implementation of a user fee system is not difficult when community support exists. Even so, this support should not be taken for granted as there remain many individual concerns such as impact on jobs, negative effects on tourism, and cost for locals using the area. An energetic community involvement program is essential.

User Fee Goals

- 1 Operation and maintenance of protected areas
- 2 Reduced budget deficits
- 3 Improved environmental protection
- 4 Increased construction and maintenance of recreation facilities and other infrastructure
- 5 Increased opportunities for recreation experiences
- 6 Restoration of protected areas and special ecosystems
- 7 More jobs for locals and others
- 8 Increased income from tourism
- 9 Improved national balance of payments and trade
- 10 Increased community pride

The most important immediate issue is for protected areas to have the clear authority to collect and spend user fees locally Several Ministries feel they have a rightful claim on fees in areas where their responsibilities overlap protected areas. Within NRCA, itself, there are overlapping responsibilities and interpretations which require clarification. Many of these problems can be overcome through delegations, Memoranda of Understandings (MOU), or clarifying letters. There appears to be a willingness to complete the needed instruments.

1.1 KEY ISSUES FACING IMPLEMENTATION

- 1 **Authority for protected areas to collect fees and spend monies received**
- 2 **Public understanding and support of the Financial Sustainability Program and particularly the importance of user fees**
- 3 **Concessionaire, hotel and other partner involvement in development and implementation of user fee program**
- 4 **Commitment to implement a user fee system with necessary implementing direction including procedures, internal controls, and fee setting authorities and safeguards**
- 5 **Trained staff able to implement user fee program**

The first step in implementing the user fee system is a showing of strong support by appropriate government agencies through timely actions. The commitment of fees being retained by the protected area where they were collected is crucial to the success of this type of program. Early decisions are needed to determine the percentage of collected fees to be returned to the area where collected and how the fees are to be used. It is suggested that 80% of the fee collected be retained for use in operation, maintenance and projects important to users and management. The other 20% should be directed towards other protected areas, especially those that have little opportunity to collect fees or that need help in developing fee programs.

The acceptance by the public of user fees has been established in various studies around the world *People are willing to pay for use of parks and their facilities, as long as most of the monies are being returned to the park where they were collected* Most users accept the fact that government budgets are tight and the only way many of these special places will be properly managed is through the “user pay” concept One study in Negril by Matthew Wright indicated visitors are willing to pay US\$ 31 00 annually, in addition to any present costs, to ensure that coral reefs are preserved at their present level

Another study at Montego Bay Marine Park by Malden Miller supports the fact that users are willing to pay for protection and maintenance of the areas they use In Botswana and Madagascar user fees from Low Impact Tourism are recognized as a prime source of funding for conservation work, park management and a Village Revolving Fund Other African nations also have user fee systems or are working on developing them In the Caribbean most countries are attempting to implement user fees The following have active fee programs Belize, Bonaire, St Lucia, Dominica, Grenada, Costa Rica, Puerto Rico, and Saba The most recent results from the US were in 1997 when, at the direction of Congress, significant increases in user fees were charged for use of National Parks and National Forests The overall acceptance by the public on these public lands was very good and is an indicator of the importance of parks and recreation to people Locals will be more willing to cooperate if they see that fees collected result in improving their lives through increased job opportunities resulting from increased tourism These results, and studies from other countries, suggest that further studies to prove a willingness to pay are not needed

1 2 SUMMARY OF RECOMMENDATIONS

The following recommendations summarize the principle direction to successfully implement a user fee system within Jamaica’s protected areas

- **Get started on a user fee program**
- **Clarify issues within the government**
- **Establish Montego Bay Marine Park as a pilot program**
- **Get the procedures established which provides for user fees to be collected and retained by the park.**
- **Write a Business Plan for implementing the fee program**
- **With partners, develop a Communications Plan**
- **Provide for coordination and collaboration between protected areas, the tourism industry, and host communities**
- **Implement the plans, monitor results, evaluate against the goals and objectives and adjust to improve effectiveness**

2 0 SECTION I – FEE SYSTEM OVERVIEW

2 1 REACHING FINANCIAL SUSTAINABILITY

A Protected Area, especially a park may be considered a major asset for Jamaica – it is one of the ‘National Treasures’ that brings cultural value and pride to Jamaicans

Protected areas are

- An economic asset, that entice people from around the world - thus increasing tourism revenue and providing other economic benefits,
- An environmental asset, which provides for protection and sustainability of an important ecosystem, critical to the health of the lands, air, and waters of Jamaica
- A social asset, that provides for mental and physical health of Jamaican people

2 1 1 FUNDING SOURCES

As a treasure, protected areas must be cared for and managed, otherwise their value may be lost. The money needed to protect, restore, and manage these lands and waters come from many sources. Protected Area management is a business with the goals being those identified in the Business Plan. As in a business, financial health is critical if the defined mission is to be met. Financial sustainability can be defined as having enough revenues to cover all costs associated with managing a park. Revenues are more than cash. The objective is not to maximize cash receipts, it is to get the job done. Other sources of revenue, such as payment in-kind through services instead of cash, provide good opportunity to meet program needs.

Some of the major income sources and targets for funding levels are

<u>Income Source User Fee</u>	
Definition	User fees are the collection of money from those who use the resources and services of an area
Income Goals	In 3-5 years about 20% of the cost of managing the recreation use of an area would be received
Type of Mechanisms	Through establishment of a user fee program, including public involvement, fiscal integrity, and managerial commitment
How Collected	Fees can be collected directly in the form of entry fees, through third parties such as concessionaires, or in the form of a tax, i.e., hotel, landing, service charge, etc

<u>Income Source Large Donations and Grants</u>	
Definition	These donations and grants are generally large sums received from outside sources for specific purposes to meet the mission of the protected area
Income Goals	In 3-5 years generate 20% of the cost of the annual program of protection and restoration and about 50% of the cost of an annual research program
Type of Mechanisms	Through applications and agreements
How Collected	Donor programs are monies received from international donations such as USAID, CIDA, EU, EFJ, OAS, etc Grants are specific donations for purposes as specified by the grantor

<u>Income Source Cost Sharing/ In-Kind</u>	
Definition	These are partnerships, cost sharing with benefiting parties, individual small contributions of cash or materials, and other forms of project collaboration
Income Goals	In 3-5 years 50% of the work required to maintain recreation and other facilities required for quality management
Type of Mechanisms	Through partnership and cost share agreements, approved concessionaire developments, and individual contributions
How Collected	Received in form of cash, labor and/or materials Must be based on approval of park administrators

<u>Income Source Government Appropriations</u>	
Definition	Monies provided to the park through the government appropriation process
Income Goals	As a minimum, money would cover the basic costs of management including rent, utilities, equipment, management and administrative salaries needed to "open" doors for public service
Type of Mechanisms	Submission of budget consistent with approved management plans
How Collected	Through annual Parliamentary budget processes

<u>Income Source Non-Government Organization Trust Funds</u>	
Definition	Monies derived from fund raising grants bequests, debt for nature swap and other sources that have specific purposes in mind
Income Goals	These monies are generally directed for the management of specific area and in support of general government or other funding Funds to cover expenses over government appropriations needed to meet management plans
Type of Mechanisms	Submission of budget requests by the unit managers to the NGO Trust Board for approval
How Collected	Upon approval of Board through transfer of funds to protected area management accounts

<u>Income Source Merchandising</u>	
Definition	The sale of high quality local handicrafts, souvenirs, nature materials, park memorabilia, food and other services which support visitor needs
Income Generation	In 3-5 years these sales should cover 50% of the cost of the interpretive program including interpreters, displays, and handout materials Also is a source for jobs
Type of Mechanisms	Requires development of logos, symbols, and designs for placement on sale materials Wholesale contacts and sales outlets will need to be established
How Collected	Through the NGO or an Interpretive Park Association, which is non-profit Funds are used for educational goals of the Area

It is important to recognize that funding for the management of protected areas come from these sources as well as other miscellaneous sources such as fundraising, postage stamp sales, licenses, commissions, corporate sponsorships, environmental taxes, and advertising location fees User fees are a small, but important, part of this total All of these funding sources, including the processes of obtaining them, must be understood and utilized when developing financial plans

It is difficult to begin collecting fees from users who have not previously paid for participating in the activity now being charged for To change the existing paradigm there must be a full commitment that the majority of fees will be returned to the park where they were collected The introduction of any new fee structure for things which the general public perceives as "already theirs for nothing" creates a complex and volatile set of marketing and communications problems that need to be resolved Protected areas provide a revenue source for many businesses in the area *It is, therefore, consistent to expect contributions from the State in the form of taxes and fees from the many*

businesses that are benefiting Astute business people will realize that loss of a healthy, well-managed park, like MBMP, would result in a significant reduction of tourism. The health of the tourism industry, the community and the park are closely interrelated. The responsibility for maintaining a healthy, attractive park belongs not only to the government but also to the many peoples that benefit directly or indirectly from the park. Everyone must work together. *Collaboration co-operation, partnerships, joint ventures and coalitions are key to success*

2 1 2 CONCEPTS

Developing a user fee program must be closely coordinated with the protected area mission and direction. This involves understanding the relationships and influences of

- *The Customer* - expectations, experience desires, and benefit needs
- *The Park* - ecosystems, protection and restoration needs, and quality standards
- *The Community* - economic health, social needs and dependency on the park

Where these interface is where each has an opportunity to influence the other. As an example, when the customer enters the park the opportunity exists for the park to provide interpretive information, collect fees, explain rules. It is also the point where the customer's attitude is influenced that may lead to the proper or improper use of the park by the customer. The community impacts the experience of the customer at the point where they come together such as when disembarking from a cruise ship, the airport or when shopping. At this time the visitor's experience will be influenced by the reception provided by the community. If the visitor has a positive experience they may have an interest to return or they may tell others. Sustainability of the industry rests largely on these moments of contact between community and visitors.

2 1 3 PLANNING

Successful user fee implementation requires the same good planning as any program requires. Forethought about business implications, the need for, timing of, and responsibilities of public involvement and providing information about the program to the users are important aspects of success.

- 1 Business Plan - The Business plan provides a description of what the project is and the expected results, how it will be implemented, roles and responsibilities, and monitoring and evaluation processes.
- 2 Communications Plan - The Communication Plan describes the public participation process, the expected results, what will be done, who will do what, timing, and the public to be involved.
- 3 Marketing Plan - The Marketing Plan defines how the user fee program will be marketed, who the partners are and their roles, and the medium used for marketing.

2 1 3 FEES

Receiving fees for the product and the service are the essence of this program. Fees are charged for different purposes and can be paid through money, approved services, or cooperative work.

Administrative Fees are fees charged for issuing permits for resource use. Administrative fee income is used to offset the cost of administering the program. They are determined by estimating the cost of preparing permits, developing information and literature about the process, obtaining decals or other forms that indicate annual fees have been paid, and the costs of issuing permits. The initial costs of this process will need to be subsidized until the process is developed and operational. Keep the fee low so it will not become an obstacle to implementing the permit system. They can be raised in future years once the system has stabilized.

User fees are charged for the use of the park. Special additional fees may be charged for use of park facilities, such as campgrounds, picnic sites or mooring buoys. Use of some facilities may be included in the permit issued by the protected area at no additional charge. Set a reasonable fee for each type of use. Do not make fees so high that permit holders cannot afford to operate or must raise their prices so high to the public that business drops off. Conversely, do not place them too low because of fear of losing business. Try to find a balance. If it does not have the desired effect, then adjust the price. Remember – supply and demand. The park is something people want and will continue to visit as long as quality service is provided.

User fees must capture the latent willingness to pay. People will pay the right price for something they perceive to be of value. Management guarantees the future of the product. Success results from being flexible, adaptive, and willing to change. It is important to determine what creates resistance by customers and make adjustments early. Stay in touch with the customer. Good public information and a feeling by the public of being heard will mitigate many negative feelings and may turn an antagonist into an ally. User fees may be waived for local users such as fishermen and use of local non-tourist beaches.

When setting fees recognize experiences and benefits which people seek. People usually seek benefits that are a result of experiences, i.e., people they meet or are with, the place they are visiting, and attitudes they either arrive with or are created from the surroundings they are in. When they receive the desired benefits they feel that the experience was worthwhile and they will seek similar experiences in the future. Managers need to recognize the benefits people are seeking and receiving. Management goals should be set to provide an array of experiences and the resulting benefits. As an example, ecotourism is popular because it meets people's experience and benefit expectations of closeness to nature, challenge, and being away from crowds.

2.1.4 FEE COLLECTION

SETTING FEES

Fair Market Value (FMV) – FMV is the price for a good, resource or service that is based on competition in open markets that creates neither a shortage nor a surplus of the good, resource or service. In other words, it is what the private sector would charge for a similar service or opportunity. This method is intended to explore what private sector based competitive pricing for aid in setting local fees.

Fair Market Value prices can be determined by examining private sector prices in the market area in which the fee project is located, i.e., what similar parks charge in the Caribbean competition area. It is also possible to use willingness to pay related values for market values if directly comparable sources are not available.

Cost Recovery (CR) - Cost Recovery determines fees based on the cost of providing the services (or a percent of the cost of providing the services). The public may not be willing to pay full cost of recovery. Determine fees based on costs incurred to deliver the desired quality of service level, i.e., 100% service level is the highest level with all plan objectives being met to the highest standard. To try and recover this level will probably see a major decline in use due to an over-priced product. A lesser level is more reasonable and affordable. The level would be determined by management based upon plans, and expected funding levels. Costs should be exclusive of overhead.

Professional Judgment based upon experience of what the market will bear can provide immediate acceptable pricing. Local knowledge and experience are very valuable in setting fees. Professional judgment is also important in monitoring and making adjustments of fees depending on observations of actual use. This method should be correlated with FMV and CR methods to assure creditability of the fee structure.

NRCA has the ultimate responsibility to approve fees. Fee structures would be developed and recommended by the NRCA delegated managing board or council for the specific protected area. In all probability the board would select one or a combination of the above methods for determining appropriate fees. Fees should be reviewed annually at a minimum by the delegated board or council.

COLLECTING AND PROCESSING FEES

Set procedures must be established which clearly define the process for handling revenues. The User Fee Revenue Flow graphic in the Appendix shows a process whereby fees are deposited in a *deposit (bank) account*, go through a review and *authorization process* and then placed into a *spending account* for withdrawal to accomplish an approved project, such as concessionaire permit administration, facility maintenance, construction, etc. These steps, the legal and administrative requirements and safeguards, and personnel responsibilities must be described in detail so there is no confusion.

2 2 ACTIONS NEEDED FOR SUCCESS

2 2 1 REGULATIONS

Authority is required for the person delegated management authority for protected areas to collect and spend revenues paid by users of the area. Section 38 (1)(h) of the Natural Resource Conservation Authority Act 1991, provides authority for the Minister of Environment and Housing to make regulations necessary for the management of national parks, marine parks, and other areas within his responsibility.

Regulations would set forth the authority for NRCA to collect fees for admission to an area or site designated by NRCA, or for use of recreation sites, facilities, visitor centers, equipment, and services by individuals and groups.

2 2 2 DELEGATION OF AUTHORITY

Delegation of Authority from NRCA to specific management entities of Protected Areas is required in the following areas:

- 1 To collect user fees and deposit in designated accounts
- 2 To withdraw funds from bank user fee accounts for park purposes
- 3 To issue and terminate annual permits for concessions
- 4 To contract, including provisions for reasonable commissions, with any public or private entity to provide visitor services, including reservations and information, and accept the services of volunteers to collect fees
- 5 To approve recognition of private investment on Protected Area lands and waters, improvements or literature for private partners who invest to enhance the delivery of quality customer services and resource enhancement, i.e., a certified park promoter, concessionaire, etc.

2 2 3 MEMORANDA OF AUTHORITY (MOU)

Some government agencies have overlapping areas of responsibilities. This can lead to confusion in understanding by the public and among agency staff. MOU's provide an instrument for respective Ministers to clarify responsibilities. MOU's are needed between NRCA and

Fisheries Division - Minister of Agriculture

The Order designating MBMP specifically establishes authority for the park to manage the fishing activities within MBMP including requiring written permission to fish. The Fisheries Division has the authority to manage the fishery resource within the country. It is important that these two agencies work closely together in all aspects of managing this important resource. The following areas require an MOU to formalize this cooperation:

- Work together with the fishermen to establish workable direction to enhance the fish and marine environment of the park while protecting the interest of the fishermen
- Issue permits, boat decals, and collect administrative fees from authorized boats fishing within park waters
- Set special rules for fishing within designated marine parks or other protected areas which have authority over the fishery resource
- Jointly set rules and fees for the management of fishing beaches
- Monitoring the condition of the fish resource and fishermen activities

Forestry Department - Minister of Agriculture

Blue and John Crow Mountain National Park (BJCMNP) overlaps with lands administered by the Forestry Department designated as Forest Reserves. These lands contain some recreation facilities and other developments, which are better suited to administration by BJCMNP. The Forestry Department has indicated that it is in general agreement to this.

Develop an MOU to specifically establish responsibilities for management, including timber harvest procedures, and development of recreation related facilities. This includes access roads, trails, recreation sites, removal of forest cover, specifically trees which may be hazardous to users and/or approval of forest cutting plans in and adjacent to recreation area and special places. Establish that fees collected are to go to the park to offset management costs.

2 2 4 LETTERS OF DIRECTION

Letters of Direction are a useful tool to clarify staff responsibilities and procedures. Within NRCA there are areas where close cooperation between branches is required to facilitate implementation of user fee programs. The most important area needing clarification is the overlapping of the Beach Control Act and the Natural Resources (Montego Bay Marine Park) Order, 1992 or other designated protected areas. Specific clarification is required for

- Establishing a process for review and comment by protected area managers on Beach Control Act permit and license applications to provide input into the Environmental Impact Assessment (EIA). Clarification should also describe the process for input into the EIA. Purpose is to assure permits and licenses are coordinated with protected area management plans and meet legislated mandates. Protected areas should have an opportunity for timely comment during the application review process and again final comments prior to any permit or license issuance.
- Inspection of permitted projects within protected areas by protected area administrators to assure compliance with the area's goals and management plans.
- Receive Beach Control Act permit and license moneys from permits and licenses issued within a protected area. This includes permit and license fees for such activities as use of beaches, groynes, jetties, anchoring, installing phone cables, dredging, dock work, and other uses. These monies would be used to prevent or report trespasses,

monitor water quality in vicinity of projects report unauthorized uses, and general monitoring of shoreline activities

- Law enforcement responsibility for activities outside the park such as harassment of visitors, drugs, or dumping materials or carrying out activities which may eventually contaminate the park

2 2 5 ADMINISTRATIVE ACTIONS

Administrative actions are those which can be accomplished within the operating authority of NRCA or the protected areas. These are operational guidelines that can be changed without a lengthy, legal process. It is necessary to establish procedures that describe and sets standards of performance for

- Allocating fees collected under the Beach Control Act to Protected Areas for protection, restoration and monitoring of coastal areas
- Security system for cash
- Accounting procedures and appropriate fiscal accounts established to receive and disburse collections, including timely auditing
- Authorizing specific employees to handle cash (bonding)
- Receiving and depositing collected user fees
- Establishing accounts with bank
- Provide authority and guidelines for areas to withdraw funds for operations
- Develop license and permit formats and issuing processes
- Develop fee schedules based upon local knowledge of competitive pricing and customer willingness to pay
- Provide guidance and direction to help ensure consistency in the development and implementation of the program

2 2 6 OTHER COORDINATION CONSIDERATIONS

Currently there are activities by other agencies that directly or indirectly affect operations of protected areas. These activities, primarily inspection, permitting and licensing need to be coordinated in the future. Some current activities may provide opportunities for coordinating permit issuance to boat operators within marine parks. Such coordination may help alleviate the burden currently being placed on boat owners and water based concessionaires in meeting government regulations. The agencies and activities include

- a) Port Authority (Marine Board) boat inspections and permits and other activities within the harbor. Requires CPR, First Aid, Lifesaving licenses for crew
- b) Tourist Board (JTB) and Tourist Product Development Company (TPDCo) requires proof of insurance and issues license to operate

Whenever possible agencies should work together to lessen the demand placed on citizens. Cooperating citizens will improve compliance, increase receipts, and decrease government expenditures on process administration and enforcement needs.

2 3 PUBLIC SUPPORT

The Communications Plan will address public outreach in detail of what, who, when, where, and by whom. This plan is what will ultimately lead the fee program to success. Local communities must understand the purpose for fees, participate in decisions when the decisions may affect them, and become supportive of the program to others. In addition, all stakeholders need to see how they fit, and the impacts, both positive and negative, that will affect them. Important considerations are

2 3 1 PUBLIC SUPPORT CONSIDERATIONS

- 1 Bring into the process representatives of all segments of local society *Listen and then incorporate ideas* to make a better park for the people of Jamaica. This will make user fees more acceptable.
- 2 Protected area managers should utilize an informal citizen group that represents the structure of the community and the users. These unofficial advisors help in managing issues. These are people who are readily available for consultation and are interested in the protected area. Generally contact will be on an individual basis. Any meetings should be open to anyone interested. Be careful not to give people a feeling they have a special right over other citizens in the decision making process. Restore Local Advisory Committees (LAC).
- 3 Keep the public informed on what is happening in the protected area (not just the fee program but also the management plan, construction plans, etc.) To accomplish this use formal and informal communications.
- 4 Consult openly and broadly with the public.
- 5 Choose full disclosure.

2 3 2 AN OUTREACH PROGRAM FOR DEVELOPING A USER FEE SYSTEM

The following are suggested steps to be taken by protected area managers for developing public awareness, involvement and support.

- 1 Invite a few key representatives of the tourist industry, the town, and other user groups to meet with the purpose of formulating a framework for a workable user fee program. Be sure this group is representative of stakeholders but limited to a small workable number. Be personal - treat everyone with respect and importance. Principle is *involve the public first, last, and always!*
- 2 From the preliminary information draft a Business Plan for implementing the program that identifies what is desired, how it is to be implemented, and when it will start. Add known information but keep in draft form until the public has an opportunity to comment so it does not have the appearance of having all the decisions made.

- 3 Write letters to known users who would be affected by the decision and ask for their written or verbal ideas. Provide opportunity either at a meeting(s) or at the office for public to participate. Be sure to record each idea even if it doesn't sound acceptable. Sometimes new or unusual ideas become the idea of choice when given full consideration.
- 4 Revise the Business Plan reflecting the public ideas that make the plan more acceptable. Be sure to give credit where due so people can see their ideas being used. Send this out to individuals who participated and place a story in the media that the draft plan has been revised and invite individuals to make additional comments, if they choose.
- 5 Work closely with concessionaires to help them develop operating plans for each permitted concession to assure quality service to the public. These plans will provide details necessary to assure that visitors to the area get what they pay for.
- 6 Begin a media program describing the fee program, visitor opportunities, and other details that may be of interest to the public. Utilize radio messages, news releases, media field trips, and joint releases with partners. Keep the local public informed of what is going on.
- 7 Be sure signage and literature for services being offered is in place and meets quality standards. The visitor's impressions are formed with what they first see, i.e., personnel, signs, clean transportation, and good literature.
- 8 Provide a feedback mechanism to the public, especially those who have been working with the process. A personal phone call is best or a personal letter. Word processing makes it easy to send personal letters to each person. Hearing by rumor, rather than directly is the worst feedback. This shows a lack of concern for the effort the individual has made.

2.4 MONITORING AND EVALUATION

Effective monitoring requires preplanning to assure the correct elements are identified and the required information is collected. Park managers and concession permittees, as part of their permit, will collect certain user data, solicit customer opinions, and gather resource information useful in evaluating the success of the fee program, as well as impacts on the park environment. Annually this information should be evaluated prior to renewal of permits so adjustments can be made.

Monitoring data should include

- Customer opinion on the fee system, quality of service, quality of park and facilities and perceived value for the fee (Customer Report Card)
- Visitor survey – number of visitors, activities participated in, length of stay, hometown, etc (Data gathered from concession operations and sources such as hotels, airlines, cruise ships)
- Concession partners survey – opinions about the fee system, suggestions for improvement, and reactions of customers (Annual reports)
- Audit fee system operation, money, and security (Financial - NRCA)

Indicators of successful implementation of a user fee system include

- People are demonstrating a willingness to pay as shown by minimum need for enforcement of fee program
- Funding levels for operation and maintenance increased by 20% or greater
- Personnel are in uniform, present a professional demeanor and have a positive customer orientation
- An increase in effective partnerships and co-management agreements for implementing priority management objectives
- Public controversy has dropped with a marked increase of public understanding and support
- Audits are within acceptable limits and are satisfactorily reconciled

2 5 SUMMARY

KEY STEPS TO SUCCESSFUL IMPLEMENTATION
<ol style="list-style-type: none">1 Get your vision, policy, and principles in place first2 Involve all staff Employees must realize that their jobs depend on good revenue management Well-informed staff will be able to defend fees in their local communities3 Be prepared to invest dollars in revenue generating activities4 Have good plans and timely implementation5 Strive for good compliance, but remember compliance is 90% public relations and 10% policing6 Monitor, evaluate and adjust in a timely manner7 Fee programs must be designed to fit the area, the conditions, and the customers Certain elements of a fee program can be standardized but not all Provide for flexibility8 Personnel and facilities must be professional in conduct and appearance for people to be willing to pay for use or to contribute to an area9 Fee collection systems must be easily understood, transparent to interested reviewers, and secure10 Spending programs must reflect user desires, be quickly implemented and easily recognized by the customer as an improved condition

SECTION II – PROTECTED AREA USER FEE PROGRAMS

3 0 MONTEGO BAY MARINE PARK (MBMP)

3 1 INTRODUCTION

The Montego Bay Marine Park User Fee System will result in the establishment of MBMP as a pilot for implementing user fee programs within Jamaica's Protected Areas

The Mission of the Montego Bay Marine Park is To conserve and restore the marine coastal resources in the Montego Bay Marine Park for the maximum sustainable benefit to traditional users, the community and the nation, by providing effective programs for public education, technical support, monitoring and interpretive enforcement'

The Marine Park is a mosaic of marine communities that include coral reefs, seagrass beds, mangrove wetlands and beaches. This park, its ecosystems and the communities adjacent to it, form a visitor's paradise both for Jamaicans and from abroad. The social, economic, and environmental values produced by this park add to the wealth of Montego Bay and the Nation.

Due to negative environmental impacts from water pollution, and misuse of the resource, the Park is under threat and requires responsive governmental support, strong management, cooperation from communities and partners, and successful enforcement of rules to turn the downward trends around. This requires investment not only of money but also of priority. Partners within the community and the country must be willing to work together, sharing expertise and resources towards the common goal of park restoration and conservation. This asset must be maintained and improved to continue as a tourist attraction. The MBMP Management Plan (draft) recognizes that the cost of managing this park is significant if the shift from neglect to quality management is to occur. The source of funds for management is limited.

3 2 RECOMMENDATIONS FOR MONTEGO BAY MARINE PARK

- 1 Get Control of the Park. Identify all boat and commercial users**
- 2 Create a public support group through active participation in community activities. Use media frequently and make presentations to key groups**
- 3 Form partnerships with stakeholders who have an active interest**
- 4 Develop Business, Communications, and Marketing plans jointly with partners through consensus methods, when feasible**
- 5 Prepare internal people, processes and investments for fee system. Issue permits to all boat users. Use decal and numbering system**
- 6 Issue permits to concessionaires that include a fee schedule and clauses which strengthens public safety and enjoyment of the park**
- 7 Implement plans, begin fee compliance, monitor and adjust**

3.3 THE SETTING

The Montego Bay Marine Park (MBMP) is located on the north coast of Jamaica. The Park consists of 15.3 sq. km of marine protected area adjacent to the city of Montego Bay. The Park is 9 km long and extends from the high water mark out to select points at sea, generally along the edge of the reef. This Caribbean Island is heavily dependent on tourism as a source of income, foreign exchange, and employment opportunities. Over 500,000 visitors come to Montego Bay annually and over one-third of the country's revenue from tourism is derived here.

Jamaica's success as an international vacation destination has been based on the sand, sea and sun product. It is heavily dependent on the maintenance of a healthy, attractive and clean natural environment. The loss of these values would produce a large negative impact on the economy. Funding has been primarily from the government and international donors, but the opportunity for collaboration and partnerships is high.

Uses - There are many existing uses in the park. These include cruise and commercial ships, a yacht club, marinas and docks, visitor anchorages and moorings. There is scuba diving, snorkeling, fishing, swimming, glass bottom and "submarine" underwater viewing, parasailing, sailing, water-skiing, jet skis, various watercraft from beaches, sunbathing, resorts, photography, cocktail cruises, etc. Some of the commercial and individual boat users have operated with licenses and permits from the Tourist Board, the Tourist Product Development Company, the Marine Board, the Fishery Division, and hotels. Many others operate without any authority. The Park only has minimal control over many of these activities. No revenues come to the Park from fees currently being paid for licenses and permits.

Opportunities for partnership and cost sharing are many. As an example, moorings are needed at key diving and snorkeling locations along the reef. MBMP and cooperators have placed moorings in the past but the materials used were often vandalized. These facilities need to be built to withstand vandalism and weather impacts. The Park and concessionaires can work together, as partners, to install properly constructed moorings.

Management of the Park is hampered by vandalism, some intentionally aimed at park management practices by individuals who do not agree with the purposes of the park. Moorings and boundary markers have been cut loose, signs destroyed, and a general lack of cooperation by some individuals has created costly problems. This will hamper the effective implementation of a fee system if vandalism is not reduced. Co-management and partnerships will help reduce the vandalism.

3 4 THE CUSTOMER

The majority of park users come from the United States and Europe, principally the UK. Currently good use data is not available on visitation or customer demographics. To be able to properly project income and to effectively monitor results good visitation information is needed. To accomplish this use information must be collected based upon a statistical sampling plan. The following are MBMPT estimates of the 1994 volume of business in the park for the year.

<u>ACTIVITY</u>	<u>VOLUME OF BUSINESS</u>
Scuba Diving	11,000 dives
Snorkeling	123,000 person visits
Water-skiing	500+ skiers
Booze Cruises	52,000 person visits
Jet Skis	1,500+ jet skis
Sailboats	5,000 boat trips
Glass Bottom Boats	12,000 person visits
Sport Fishing Boats	30 boats
Public Beach Users	300,000 person visits
Registered Water Sports Ops	21 operators
Marina Berths	43 berths
Private Hotel Beaches	9 beaches
Cruise Ship Passengers	300,000 visitors
Commercial Ship Berths	44 berths
Commercial Fishing Boats	300 boats
Cargo Ship Visits	48 visits

Many tourists stay in all-inclusive resorts that control most of the activities of the visitor. Traveling outside the hotels, except by tour bus or taxi to a specific spot, is discouraged. This situation provides good controls for collecting fees from individuals who stay at hotels and use the park resources. Fees may be collected through tour operators or individually from the centralized hotel point. This may be desirable at a future time but it is not recommended at this time due to complexities of establishing acceptable procedures. Fees from local users are difficult to collect because of the dispersed type of use and lack of control points. In addition, fees for locals should be minimal since the park is a special place for Jamaicans. Those who use the attractions would pay the normal fee established by the operator. *Implementing a fee system at areas that are primarily used by locals would not be cost effective due to enforcement problems and would tend to reduce support for the overall fee system.*

3 5 USER FEE STRATEGIES

The proposed strategy for fee collection at MBMP is to recognize the existing use patterns and build a fee system by stages utilizing the existing situation whenever possible. To make sudden, radical changes in existing patterns will create animosity among traditional users that may lead to undermining the program. Building on the social, economic, and environmental factors and active programs will make implementation easier.

Issue Permits - Permits will be required to operate boats within the MBMP waters. Permits will describe park rules and regulations. Non-compliance would be a basis for penalty or termination of the permits. Permits will spell out or refer to standard safety requirements for passengers, the requirements to protect the resource, and require compliance with all applicable government regulations. Upon paying the required annual fee for the permit, identification decals for boats or other form of permit for other activities, would be issued. The reflective decal would be placed on the bow of the boat at a specified location along with a series of identification numbers. The decal, a different color each year, properly displayed, will indicate the boat is operating legally within the park. The decal system is an excellent tool for management and should be used regardless of the implementation of the fee system.

Fee Approval Process - The MBMPT Directors recommend fees for approval by NRCA. The Board has considerable business experience in Montego Bay and expertise in pricing for visitor use. The success of a user fee system is based on public acceptance and a willingness to pay. This comes when the public believes it has received "value for money". Initially, fees should be set on the lower side and adjusted after measuring public reaction, assessing the cost of collection, and determining if management objectives are being attained.

ACTIVITIES SUITABLE FOR FEE COLLECTION

The following represents most of the activities occurring within the park. A suggested method of fee collection is included. Concessionaire permits will specify fees and procedures for payment.

- 1 Scuba Diving - The majority of diving within the area is done through licensed dive operators. Fees can be collected through one of two ways: a) Dive operators would add the park user fee to the regular fees charged for the dive, or b) The fee would be paid at the time tanks are filled and a tag would be displayed showing the fee was paid. Fees to the park would be paid on an agreed periodic basis by the permittee. Fees would be based on average divers per trip with the average determined through operator reports and monitoring by park personnel.

Issues Dive boat operations are only a part of scuba diving use. Use that occurs from

private boats or from the shore is difficult to track but may be insignificant. Further information through recorded observations is necessary.

2. Snorkeling – Most snorkeling occurs from boats and from hotel beaches. Snorkeling occurring from other places appears to be insignificant. Fees could be collected through the Water Sports Operator or through the NRCA beach lease (the lease fee appraisal needs to take into account swimming type activities that occur across the leased property). Snorkel boat operators could pay fees based on average use per trip and would be monitored to develop averages.

Issues There are lots of snorkelers and to determine fair value for this activity is difficult. The more serious snorkelers come from boats. Beach snorkeling is little more than water play and perhaps should be treated the same as beach activities. Fees must take into account these differences.

3. Miscellaneous Boat Trips - “Booze” cruises, glass bottom boats, sail trips, and other boat cruises. Each day there are several cruises that provide an experience of being on the water, socializing, or experiencing the park. There are large numbers of people annually who participate in these activities. These boats will be permitted on an annual basis with fees paid per trip based on average visitors per trip. Most of these boats are easily identified. Fees would be charged on an average person per trip basis.

Issues Some operations are small and difficult to identify and track. These operations will require close monitoring and enforcement may be difficult due to sympathy of the judicial system to the operator’s financial situation.

4. Water Sports - Many forms of water activities add to the experience of local and visiting beach users. These activities are generally shore based and usually supported by a hotel beach or other developed beach. Water sports include water-skiing, jet skis, and similar motorized craft that creates significant turbulence in the water as well as noise disturbance. It also includes miscellaneous small craft (sailboats, canoes, kayaks and other non-motorized craft). Fees should be collected from the water sports operator based on a flat fee determined by size of operation (number of watercraft, employees, or volume of business).

Issues The difficulty will be collecting from those operations that are associated with a hotel. The operators are leasing from the hotel and will feel that those fees are enough. Permits for water sports may have to become part of the Beach Leases from NRCA if the operators or hotels do not wish to enter into separate agreements.

5. Beaches - NRCA controls waters of the foreshore (low tide to high tide) as defined by the Beach Control Act. This water area is leased to individual hotels, clubs, and homes on an annual basis. Water users must cross the leased foreshore. Fees are determined through a fee schedule set through regulation procedures. In comparison to the commercial value of these beaches these fees are generally low for the type of

use that occurs on the area. Fees should be re-appraised based on Fair Market Value or other form of comparables. At least one beach has been re-leased to an adjoining business that could provide a basis for determining value.

Water sports operators associated with hotels, occurring on leased beaches, are generally a separate, private operation operating under permit to the hotel. These operations will be treated separately from the beach lease where possible. These will require a park permit for their operation.

Issues Having all or part of the beach fees collected under the authority of the Beach Control Act, including fees due the MBMP, and transferred to the park in a timely manner may be difficult. Another issue is setting a beach fee that reflects true value and leasees paying this fee. Currently there is considerable complaint about the recent increase in these fees.

- 6 Charter Boats - Charter boats include sport fishing, sail, or other boats hired for specific purposes. This use would require an annual permit for operating within park waters. Fees would be based on a per trip basis.

Issues It will be difficult to determine which boats are personal use and which are chartered. By observation over time this will become clearer. As well, those who are paying will help identify those who are not.

- 7 Fishing This category includes fishing from shore, boat (non-charter), and use of fish traps. Trap fishing and use of nets is causing major problems to the fish resource. Loss of this important fish attraction will eventually cost millions of dollars to Montego Bay and the nation. The proposed management plan indicates that proper fishing can co-exist with tourism activities. Illegal fishing must be stopped. The most effective way of accomplishing this is through co-management between the fishing industry and the park. Permits and fees can be a tool to help bring this problem under control. Permits will describe fishing rules special to the park. Boat fishermen get a break in gas prices when they have a fishing permit from the Fisheries Division. This could be used as an incentive for obtaining a permit from the park. User fees for commercial and local fishing should be waived until profitability indicates otherwise. Administrative fees for the issuance of the permit to local fishing boats should be minimal. Charter sport fishing boats will be described later.

Issues Fishing is a very volatile subject and requires commitment to build trust with the fishing community. Park rangers have been working with fishermen to build this trust. This should continue. Co-management can help by bringing the fishermen into the decision process but without trust it may not be accepted. With fishermen involved in the decisions they will help in resolving illegal activities.

- 8 Anchorage, Moorings, Marinas - A special fee will be assessed for use of marinas or moorings on an overnight, monthly or yearly basis. Permits and decals will be required when private boats operate within the park. A special souvenir pennant could be provided to visiting boats to help identify those that have paid. Mooring use will be included in the fees for concession operators so there will be no separate charge.

Moorings that are located near a reef in cooperation with permittee partners, will be managed on a free reservation basis. This will provide coordination on use and minimize the over use of sensitive areas. Concession operators would have first choice. This will also provide a higher quality visitor experience. Through agreement, permitted concessionaires who rely on these moorings at specified times, could deposit funds in a special account to pay MBMP for maintaining a daily reservation system.

Permanent anchorages will be treated the same as moorings. Transient use will require an overnight fee. That will probably be paid in cash. Safeguards will be required to manage this cash, such as numbered receipts that must be accounted for with cash deposits.

Marinas, including the yacht club, will be issued a permit annually for the number of slips. Fees will be based upon the slips with live-aboards and those without. Live-aboards have a far greater impact on the park due to waste going overboard. Higher fees paid by boats that are not self-contained will discourage overboard dumping and encourage waste disposal facilities being developed on shore.

Issues The many boat owners that have been using marinas and mooring facilities over the years may be difficult to convince about the value and importance of the fee system to the park resource. The Yacht Club provides an opportunity for co-management of personal use boats. Their advice and counsel may help make a useable and acceptable system.

- 9 Cruise Ships, Airlines and Commercial Ships – Ships and airlines are bringing goods and passengers to Jamaica. This is the economic backbone for the nation. Even though cruise ships and airlines disembark visitors they should not be charged user fees. Many of the passengers will use facilities and tour boats within the park. Fees will be paid through that medium. To charge also a docking fee would be a form of double taxation. In addition, the competition for having cruise ships visit Montego Bay is great and any additional fees may discourage ships from visiting. Cruise and airlines have generous donation/grant programs, which can be of value to the park and may offset the need to directly collect fees.

Issues It is not reasonable to attempt to collect fees from commercial ships. A portion Port Authority fees could be made available for monitoring of water discharge and pollution from ships.

- 10 Houses and Villas - Beaches at private residences generally are permitted by NRCA through the Beach Authority Act. Other activities occurring from private residences such as beach oriented water sports, should not be charged except for motorized or sailboats which operate away from the residence in general park waters. These would be required to have the decal/permit as all other similar boats. Boat activities create an impact on the park through pollution, noise, water turbulence and reef damage from props.

Issues It is difficult to identify all the owners and renters and to have them respond to requirement for obtaining another permit. The MBMP should work closely with the Beach Authority to have added value be included in the beach lease fee.

The following two items are not fee collections but are important to the overall financing of the park, and the handling of cash from these sources must follow good financial practices similar to fee receipts.

- 11 Donations - Donations can be divided into two categories large, such as foreign government aid programs or large corporate donations and small, such as individual pocket change or small check. Donations are an excellent method to accomplish specific objectives, such as protecting a reef or constructing a visitor center. Contributors generally want to see their money being applied to a specific purpose. Donations are contributed by choice, not by pressure, i.e., without harassment. Organized literature, displays, and collection methods will help minimize the negative aspects. A professional approach through quality signs and displays, uniformed personnel, and well-communicated objectives for use of monies will help in increasing donations. Good security and accounting of funds is essential. It is difficult to track money when it is received through depositing cash in a donation box. Keep the cash donations to a minimum and located only in secure places such as airline or cruise ship terminals. Only a few certified people should have access to these boxes. Donations from non-cash sources are the most secure.

Issues Monies received from donations must be visibly tracked and result in the accomplishment of the advertised purpose for the money. Small, cash donations are easily stolen as no one knows the amount of cash placed in a donation box or handed to an employee.

- 12 Merchandising - Sales of souvenirs, local crafts, art, jewelry, videos, books, T-shirts, posters, swimwear and food provide opportunity for large return to the park. The park logo should be protected by law and leased to merchandisers by NRCA or MBMP with a fee based upon sales. A formal MBMP non-profit park association can provide management of the merchandising efforts with profits being returned to develop more park oriented learning materials, interpretive staffing or facilities for interpretive purposes. JAMPARK is an organization that can be structured to provide such a service. JAMPARK is in its infancy. It is being created by several NGO's involved with management of protected areas. Its mission would be to market

environmentally friendly products to support protected areas create a network of community based producers that would provide employment to residents, especially women, within and adjacent to protected areas. These organizations can also provide consignment opportunities.

Beach vendors provide major problems through harassment and competition with legitimate operations. These vendors do provide a service to visitors as they are located where the visitor is, i.e., on the beach and they sell some items that are highly popular, such as bracelets. Success has been limited in moving these entrepreneurs away from the tourist. Some efforts by the hotels through security has only moved the vendors from the beach into the waters below low tide which means they are in the park selling without a permit. Through co-management with the hotels, and with representative vendors, hotels can legalize certain vendors, provide them space on the property, and issue a permit clearly stating rules. Such rules can include selling only from the designated spot, no harassment of visitors, and no drug sales. This permit would be charged a monthly fee such as J\$2000 initially until a good understanding of the business is gained. This would help offset the current cost of security. In addition these legal vendors would help in keeping the illegal away as the illegals are unwanted competition.

Issues Time and effort to set up a non-profit association. An association will require start up funds to purchase an initial supply of items to sell, such as nature books and souvenirs, to obtain space, and to set up displays. Developing outlets, closely located to the park or existing businesses who may be willing to participate and share some profits from the sale of special park items, will be difficult to develop. The lease of the park logo can be used as leverage for outlets. Hotels may not be willing to work with vendors.

3 6 PROPOSED ACTION PLAN

MBMP is a pilot for collecting user fees at protected areas within Jamaica. Extra emphasis should be placed on good documentation of plans and implementation procedures. The successes, as well as the things that need improvement, should be shared so others can learn without going through the learning experience. The following recommendations for MBMP are structured in phases with thought given to the ability of the park to move forward within the constraints of financing, staffing and public opinion. *Walk before running* but other areas should not wait for the results from MBMP, as each is a separate unit with different sets of problems, but do share and learn from each other. MBMP pilot will help remove barriers so others do not have to deal with the same issues.

3 6 1 GENERAL DIRECTION

The following must be completed to successfully implement the fee program at MBMP

NRCA will

- 1 Establish regulations authorizing the collection of user fees at protected areas
- 2 Establish procedures for collecting, banking, auditing and spending user fees
- 3 Delegate authority to MBMP to collect fees and to spend fees according to established procedures

MBMP will

- Hire an individual to develop and manage the user fee system. This person must have the capability to work closely with the public and NRCA in implementation.
- Bring into the process selected individuals from the community and MBMP partnerships to provide thoughts to help frame plans for the user fee system.
- Complete Business and Communications plans
- Implement the Business Plan
- Establish new partnerships and identify co-management opportunities that will facilitate implementation of plans
- Develop the fee schedules and obtain approval from NRCA for the schedule
- Implement the Communications Plan
- Establish priorities for spending user fees which reflect user preferences and management plan direction
- Strengthen fee compliance enforcement through training of select staff and orientation of key judicial representatives
- Prepare a Marketing Plan that emphasizes public benefits
- Implement the Marketing Plan
- Implement Phase I

3 6 2 PHASE I - HIGH RETURN, LOW COST

This phase is designed to provide high immediate returns with minimum of work (cost effective) All phases assume the Business, Communications and Marketing Plans are completed The preferred action is to implement both Option A and B If legal requirements have not been met then at a minimum implement Option B These Options can be implemented with the addition of minimum personnel and cost Any added cost will be collected back through user fees

OPTION A - Preferred First Year Program

1 Get Control of the Park

Inventory and document users of the park, i e , tours, fisherman, beach users, scuba divers, hotels, private use, etc Actively participate with public business and planning groups, i e , Montego Bay Resort Board, Chamber of Commerce, etc , utilizing them as a sounding board and advisors for creating plans Meet with potential co-management groups Seek out partnerships and utilize their knowledge when planning and implementing

2 Issue permits to all boat and commercial operators

Issue permits to all boats and concessions Issue decals and registration numbers to boats These will be displayed on both sides of the bow Identify others who may qualify for a permit in future Take the necessary actions to notify unauthorized boats and concessions that they are in trespass without a permit Don't spend a lot of time initially identifying and trying to remove or prosecute unapproved operators The purpose is to get the permit system up and running without controversy

The initial efforts would focus on water-based activities such as water sports, tours, dive and snorkeling operations, etc Permits will help control undesirable activities such as improper anchoring, unauthorized tour operators, and other improper use Most everyone who is a legal operator will be more concerned about management of the park and unauthorized or harmful activity

Help people get permits by making the process simple Go to them if it is difficult for them to come to the MBMP office By issuing permits to everyone, the desired carrying capacity may be exceeded Permits will be issued to some that do not meet the MBMP standards This is all right As time allows, follow-up with operators that do not meet park standards and bring them into compliance (with reasonable time limits) Remember the park is moving from limited management to full management Everything will not be perfect nor by plan but every little step forward is progress Over time the better operators will meet the required standards raising the quality of visitor's experience and the value of the park

Permits will be renewed annually for those that meet MBMP standards. Some of the original permit holders will drop out because it will not be worth going through the permitting process nor paying the fee. Others will not have their permits renewed if they do not attempt to meet permit conditions. This attrition will soon bring the number of active permit holders down to the carrying capacity level. At this point, managers may want to add new permits in areas that are under capacity. This would be done through advertisement and competition. Permits have value and are an asset to a business. As the number of permits decreases value of permits will increase. Permits will be transferable to another party but only with the approval of MBMP. Criteria for approval are based on the capability of the applicant to meet MBMP standards.

3 Establish Co-Management and Partnership Agreements

The success of the fee system is dependent on the cooperation of the various user groups. The earlier they are brought into the process the better chance for success. The first step is to meet with representative concessionaires to formulate options for the permitting process and permit stipulations. It is, however, important that the permit system meets the objectives of the park. This issue can be resolved through keeping the permit simple for the present recognizing that over time additional clauses can be added. Maintain this representative group to provide monitoring and guidance.

Meet with all potential permittees and explain the process. Enlist representatives to assist in organizing this meeting. Before meeting with a large group it is best to develop alliances beforehand that will help lead positive discussions.

Co-management opportunities, such as those with fishermen, concessionaires, and resorts, should be handled in a similar fashion. With co-management the Park is sharing responsibility in making the decision. Partnerships are sharing implementation of the decisions made. This difference is important to understand and communicate. Before entering into co-management agreements clearly define what is being shared and what is not. Define and agree on what the purpose is of the co-management or partnership project.

4 Monitor, Evaluate and Adjust Program as Needed

As implementation proceeds continuous monitoring is required to quickly address and correct problems associated with the program. Training of employees of both MBMP and concessionaires, permit preparation, and public information are likely areas needing close review. Without a history of experience, programs need to be watched closely to assure they are meeting the designed objectives. The frequency of monitoring will decrease with time as confidence is built through successes. This monitoring process must include observations from partner permittees and co-managers.

OPTION B – An Alternate First Year Program

There are several legal procedures that must take place before a fee program can be fully initiated. While these procedures are taking place several items in support of the fee program can be started, such as

- 1 Coordinate with NRCA staff on needed actions
- 2 Begin public awareness and involvement on fee program planning
- 3 Establish criteria for adding personnel. Develop job descriptions and begin recruitment. Begin training employees on fee program procedures, public contact purposes and methods, and enforcement processes
- 4 Coordinate with fellow agencies that are also involved in the MBMP. Be sure the park process does not conflict with their existing procedures. Ensure that other agencies understand the park fee program
- 5 Develop a procedure manual. Prepare sample permits, decals and operating plans
- 6 Identify all users of the park and prepare mailing list
- 7 Begin developing partnership and co-management opportunities. Meet with town leaders and special groups and discuss forthcoming permitting requirements
- 8 Meet with key judicial individuals who will be involved in any enforcement matters. Inform them of what and why the park is implementing a fee system. Impress upon them the importance of compliance and that without the cooperation of the courts, compliance will fail
- 9 Prepare a letter notifying individuals who are interested in the park of new permit requirements
- 10 Develop plans for initiating projects based on expected revenues from fees. Remember to focus on high visibility projects
- 11 Order decals and registration numbers for the boats. Begin issuing permits. Utilize the current NRCA billing procedure where feasible
- 12 Get decals on boats. This should be done regardless of fee program as it is an important management tool
- 13 Prepare monitoring criteria and plans. Monitor process, educate, and adjust

3 6 3 PHASE II – FULL IMPLEMENTATION

Phase II includes all the other activities that have not been included in Phase I. This Phase will require more preparation, staff, and public involvement. Many of the items have a potential for good economic or managerial returns but may take a little time for results. These will be more controversial, such as fishermen and the marinas, and more time consuming to implement. Involving the affected interests in management decisions frequently will solve controversial issues. This “co-management” approach with the more difficult situations may gain support of user groups considered difficult due to their history of use or political ties. By helping in the decision process they will realize the many benefits which may accrue to them from an effective management and fee program.

This Phase should include the following:

- 1 Fishermen – Create co-management process. Place decals on fishing boats. Establish fishing rules for inside the park through an active process with the fishermen. Set up sampling program for their “catch” to record size, species, and area where caught to track changes over time.
- 2 Anchoring and Mooring – Establish approved areas for moorings and for overnight anchoring. Set fee schedule for use of these areas for overnight and extended periods. Develop numbered receipts for collecting fees. Place notices at fuel dock, yacht club, Pier 1, and other spots where transient boats will find explanatory information.
- 3 Beaches – participate in review of fee structure for beach leases with NRCA bringing in realistic values. Work with hotels and resorts to implement policies for reducing harassment and legalizing certain beach vendor businesses.
- 4 Private Boats – Provide information to private boats on rules for operating within the park. Enforce the decal program. Create a “Volunteer Park Ranger” program where boat owners may be issued a special pennant signifying them as rangers. This will increase the patrol coverage of the park and give citizens a role in the park. Link these activities together with radio communications.

3 7 COST AND STAFFING FOR IMPLEMENTATION

3 7 1 BUDGET IMPACTS

To implement a fee program requires initial financial commitments to organize and prepare the necessary plans, training programs, purchase supplies and set up needed computer programs for tracking *Be prepared to invest in the necessary personnel and equipment to follow through to completion of the implementation phases* The MBMP program will require a minimum of one-person year to organize, communicate, train, direct, and set up procedures This includes a learning period for staff, cooperators and partners Depending upon how fast implementation occurs the following skills may also be required

- 1 Finance and Accounting – budgets, permits and agreements, billing and receiving procedures, bank relations, auditing, security, etc Setting up and overseeing the donation program New office equipment and computer programs This will require one-half person year that includes their training
- 2 Compliance/Enforcement – recruiting and training compliance and enforcement personnel, acquiring necessary equipment for effective and safe enforcement, training partners and coordinating with local law enforcement agencies The first year will require one-half person year that includes training for cooperators and user education
- 3 Public Communications - networking with local community, cooperators, business associations, and partners on compliance objectives and importance of implementing a fee system Providing information to visitors to help understand the purpose and operation of the fee program This should be part of the normal park management job Even so, an estimated one-quarter person year will be required to prepare presentations and follow-up with special interest groups

Before adding personnel, management should assess the current skill levels and move responsibilities consistent with the new organization needs Rewrite job descriptions to reflect the new fee program responsibilities as appropriate Add people where the workload exceeds current staffing Do not spend the added user fee income on overstaffing or paying for administrators that already exist Do, however, be sure to adequately staff positions that are important to maintain a transparent and auditable fee collection system Go slow on adding personnel until job descriptions are prepared and the skill need is identified

3 7 2 PLANNED PROGRAM FOR USER FEES

It is essential that plans be in place for the expenditure of fee receipts that reflect highly visible customer needs. As discussed there is strong support for user fees as long as the money comes back to the park. Be prepared to show that to the public. Immediately get something done. Show results of the fee program!

The Montego Bay Marine Park Management Plan (draft 7/4/97), establishes several priorities of actions needed to meet the goals of management. The increased revenues suggested in this report all come from user sources. The expectation of paying users is that funds are being returned to the park to maintain and improve facilities and the conditions of the natural resources. Fee revenues should not be used to pay for overhead that already exists.

The general strategy for fee revenue expenditures should place priority on a) Issuing permits and licenses to all existing legitimate users (See draft Management Plan, Regulatory Strategies A-16, A-17), b) Increasing patrols to stop uses which are illegal or harmful to the park and its ecosystem (Operational Strategies, E 1 Activity 5, Develop Special Operations), and c) Informing the public about the park (Public Relations Strategies, PR 4, Media Strategies) to raise the visibility and support for MBMP.

Compliance is critical for success. Management must place high priority on assuring fee system rules are being followed. If the public knows that they will never be caught then the rules become useless. Compliance does not require full time enforcement. It can be done on a random spot check basis. All violators don't have to be caught but enough do to make others aware. Compliance is 90% prevention and 10% policing. Prevention includes a good public information program. These items are top priority for funding.

The specific strategy should place emphasis on a minimum of one high visibility project. Due to the continuing damage to the reef from anchoring the installation of mooring buoys would provide an opportunity to show immediate results to users. It is in the public and partner's interest to have well-placed and safe moorings for visiting the reef.

3 8 COMMUNICATION AND MARKETING PLANS

3 8 1 **Objective** *To improve public understanding and acceptance of the fee program and to develop community and internal support*

The purpose of public involvement and marketing is to inform those affected and interested of the fee program, its purposes and the economic social and environmental benefits and impacts. The expected result from the public is their acceptance and support of the MBMP fee program and their continued use of the park

A fee program is a new idea to the people of Montego Bay, the historic users of the park, and the visitors from abroad. The fee that must be charged the public is a concern of the concessionaires. Tourism is declining in Montego Bay. Those in the tourism business in Montego Bay must stay competitive with similar businesses outside the park on the island as well as other destinations around the Caribbean. This fear of loss of business must be offset with the improved quality of the park and increased tourism that will result from added investment in the park programs. This fee program should be presented to show that MBMP cares about the health of the community as well as the health of the park

Most of the tourism industry in Montego Bay recognizes the importance of a healthy park. They know the reef and the ecosystem are declining and want this trend reversed. Although these individuals and companies are worried about losing trade to other areas due to high pricing, they are supportive of user fees that will be directed to help park management.

1 8 2 AUDIENCE

Community, business and government leaders, special interest groups, MBMP concessionaires, general representatives of the local population and others who have potentially affected interests. Collaborate with individuals and groups that led the effort to have the park established. The support groups that were developed in that process will continue to provide support for the management of the park.

3 8 3 KEY MESSAGES

There are several messages that need to be communicated to the public and collaborators. Some of these include:

- Importance of MBMP to the economic health of the community of Montego Bay. Need for creativity in face of tight budgets to solve issues facing park and community.
- How financial sustainability can be obtained and the community role in accomplishing this?
- The current health and importance of the reef.
- Pollution – what it is doing and how it can be controlled?

- How the fee system will work and the importance of community support?
- Important projects which will be accomplished with new fee money and how they can influence the priorities
- Community action groups – the MBMP partners of tomorrow
- Collaboration and partnerships will bring a healthy park and a healthy community
- MBMP is a pilot for Jamaica parks and protected areas As such we will be learning and want to hear your ideas and suggestions for improvement
- Each customer is a special guest It is hoped that visitors leave with positive and lasting memories

3 8 4 IMPLEMENTING METHODS – Implementing public involvement needs to consider the audience, how best to communicate with them and how to develop their interest in the subject People are busy and generally do not become involved unless the issues affect them in some personal way Each step of the involving process must be considered These are

- **Awareness** – through general radio, television, and newspaper outlets provide information that tells the story desired (reference the above list or add to it) Be a speaker at organization meetings Be prepared to tell people how they can help because they will ask Know and communicate what your expected results are
- **Consensus** - work towards consensus on important decisions Use collaboration methods to build partnerships for accomplishing objectives Consensus building is time consuming but the payoff is commitment and less controversy Use third party facilitators when the stakes are big Be willing to share decision-making and develop co-management strategies
- **Partnerships** - recognize that successful managers have lots of partners The hotels and businesses that are located on the shores of MBMP have the same goals as the park, i e , the long-term health of the park ecosystem With this commonality provide leadership for all to work together for the common good This includes sharing of key decision-making, joint marketing, development of literature about the park, construction of facilities, etc

3 9 MONITORING AND EVALUATION_ - *How will you know if it works?*

Evaluate the fee program to determine

- Efficiency and effectiveness of managing the fee program
- Effect on tourism visits
- Proper valuation of the fee
- Cost to manage the program
- Public support from the community, concessionaires, and partners

Methods for monitoring include

- Customer Report Card - provide measures of satisfaction specifically related to factors such as health and cleanliness, safety and security, setting, condition of facilities, and responsiveness to customer
- Cooperators, Concessionaires and Public Meetings - provide feedback on system operation and about customer opinions, ideas, and suggestions
- On site interviews by park personnel - gives direct information on operations
- Visitation Surveys - provides basis for user count of activities, length of stay, home, etc It is also important to recognize displacement of traditional visitors, i e , foreign travelers replacing local visitors, and impact on local social and economic situation, or loss of returnees due to high prices or undesirable controls being placed on them

Success of implementation can be measured based on the following indicators

- More money available to do the job
- Buoy mooring system is in place on the reef and effectively being used
- Harassment of visitors to the park has dropped off
- All boats using park waters have decals
- Fishermen are cooperating in the decal program and are making available their catch for survey purposes
- Operation and maintenance costs are 20% funded from fees
- Visitation to MBMP is increasing
- Law enforcement citations for fee violations have dropped

4 0 BLUE AND JOHN CROW MOUNTAINS NATIONAL PARK (BJCMNP)

FEE REVENUE PLAN

(The author had limited opportunity to view the operations of BJCMNP or to talk with cooperators and others Therefore the discussion which follows is presented to stimulate thoughts not as a recommendation)

4 1 INTRODUCTION

The Blue and John Crow Mountain National Park, a terrestrial park, was established in 1990 This park is located at the eastern end of Jamaica encompassing the highest land, Blue Mountain Peak (2256m), in the nation The Park area is 193,262 acres and covers two mountain ranges, the Grand Ridge of the Blue Mountains and John Crow Mountains The lands within the park are mostly steep, rugged mountain terrain, generally inaccessible even by trail One secondary road crosses the park at Hollywell Other low standard roads provide very limited access to the edges of the park as they provide transportation for products from mining, forestry, coffee and fruit plantations

4 2 THE SETTING

Within Jamaica this park represents the purist opportunity for terrestrial ecotourism The wildness of the park presents opportunities for special "close to nature" experiences The opportunity for solitude, nature study, introspection, and close sharing with a special person, can be found This needs to be recognized and protected People from Kingston, to escape the heat of the lowlands, heavily use the accessible areas at Hollywell and Portland Gap

Farmers, miners, forest products related industries and the mountain communities, which support the scattered population, generally occupy the lands outside the park Major communities are several miles away but smaller communities are close to the park at various spots Some food stands are also close There are some private guesthouses and resorts in the area with small capacity

Ranger stations are located at Hollywell, Portland Gap, and Millbank Nine full time rangers cover the park and an additional twenty people perform clerical and maintenance work The facilities include

TYPE OF FACILITY	LOCATION	CAPACITY
Cabins - 3	Hollywell	10 - 18
Cabins - 1	Portland Gap	40 - 80
Tentsites - 6	Hollywell	24 - 40
Tentsites - 6	Portland Gap	24 - 40

4 3 THE CUSTOMER

- Hollywell 700-800 per month, 200 maximum at one time on holidays
- Portland Gap 60-120 people per weekend

Park users are 75-80% local Tour buses with foreign visitors primarily come from Ocho Rios (3 per week = 200 people) There is a bicycle rental concession just inside the park at Hollywell Visitors go by bus to the park and from there ride down on a bike back towards Ocho Rios

4 4 USER FEE OPPORTUNITIES

Key Activities Suitable for Collecting Fees - Cabins, tent sites, picnicking, general park entrance fee for day use, tour buses, bikes, food concessions, firewood, donations at protected spots

4 5 PROPOSED ACTIONS

Proposed Fee Collection Strategy - The isolation of the area requires off-site fund handling, such as permits to individuals or concessionaires User permits can be acquired at park offices or at established retail outlets, reservation and billing systems done by mail or credit card, or at some places pay by cash at secured entrance stations, i e , Hollywell Preliminary recommendations are

- 1 Entrance permit with three price structures high - for tourist, low - for locals, and free - for those who live within and adjacent to park requiring frequent travel in and through park Permits are able to be purchased as a daily or annual permit at local spots for user convenience and must be carried whenever in the park Monitoring is "Game Warden" approach, i e , spot-checked
- 2 Rental of cabins and tent sites by a) The park on nightly basis through reservation system in which park personnel maintain and clean cabins, or b) Lease facilities to a third party that manages cabins, and their rental, paying an annual fee for the permit The lease would be awarded on a competitive basis to the leasee who demonstrates capability to manage the facilities to park standards

4 6 COST AND STAFFING NEEDS

4 6 1 BUDGET IMPACTS

This has not been examined. At a minimum, new skills will be required on the permitting process, accounting, public information and to perform user fee compliance.

4 6 2 PLANNED PROGRAM FOR USER FEES

Maintenance of existing facilities and reconstruction of those that are worn out or cause unacceptable damage to the resource. Add interpretation at key sites and trails to enhance visitor appreciation. The area lends itself to volunteer projects being surrounded with many communities and the close proximity of Kingston. The "Adopt A Trail" concept could be of interest to service clubs where they agree to maintain a facility as a public service. Recognition can be given the organization by a sign erected at the beginning of the trail and/or on park literature.

APPENDIX

1 User Fee Revenue Flow

This diagram provides an example of the flow of revenues, primarily cash and checks, from the payment point through to withdrawal for work accomplishment. It is presented to provide thought and guidance to those developing the handbook on fee collections.

2 Sample Boat Decal and Boat Registration

The sample presented is the exact size used by the US Coast Guard and other community and state organizations for registering water craft. The numbers are large enough to provide ready identification of a boat from a distance. The decals are reflective and colors change each year to show current registrations.

3 News Story, Wanted a Protection Plan, The Gleaner, 7 September 1997

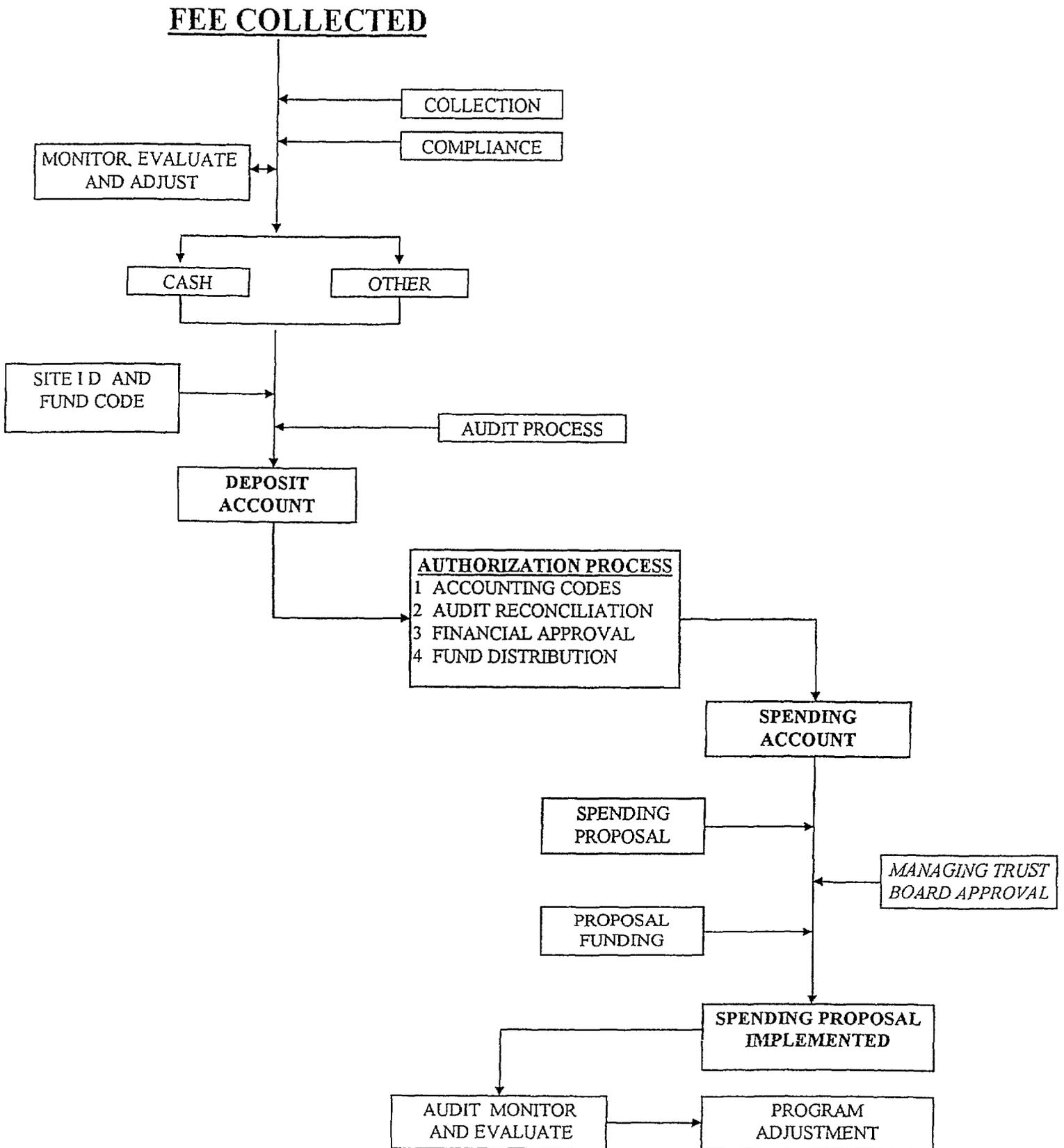
The Gleaner story shows the interest, support, and need for user fees. This is typical of the feedback the author received during visits to representatives of protected areas, user groups, hotels, and communities.

4 Fee System Management Workbook

This WORKBOOK is a separate document arranged in loose-leaf style for ease of removing pages for duplicating and to add or remove pages to keep it current. Example documents, collected from land management agencies, are presented in draft form for easy adapting to situations that may exist. An example is included as a part of this report.

- Sample 1 Partnership Agreement
- Sample 2 Cooperative Agreement for Work Performance

USER FEE REVENUE FLOW



PAUL W. WYNN & ASSOCIATES (912) 358 6265
 SEA PINES SECURITY
 175 GREENWOOD DRIVE
 HILTON HEAD IS SC 29928

FOR SECURITY USE ONLY		LAST NAME (PLEASE PRINT)		FIRST NAME AND MIDDLE INITIAL		DATE
TYPE APPLICATION <input type="checkbox"/> NEW <input type="checkbox"/> RENEWAL <input type="checkbox"/> REPLACEMENT (REMOVE OLD STICKER)		<input type="checkbox"/> RELATIVE <input type="checkbox"/> SEA PINES OWNER <input type="checkbox"/> EMPLOYEE <input type="checkbox"/> LONG TERM RENTAL <input type="checkbox"/> ISLAND RESIDENT <input type="checkbox"/> CONTRACTOR <input type="checkbox"/> ASSOCIATE		LOCAL ADDRESS AND PHONE		
COMPANY NAME, ADDRESS & PHONE NO		PERMANENT ADDRESS AND PHONE				
VEHICLE INFORMATION						
MAKE	MODEL	YEAR	COLOR(S)	VEHICLE TAG NO	STATE OF LICENSE	
COMMENTS		EMPLOYER'S SIGNATURE			APPLICANT'S SIGNATURE	
		DO NOT WRITE BELOW THIS LINE				
		AMOUNT PAYMENT REC'D			REC'D. BY	
		CASH	CHECK #			
WHEN YOU SELL OR TR...				FOR IN ORDER TO OBTAIN A NEW DECAL		

VEHICLE PASS APPLICATION

3



THE GLEANER
Kingston, Jamaica
7 September 1997

protection plan

JAMAICA HAS A VERY RICH AND VARIED NATURAL HISTORY. ONE researcher rates Jamaica as the fifth most diverse island in the world in terms of endemic plants.

Jamaica has 25 endemic species of birds and 27 endemic species of reptiles including the Jamaican iguana, probably the rarest lizard in the world.

The natural resources of the island are the basis of its socio-economic development and should be protected and managed to ensure continued benefit. Tourism is particularly dependent on the beaches, coral reefs and scenic views, but with the global growth of ecotourism and environmental awareness, Jamaica's forests, birds and other wildlife are of greater relevance.

There are numerous local plants with commercial potential in horticulture and for cosmetics, pharmaceuticals and food products. Every industry, business and household requires the water collected in the watersheds and stored in rivers and aquifers. Every individual needs the oxygen which plants make.

Clearly, there is a case for protecting some of the best natural areas in our island. This has been recommended since the 1960s and even before. It was not until the joint Government of Jamaica (GoJ) and United States Agency for International Development (USAID) Protected Areas Resource Conservation (PARC) project was signed in 1989, however, that work began on the development of a system of National Parks and Protected Areas of Jamaica.

Phase 1 of this project saw the establishment of the Montego Bay Marine Park and the Blue and John Crow Mountains National Park. Unfortunately, progress has slowed significantly since then, both in the formal declaration of sites and in the lands available for establishment and management of the parks.

Continues on 2D

Wanted: a protection plan

Continued from 1D

A sustainable source of funding for protecting Jamaica's national heritage and natural economic base is urgently required. It is not necessary for existing and proposed parks and protected areas to be dependent on the whims of foreign funding. The parks could generate at least a portion of their own budget. For the last four years plans have been underway for collection of user and other fees, but the plans have not been implemented. It is sincerely hoped that the recent work of the consultant from the US will be translated into action within the next few months.

Plan needed

Estimated numbers of tourists in Negril per annum is approximately 200,000 and for Montego Bay approximately 300,000 (based on 1996 intended destination of stop-over arrivals). Research in Negril has indicated that tourists are willing to pay US\$31 to protect the environment in Negril and US\$49 to restore the coral reefs to 90 per cent health. If even half the foreign visitors to Negril and Montego Bay paid only US\$10 to the local environmental non-governmental agency (perhaps collected through the hotels) this would be US\$1 million and \$1.5 million per annum respectively. This would be more than enough money for capital and operational expenditure of the proposed Negril Green Island Protected Area including the Marine Park (which could have a small user fee for divers and boats) and the Royal Palm Reserve (which could have a small user fee for visitors).

Funds generated by voluntary contributions or visitors to the area and small but mandatory user fees for specific activities would provide more than enough money to run the Montego Bay Marine

Park and to protect the environment in this tourist mecca. Even in the case of the Blue and John Crow Mountains National Park which does not receive as many tourists, there is a potential for earning income. Hall's Hill alone receives an estimated 3,000 foreign tourists per annum. Even US\$5 per visitor would earn US\$150,000 which would be a significant contribution to the budget of the park.

It is difficult to estimate the annual budget of a national park because this depends on each site and the specific programmes, but in most cases US\$250,000 per annum would cover core operational costs.

Positive example

Matthew Wright, who conducted the research in Negril in 1994, pointed out possible resistance from hotels and dive shops which believe that the implementation of a fee will increase the cost of a vacation and drive away visitors, but cited the positive example of Bonaire. There has been no reduction in demand for the vacation experience with the implementation of user fees (US\$10 per year) and the Bonaire Marine Park raises US\$170,000 for operations and maintenance annually.

Government urgently needs to allow non-governmental organisations delegated by the Natural Resources Conservation Authority to manage national parks and protected areas to charge and keep funds from user and other similar fees. These organisations could pay a cess to government so that the whole nation would be earning an income from the use of our natural areas as well as benefiting indirectly from the protection of these sites. Conserving the natural resources on which our economy is based is an investment in our survival, health and economic development.

Submitted by Jamaica Conservation and Development Trust

FEE SYSTEM MANAGEMENT WORKBOOK

SAMPLE 1

PARTICIPATING AGREEMENT between MONTEGO BAY MARINE PARK and XYZ COMPANY

This participating agreement is made and entered into by and between the Montego Bay Marine Park, hereinafter referred to as MBMP, and XYZ Company hereinafter referred to as XYZ, under the Act (GET JAMAICA AUTHORITY)

WHEREAS, the MBMP within its mandated responsibility, is desirous of conducting interpretive programs for outdoor recreation and educational activities for the public, and WHEREAS, the MBMP deems it desirable to provide educational and interpretive information about forest resources, natural phenomena, local history, and similar matters to the public, and

WHEREAS, XYZ is desirous of providing interpretive and educational programs to the public, and

WHEREAS, the MBMP and XYZ are desirous of implementing such interpretive programs within the Park, and

WHEREAS, it is also to the advantage of both parties herein that the interpretive Programs shall be performed by and under the

NOW, THEREFORE, in consideration of the above premises, the parties hereto agree as follows

A MBMP

- 1 The Chief Ranger is hereby designated as the official representative for administering the terms under this agreement for the MBMP
- 2 The MBMP will provide the funds to XYZ cover one half of the estimated cost of implementing an interpretive program or XYZ Mountain from May 15 through September 25, 1999, not to exceed \$15,000
- 3 The MBMP will provide the funds to XYZ to cover the cost of the Marine ecology Educational Program for May 15 through December 15, 1999, not to exceed \$13,0004 Funds will cover program costs which will include salary for an Interpreter, other direct employment costs, and incidental expenses for the program (materials, supplies, etc) -
- 5 The MBMP will loan the Interpreter a MBMP uniform to be worn while presenting educational and interpretive information to the public
- 6 Hours of operation and interpretive program information shall be subject to the

approval of the Chief Ranger, MBMP, and XYZ

B. XYZ Company

1 XYZ will provide funds to cover One half of the estimate cost of implementing the interpretive program

2 XYZ shall select, hire, and retain the Interpreter in consultation with the MBMP XYZ shall have the right to replace the individual at any time during the period of this agreement

3 XYZ shall allow the Interpreter to work in the MBMP office one day a week in order to gain exposure to MBMP programs, rules, regulations, and policies

4 XYZ will not allow the Interpreter to rent bikes, dispense alcoholic beverages, or receive tips XYZ will secure approval from the MBMP for duties assigned other than those approved in this agreement

5 XYZ shall be solely responsible for the financial arrangements and completion of the work to be performed under this agreement while the Interpreter is working on XYZ property or permitted areas

6 XYZ shall keep appropriate financial records pertaining to this agreement to standards acceptable to the MBMP XYZ account numbers will be established For the following programs

- Swim with Us Program
- Marine Ecology Education Program

7 XYZ will allow authorized officials or agents of the MBMP to examine such financial records of XYZ and that these records will be retained by XYZ and kept available for 5 years after termination of this agreement, unless disposition is otherwise authorized in writing by the MBMP

8 XYZ shall coordinate all interpretive programs under this agreement with the MBMP

Interpretive work shall be defined as follows ~

a Provide interpretive programs on a variety o subjects such as local history, birdlife, geology, water management, reef management or other related natural history An outline of the program that will be presented, where it will take place, what route will be followed, and tools required for the presentation will be submitted by the Interpreter to both XYZ and the MBMP for approval

b Leading educational impromptu discussions with the visiting public regarding the role of the MBMP and XYZ in the operation and development of the MBMP

c The Interpreter may sell only interpretive and educational items (i e publications, mans,

visual aids, handicrafts, and other objects directly related to the interpretive and educational theme of the MBMP)

C MISCELLANEOUS

1 No member of, or Delegate to Parliament shall be admitted to any share or part of this agreement, or to any benefits that may arise therefrom, but this provision shall not be construed to extend to this agreement if made with a corporation for its general benefit

2 Members of Parliament and the Government of Jamaica shall not be liable for any damage incidental to the performance of work under this agreement to any depositors or landowners who are parties to the agreement and all such depositors and landowners hereby expressly waive any and all claims against the government of Jamaica for compensation for any loss, damage, personal injury, or death occurring in consequence of the performance of this agreement

3 The rights and benefits conferred by this agreement shall be subject to the laws of the Jamaica governing the MBMP and to the rules and regulations promulgated thereunder, whether now in Force or hereafter enacted or provided, and the mention of specified restrictions, conditions, and stipulations herein shall not be construed as in any way impairing, the general powers of supervision, regulation and control by MBMP

4 This agreement shall have no effect on the provisions and clauses of XYZ's special use permits

5 Nothing herein shall be construed as obligating the MBMP to expend or as involving the Jamaica in any contract or other obligation for future payment of money in excess of appropriation authorized by law and administratively allocated for this work

6 In all cases where rights or privileges are granted herein in general or indefinite terms, the extent or the use of such rights or privileges by XYZ shall be determined by further written agreement

7 This agreement will be effective on the date when all parties have signed the agreement and will be in effect until December 31, 1995. The parties reserve the right to terminate or amend the agreement upon 60 days written notice providing that any funds on deposit will be available for expenses incident to closing out the work beyond the period of written notice

8 If any clause or provision of this agreement shall be held to be invalid in whole or in part, then the **remaining clauses and provisions or portions thereof** shall nevertheless be and remain in full force and effect

IN WITNESS THEREOF, the Parties hereto have executed this agreement as of the last date written below

SAMPLE 2

Between

THE CITY OF MONTEGO BAY

And

MONTEGO BAY MARINE PARK (MBMP)

THIS COLLECTION AGREEMENT is made and entered into by and between the City of Montego Bay, hereinafter referred to as The City, and the MBMP, Natural Resource Conservation Authority, Minister of Housing and Environment, hereinafter referred to as MBMP, under the provisions of the Act between The City and the MBMP Upon execution, this Agreement supersedes all prior Collection Agreements executed

I PURPOSE

The purpose of this Agreement is to initiate a relationship between The City and the MBMP to complete mitigation work required of The City for the Montego Bay Sewerage Spill

The City is required to complete fish mitigation for the sewerage Spill of 1996 as outlined in the FEIS Section 4 1 17, page 4-56

It is the responsibility of the MBMP for developing the Marine park resources for sustained yields of products and services in the best combination for the use, enjoyment, and education of the Jamaican people, as provided in the other laws It is the policy of Parliament that the Marine parks are established and shall be administered for conservation and restoration of the reef and waters and for recreation

II THE CITY WILL

1 Provide funds to the MBMP in the amount of Twenty Thousand Dollars (\$20,000 00) to cover salaries, vehicles, supervision, and equipment support for three (3) GS 4/5 MBMP trail crew seasonal employees and one (1) GS-9 wilderness/trails forester to complete the trail work outlined in 111-4 and 111-5

2 Payments will be made payable to the MBMP and be mailed to the Unit Collection Officer, after receipt of a bill from the MBMP

3 Give the MBMP or Comptroller General, through any authorized representative, access to and the right to examine all books, papers, or documents related to this Agreement

4 Agree to defend and hold harmless the USDA MBMP, its representatives or employees, from any damage incident to the performance of the work resulting from, related to, or arising from this Agreement

III THE MBMP WILL

1 Bill The City in quarterly increments prior to the commencement of work for deposits sufficient to cover the estimated costs, **excluding overhead**, for that specific payment period Billings shall be sent to *The City*

2 Deposit all cash funds received under this Agreement to MBMP cooperative work fund account which is to be used solely for the purposes for which contributed

3 Refund to The City any funds which are in excess of the cost of the project herein within 90 days of the termination of this Agreement unless further amended to cover additional construction administration costs

4 Finalize reconstruction on the E Fork of the Marine Park Creek Trail (Lonesome Lake Traio including a foot bridge at steam crossing 40+93 and the remaining 2.5 miles of trail to Lonesome Lake

5 Resurvey and stake the Fancy Creek Trail Construction project

6 Provide a monthly progress report to the designated Cities' representative detailing progress made the previous month, expenditures for both time and materials, and an indication of whether the project is on-time and within budget The monthly log shall be in sufficient detail to serve as documentation of charges for project

IV IT IS MUTUALLY AGREED AND UNDERSTOOD BY AND BETWEEN THE SAID PARTIES THAT

1 Pursuant to _____, an interest charge shall be assessed on any payment due the Government not made by the payment due date

Interest shall be assessed using the most current rate prescribed by the Jamaica Minister of the Treasury Fiscal Requirements Manual Interest shall accrue from the date the payment was due In addition, in the event the account becomes delinquent, administrative costs will be assessed

A penalty of 6 percent per year shall be assessed on any payment overdue in excess of 90 days from the payment due date

Payments will be credited on the date received by the designated collection officer or deposit location If the due date(s) for any of the above payments, fees, or calculation statements falls on a non-workday, the charges shall not apply until the close of business of the next workday

2 Modifications within the scope of the Agreement shall be made by mutual consent of the parties, by the issuance of a written modification, signed and dated by both parties, prior to any changes being performed The MBMP is not obligated to fund any changes not properly approved in advance

3 Improvements placed on Marine park System land at the direction of either of the parties, shall thereupon become property of the Jamaica, and shall be subject to the same regulations and administration of the MBMP as other Marine park improvements of a similar nature

4 The Agreement in no way restricts the MBMP or The City from participating in similar activities with other public or private agencies, organizations, and individuals

5 No part of this Agreement shall entitle the cooperator to share or interest in the project other than the right to use and enjoy the same under the existing regulations of the MBMP

6 Pursuant to Section P9, Title 41, Jamaica Code, no member of, or Delegate to, Congress shall be admitted to any share or part of this Agreement, or any benefits that may arise therefrom

7 This Agreement is executed as of the last date show below and expires on *December 31 1997* at which time it will be subject to review, renewal, or expiration

8 The principal contacts for this Agreement are

Director
MBMP
Montego Bay, Jamaica, WI
and

Name of Cooperator Contact Address Contributions authorized for use by the MBMP, which are not spent or obligated for project(s) approved under this Agreement, will be refunded to The City or authored for use for new projects by The City

10 Either party, in writing, may terminate the Agreement in whole, or in part, at any time before the date of expiration. The MBMP shall not incur any new obligations for the terminated portion of the Agreement after the effective date and shall cancel as may obligations as is possible. Full credit shall be allowed for MBMP expenses and all noncancelled obligations properly incurred up to the effective date of termination. Excess funds shall be refunded within 90 days after the effective date of termination.

11 Any contributions made by The City under this Agreement do not by direct reference or implication convey MBMP endorsement of The City products or activities.

12 With the exception of the substitute mitigation approved on 4/24/95 for the Lonesome Lake Trail, nothing herein shall be construed so as to amend the provisions of Easement C-08842.

13 The City will use their best efforts to comply with all of the provisions of the Agreement, however, this Agreement and the financial commitments contained herein are subject to appropriation by the respective Councils of The City.

IN WITNESS WHEREOF, the parties hereto have set their hands and seals the day and year written below

Date

By

Date

By MARINE PARK COLLECTION AGREEMENT

BIBLIOGRAPHY

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