



LOCAL DESTINATION MANAGEMENT PLAN

MARCH 2019



Bottom Up Destination Recovery Initiative

Since its inception, Foundation for Puerto Rico (FPR) has proposed a Visitor Economy strategy for Puerto Rico. After hurricanes Irma and Maria, this approach is more relevant than ever as many on the Island continue to migrate to the U.S. mainland resulting in a smaller tax base and diminishing demand for products and services. This has particularly affected many small towns in Puerto Rico, where local business owners rely heavily on community residents to sell their products and services. As a result, these communities need a different, innovative and inclusive plan to attract visitors to create new economic opportunities.

As such, FPR created the Bottom Up Destination Recovery Initiative, a short-term economic recovery strategy with a sustainable model, supporting communities to become more resilient and active resources in the creation of tourism attractions and experiences. This community-based recovery program aims to strengthen local communities to spur their own recovery and build the infrastructure required for growth. The goal is to help communities recover more quickly by creating a Local Destination Management Plan to help increase the local tourism offers and foster the extension of the average length of stay. As a result, economic development in the communities is improved through better commercial operations, new businesses, job creation, workforce development and a growing tax base. This program is self-sustainable, where the community and local government learn to maintain and further develop the program once the phases of resource identification, general guidelines, co-design, execution, and evaluation by FPR are completed.



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Foundation for Puerto Rico seeks to unleash the Island's full potential as an active participant in the world economy with sustainable programs that drive social and economic development. From knowledge to action, our goal is to transform Puerto Rico into a destination for the world. We want more people to visit, live, work and invest in Puerto Rico, resulting in multimillion economic growth for the island.

Foundation for Puerto Rico is a non-profit organization since 2011 with a 501(c)(3) public charity designation.

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TO ALL OF OUR DONORS

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Table of Content

- 4** Local Destination Management Plan
- 5** Scope and Methodology
- 6** Orocovis Local Plan - Overall Process
- 7** Development Process
- 8** Identification of Community Assets
- 9** Assessment of the Destination
- 10** Vision and Goals for the Destination
- 11** Destination Strategies
- 12** Project Evaluation
- 13** List of Selected Projects
- 20** Governance Model
- 22** Performance Measurement
- 23** Keys to Success
- 26** Lessons Learned

Local Destination Management Plan

In February 2017, Foundation for Puerto Rico (FPR) published a research paper on Destination Management that analyzed the different elements that comprise a destination, and the different governing structures to manage it. Most importantly, the paper made some critical observations about the challenges within each element in Puerto Rico and recommended a management framework to develop the destination. During that time, FPR urged national stakeholders to begin a destination planning exercise using the framework suggested by FPR. As a result of these efforts, several key stakeholders joined a coalition with FPR, to work on a national destination plan for Puerto Rico.

As it relates to the Bottom Up Destination Recovery Initiative (Bottom Up), FPR wanted to apply the recommended national framework at a community level. Thus, the FPR program design team adopted concepts from various traditional destination planning models, community-based planning initiatives in Puerto Rico and asset-based development programs around the world. The result was a customized proprietary framework that could work in communities in Puerto Rico. This part of the program has three main objectives:

- Create a community-led destination plan that could help bring more visitors in the short-term.
- Ensure commitments from local stakeholders towards the implementation of the plan.
- Develop a sustainable locally-based governance around plan goals and objectives.

The following are some of the benefits of creating a local destination management plan with the participation of local leaders from the community:

- Encourages residents to value their assets and commits them to managing them responsibly;
- Promotes that local residents themselves, and not external agents, develop and manage their community as a destination, capitalizing on existing assets;
- Helps establish strategies that serve as a guide for local governance among the different stakeholders of the community;
- Facilitates the incorporation and participation of the community in other tourism projects and efforts at the state and/or regional level (for example: Puerto Rico Tourism Company, Discover Puerto Rico, Para la Naturaleza, among others)
- Enables the development of a local, multisectoral and sustainable governance model, strengthening the social capital and its capacities to strengthen economic community development.



Identification and mapping exercise of community assets

Scope and Methodology

This Local Destination Management Plan (“Plan”) will convey a statement of purpose shared and agreed upon by a group of key stakeholders in the community. The Plan seeks to define the ways to develop the destination over a given period of time. It also describes the roles and concrete actions to be carried out by the local key stakeholders in the short-term to increase tourism activity sustainably, in line with the vision adopted by community residents themselves.

The World Tourism Organization (UNWTO) defines six main elements that include most aspects related to tourism activities in a destination: attractions, amenities, accessibility, image, price and human resources. The Plan uses this model, or theoretical framework, to address tourism from a holistic, comprehensive and inclusive perspective.

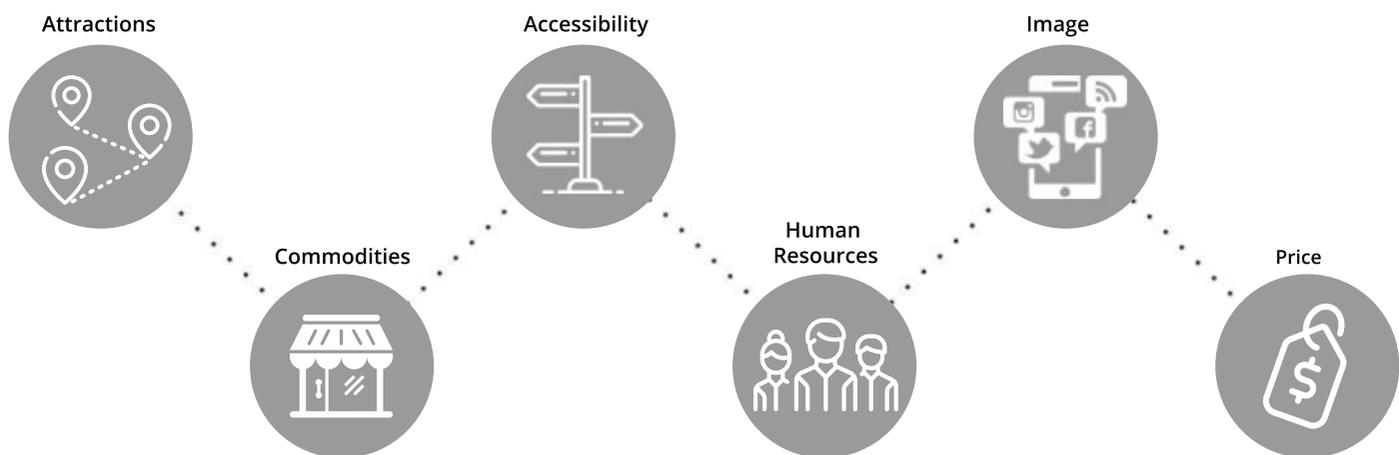


Figure 1. Elements of a destination according to the UNWTO

A traditional destination plan includes elements such as territorial planning, improvements to essential infrastructure (telecommunications, roads, and energy), land and coastal management, zoning, and government incentives. However, the objective of this plan is to achieve a local approach to the planning and management of the destination’s tourism offer.

For this reason, the Plan establishes short-term attainable goals that do not depend on a large extent, on factors or actors external to the destination. A new bridge, the dredging of a body of water or tax incentives are examples of projects that would fall outside the scope of this plan. The objectives and projects included in the Plan must be managed by local leaders themselves, even if it might require collaboration with a state agency. This process aims to establish local governance of tourism efforts, so it could lead to future initiatives managed by the local stakeholders themselves.

It should be noted that Orocovis’ Local Plan did not develop the price element because it depends on conditions that are beyond the reach of local leaders.

Orocovis Local Plan - Overall Process

As a facilitator of the process, FPR proposed to local leaders a six-month work plan to complete the Plan for Orocovis. After a series of workshops and trainings around the visitor economy and destination management, FPR led several group discussions to encourage participants to think collaboratively as a destination.

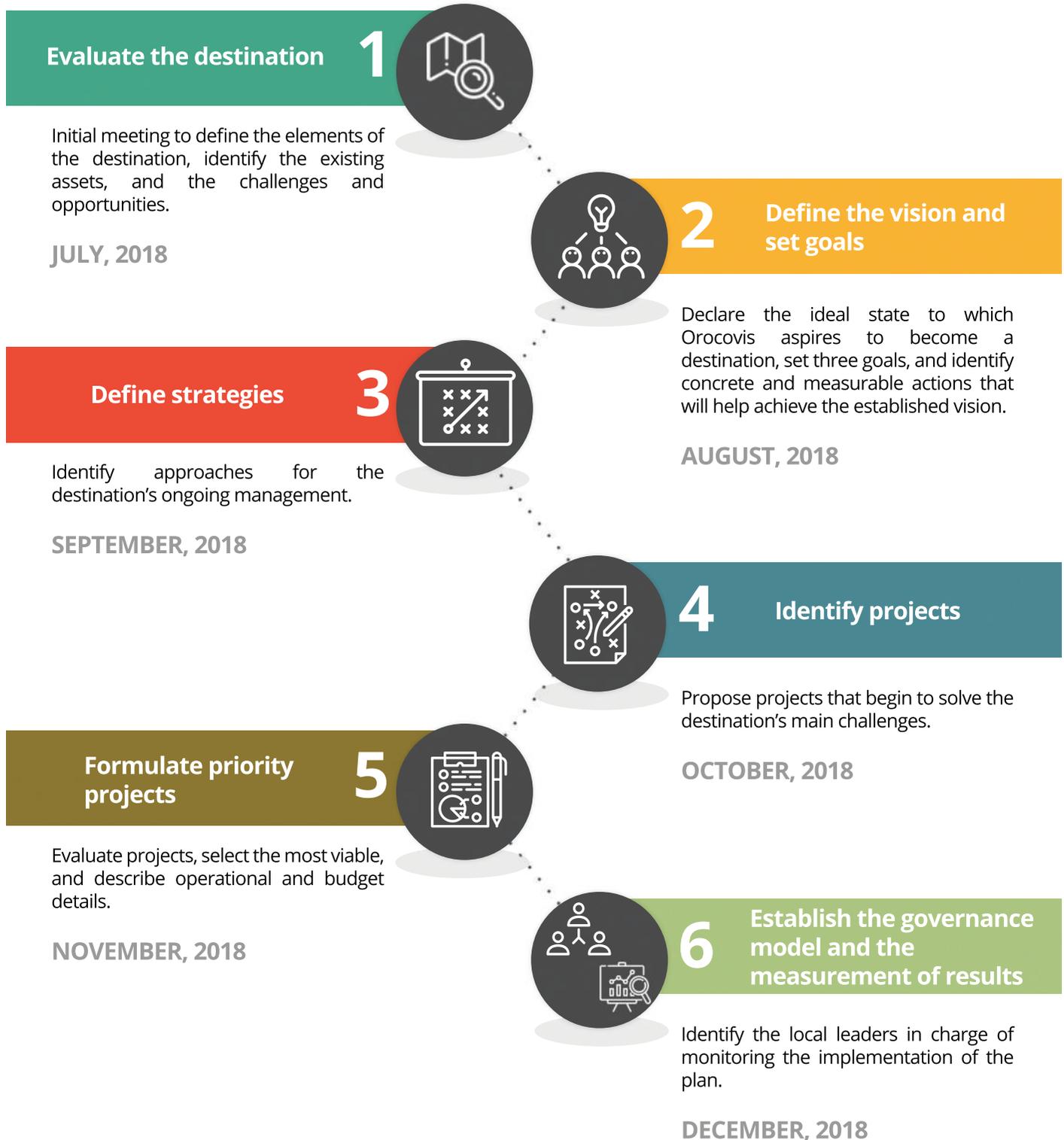


Figure 2. Work plan for the Local Destination Management Plan

Development Process

During the development of the Local Destination Management Plan for Orocovis, all sectors participated: from residents and business owners, to state agencies and outside investors. A multisector approach leads to a more robust Plan, and thus a stronger destination. Below is a list of some of the key participants in the development of this Local Plan. As FPR kept an open invitation approach during the planning process, some stakeholders joined the effort at different stages in the process.



Figure 3. The creation of the Plan had a multisectoral participatory process

In addition to eight formal planning meetings over six-months, participants worked on multiple tasks to prepare for every session. In total, FPR calculated more than 400 work hours from all participants. The official planning process began by reviewing a geographical map of the destination, listing all tourism assets and validating all resources available to visitors in the community. Participants then identified challenges and opportunities through a series of collaborative exercises.

Over the following months, e-mail communications and text messages were sent to community leaders to gather ideas and articulate the overall vision for Orocovis, as well as challenges and opportunities within each element of the destination. Finally, participants evaluated and formulated potential projects for the Plan. Throughout the process, community leaders maintained an active role, while the FPR team supported them on more specialized topics such as cost validation, marketing and promotion.

Assets Identification

The first exercise of the planning process was creating an Asset Map of Orocovis. It is considered a best practice to use existing assets as a starting point for any destination planning effort. This inventory is not fixed; assets could be added or cease to exist with time. Therefore, it's a dynamic tool. Ideally, local leaders maintain an updated inventory of the assets and add additional information such as the current physical state of the asset, hours of operation, photos, description of service/product offering, among other things.

The inventory list can be integrated into a GIS map with the geographic coordinates of all the assets. Doing so will facilitate the visualization of their assets and their relationship with each other, to encourage local leaders to include the various resources available in their community.

In Orocovis, the FPR operational field team had already identified several assets during the first phase of the Bottom Up. Local leaders who participated in the workshops validated, corrected and contributed additional information to the destination assets inventory.

The purpose of this exercise was to raise awareness among local leaders, about the existence and value of their existing tourism assets, and to use existing resources as a basis for establishing the goals and objectives of the plan.



Figure 4. List of Orocovis' assets identified by local leaders

Assessment of the Destination

As part of the initial assessment of Orocovis, FPR wanted to identify critical challenges and opportunities affecting the development of the destination. Local Guest, a tourism specialist company working with FPR, conducted an initial destination assessment. FPR led a series of validation exercises with participating local leaders until they reached a consensus around the biggest challenges in Orocovis. The following diagram displays these challenges by each destination element category:

Attractions



Biggest challenge(s):

- Lack of integration of existing tourist attractions
- Lack of development of the cultural component in the destination

Commodities



Biggest challenge(s):

- Scarcity and lack of variety of accommodation options

Accessibility



Biggest challenge(s):

- Poor road signs and no signage for tourist attractions
- Lack of parking

Human Resources



Biggest challenge(s):

- Lack of hospitality and customer service skills for local business employees

Image



Biggest challenge(s):

- Lack of a comprehensive image/brand of Orocovis that integrates the nature, culture and assets of the urban area

Figure 5. Challenges identified by each of the elements of the destination.

According to Local Guest's assessment, visits to Orocovis currently last, on average, half a day and rarely include multiple experiences per visit. There are two common day-trips to Orocovis: a visit to ToroVerde Adventure Park and the "chinchorro" (roughly translated as "barhopping") which is limited to the gastronomic experience. However, Orocovis has the potential to offer many other tourism experiences. By integrating those additional experiences to the existing popular day-trips, Orocovis could extend the

length of the visit, which will result in a greater economic impact on the area. This strategy could encourage recurrent visits by residents of the metropolitan area of Puerto Rico. After several meetings, local leaders reached a consensus with regards to Orocovis' unique opportunity to maximize the existing cultural, adventure and ecotourism assets to encourage a longer stay by the visitor.

Vision and Goals for the Destination

The next step in the process was to reach a consensus about the vision of the destination. The vision is an aspiration statement describing the desired future state. This statement provides a guide to mobilizing the destination as it allows individual and collective community efforts to focus on the same goal.

After several exercises with participants, using surveys and group discussions, they agreed on a statement that best describes Orocovis as a destination 20 years from now:

The geographic center and heart of Puerto Rico, will become a unique destination in the Caribbean; accessible to all, with the widest variety of world-class experiences, including adventure, cultural, gastronomical, agrotourism and ecotourism.

Once participants reached a shared vision, the next step was to establish concrete goals for the destination. Goals are the results or achievements that you want to accomplish through specific actions and projects. In Orocovis, participants were asked to mention three goals that they wanted to achieve in the short-term, to fulfill their vision as a destination. To select them, local leaders considered the challenges and opportunities discussed in the previous session as well as the destination assessment provided by FPR. The participants agreed that these goals were achievable, measurable and could have a significant impact in Orocovis as a destination.

Orocovis short-term goals (2020)

- 20% of the visitors at the main attractions (ToroVerde and Toro Negro) will spend at least one night in Orocovis.
 - 50% of the visits to Orocovis will include at least three different types of tourism experiences (either adventure, culture, gastronomy, agritourism, and ecotourism).
 - Orocovis' cultural events will become one of the main drivers of repeat visits from residents of the metropolitan area throughout the year.
- 

Destination Strategies

After defining the vision, goals and main challenges for each element of the destination, local leaders defined strategies that could guide decisions around investments and identification of projects. During a strategy session held with local leaders, they identified potential ideas and projects that could help Orocovis achieve its goals. This process was repeated for each destination element.

Attractions



- Establish a “living” map of Orocovis’ assets that identifies and describes the current state of the municipality’s attractions and serves as the basis for the creation of products and strategies that foster multi-tourism experiences in the destination.
- Establish a viable and sustainable program of cultural events throughout the year to generate visitor demand for the destination and that complements other cultural assets such as museums, galleries, art workshops, artisans, musicians, among others.

Commodities



- Prioritize the development of short-term rentals on platforms such as AirBnB, HomeAway, Join-a-Join, and others, through education and training programs for residents, while leveraging existing accommodations and exploring alternative lodging options such as glamping sites.

Accessibility



- Improve signage at the destination, not only on the roads but also in tourist attractions, to improve the visitor’s experience.
- Improve and expand parking options, particularly in the urban area, so that the public plaza can support an increase in visitors while possible internal transportation projects become viable.

Human Resources



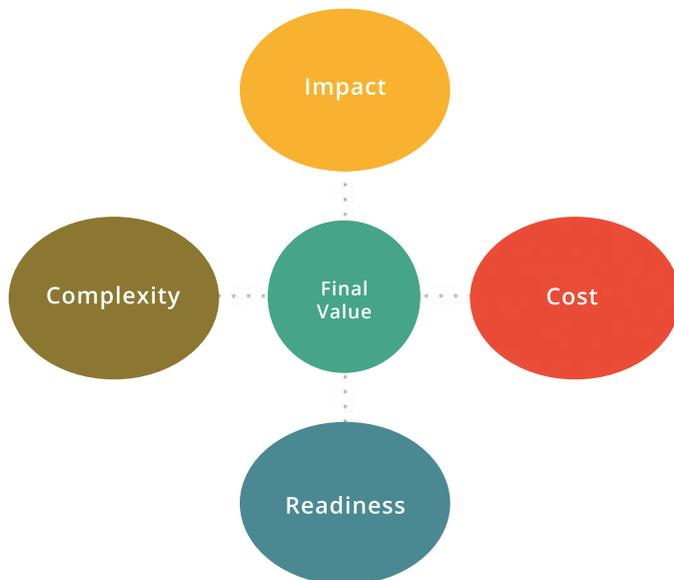
- Train a local entity to manage a continuous and recurrent training program for local employees.

Figure 6. Strategies identified in each of the elements of the destination

Project Evaluation

The process began with a brainstorming session to identify potential projects aligned with the strategy. The next step was a prioritization exercise conducted among participants to select the projects that would receive priority in the Plan. An electronic questionnaire with a rubric evaluated the project across four areas: impact, cost, readiness and complexity.

Priority was given to projects with the highest score, as they were defined as having the most significant impact, lower cost and complexity, and shorter implementation periods.



Point System

- 1 = Negative value (lower impact, higher cost, less readiness and greater complexity)
- 5 = Average value
- 10 = Positive value (greater impact, lower cost, more readiness and less complexity)

Figure 7. Project evaluation rubric

Local leaders evaluated a total of 13 proposed projects through an electronic survey. They discussed the results at a subsequent meeting and focused on the six projects with the highest scores.

Since several projects had similar objectives, some of them were consolidated. Once local

leaders reached consensus on the six main projects, a project formulation process began to determine costs and implementation details.

Each chosen project was paired with participating local leader who then acted as project coordinator. Each coordinator received a template to design and delineate the project details. With the assistance of FPR's technical staff, managers conducted independent research to establish a detailed description of the project, cost estimates, implementation schedule, impact level and possible funding sources.

Each manager presented their findings to the rest of the participants at a subsequent meeting. By the end of the exercise, local leaders had a clearer idea of the steps required to implement each project.



Several community planning exercises were conducted over a period of six months.

List of Identified and Selected Projects

Below is a description of the first projects defined, developed and selected by participating local leaders.

IDENTIFICATION AND EVALUATION OF PROJECTS			
Position	Name of the project	Total score	Destination element
1	Orocovis visitor information center	358	Attractions
2	Road signs	354	Accessibility
3	Continuing education program	349	Human Resources
4	Ambassador program	345	Human Resources
5	Cultural programmatic offer	330	Attractions
6	Program of cultural events	329	Attractions
7	Orocovis tourist information guide	304	Attractions
8	Interpretative signs	301	Accessibility
9	Municipal parking	299	Accessibility
10	Economic subvention for short-term rental project	293	Commodities
11	Tour guides	266	Attractions
12	Internal transport	262	Accessibility
13	Parking meters	137	Accessibility

Table 1. List of preliminary projects identified by the local leaders

FINAL LIST OF PROJECTS SELECTED FOR DEVELOPMENT		
Project	Destination element	Coordinator
✓ Orocovis tourist information guide	Attractions	Reniett Ramírez y Lorimar Santo Domingo
✓ Orocovis visitor information center	Attractions	Irma Vázquez
✓ Program of cultural events	Attractions	Orocoveños por Orocovis (OPO)
✓ Road and interpretative signage	Accessibility	Reniett Ramírez y Lorimar Santo Domingo
✓ Continuing education program	Human Resources	Carmen Báez y Luis Latorre
✓ Economic subvention for short-term rental project	Commodities	Edwin Rivera

Table 2. Final priority projects selected by local leaders



Project prioritization exercise for the development of new visitor economy opportunities in Orocovis.



Local leaders participating in the exercise of identifying challenges and opportunities in their community.

Orocovis Tourist Information Guide

PROJECT DESCRIPTION:

The Orocovis tourist information guide seeks to group the destination's attractions into a single document that is eye-catching, easy to understand and useful to reach points of interest. Initially, it will be a printed and foldable map showing all the points of interest with photographs. Later on, more sophisticated products could be developed, such as thematic routes or an interactive digital map. The guide will be linked to the Tourist Information Center project as the guides will be available as the main source of information to visitors.

IMPLEMENTATION STRATEGY:

The guide will be distributed at five locations with the highest visitor flow: Casa de la Cultura Orocoveña (Galería San Juan Bautista), the Toro Negro State Forest, the Toro Verde amusement park and the area's largest restaurants, such as La Sombra, Roka Dura and Vagoneando.

ESTIMATED IMPLEMENTATION TIME:

Three (3) months

ESTIMATED IMPLEMENTATION COST:

Initial cost: \$4,000

Yearly operational cost: \$4,080

PROJECT OWNER(S):

- Disfruta Orocovis (Reniett Ramírez) – design and content
- Municipality of Orocovis – distribution and content



PROJECT COSTS	
LINE ITEM	COST
✓ Content production	\$1,800
✓ Graphic design and initial impression	\$2,400
✓ Operational expenses (for one year)	\$4,080
✓ Other related expenses	\$1,800
TOTAL	\$10,080

FINANCING		
SOURCE	AMOUNT	TYPE
✓ Municipality of Orocovis and "Disfruta Orocovis"	\$1,800	In-kind
✓ Innovations Designs	\$200	In-kind
✓ Ad sales	\$4,080	Annual sale
✓ Subvención económica por parte de FPR	\$4,000	Donation

PROJECT PERFORMANCE INDICATORS	
✓	Number of visitors who come to the attractions through the tourist information guide
✓	Amount of money raised in ad sales

Orocovis Visitor Information Center

PROJECT DESCRIPTION:

Local leaders deemed important to have a place to receive visitors and inform them on the diversity of experiences that Orocovis has to offer. Although local leaders initially considered establishing the center in other locations, they ultimately identified the lobby of the Casa de la Cultura Orocoveña as the most profitable and strategic place to start the project. Currently, the venue is open Monday through Saturday from 8:00 am to 4:00 pm. During this period, there is already a municipal employee at the reception to serve the public. However, some adjustments, as well as additional investments, are required to convert the current operation into a visitor's center.

IMPLEMENTATION STRATEGY:

Modifications necessary to transform Casa de la Cultura into a tourist information center include: training the employee at the Center in areas such as hospitality, customer service and general knowledge about the area's tourist attractions. An investment in shelves and audiovisual equipment should be made in order to stock the guides and have a medium to show the local attractions respectively.

ESTIMATED IMPLEMENTATION TIME:

Three (3) months

ESTIMATED IMPLEMENTATION COST:

Initial cost: \$10,600

Yearly operational cost: \$41,000

PROJECT OWNER(S):

•Municipality of Orocovis – Department of Art, Culture and Tourism



PROJECT COSTS		
LINE ITEM	COST	
✓ Facilities (per year)	\$24,000	
✓ Employee (per year)	\$17,000	
✓ Content production	\$7,000	
✓ Refurbishment of space	\$3,600	
TOTAL	\$51,600	

FINANCING		
SOURCE	AMOUNT	TYPE
✓ Municipality of Orocovis	\$41,000	In-kind
✓ Grant by FPR	\$10,600	Donation

PROJECT PERFORMANCE INDICATORS	
✓	Number of people arriving at the visitor information center a week

Cultural Events Program

PROJECT DESCRIPTION:

Orocovis is well-known for being a tourist destination rich in culture, history, tradition, and art. Local leaders want to develop this potential to its maximum. This project seeks to hold a series of events throughout the year that will attract visitors, particularly from the metropolitan area. These events will focus on promoting the municipality's culture and integrating the various attractions such as museums, art workshops, art galleries, artisans, and musicians.

IMPLEMENTATION STRATEGY:

The production of additional events in Orocovis will require a promoter or event coordinator who may charge admission fees or negotiate sponsorship deals, among other activities, to generate a profit. A cultural events committee will be established; its members will include the promoter, the Department of Art, Culture and Tourism of the municipality, and representatives from local entities and businesses, such as Orocoveños por Orocovis, El Taller de Luiyi and business owners of La Ruta de la Longaniza and the city center, among others.

ESTIMATED IMPLEMENTATION TIME:

Four (4) months

ESTIMATED IMPLEMENTATION COST:

Initial cost: \$29,650

Yearly operational cost: \$31,250

PROJECT OWNER(S):

•Orocoveños por Orocovis (OPO)



PROJECT COSTS	
LINE ITEM	COST
✓ Proposal design	\$1,500
✓ Tent	\$5,400
✓ Promotion and marketing (seven events)	\$14,000
✓ Event costs (seven events)	\$17,250
✓ Production and coordination costs (seven events)	\$22,750
TOTAL	\$60,900

FINANCING		
SOURCE	AMOUNT	TYPE
✓ Proposal to solicit sponsorships from private companies and organizations	\$31,250	Sponsorships
✓ Grant by FPR	\$29,650	Donation

PROJECT PERFORMANCE INDICATORS	
✓	Number of cultural events per year
✓	Net income from events
✓	Attendance of the general public to the events

Road and Interpretative Signage

PROJECT DESCRIPTION:

The signage project seeks to provide the destination a complete and high-quality system that facilitates access and effective communication of information and contributes to the overall image of the place. Three types of signs will be used: road signs for main attractions in the destination using standard symbols; signs for the Ruta de la Longaniza ("the sausage trail"), which is one of the main gastronomic assets of the area; and interpretive signs with detailed information (descriptions, historical background, etc.) of some of the main attractions.

IMPLEMENTATION STRATEGY:

A community coordinator will be in charge of contacting suppliers to obtain quotes, select the suppliers and coordinate the installation of the signs. In addition, a graphic designer will be needed to generate the designs for each sign, ensuring that they are aligned with the destination's image and the Orocovis tourist information guide as well as applicable regulation to road signage.

ESTIMATED IMPLEMENTATION TIME:

Four (4) months

ESTIMATED IMPLEMENTATION COST:

Initial cost: \$13,000

Yearly operational cost: N/A

PROJECT OWNER(S):

- Municipality of Orocovis – Department of Art, Culture and Tourism
- Disfruta Orocovis (Reniett Ramírez) – design
- FPR



PROJECT COSTS	
LINE ITEM	COST
✓ Graphic design	\$2,500
✓ Signs	\$7,500
✓ Installation	\$3,000
TOTAL	\$13,000

FINANCING		
SOURCE	AMOUNT	TYPE
✓ Disfruta Orocovis	\$200	In-kind
✓ Grant by FPR	\$12,800	Donation

PROJECT PERFORMANCE INDICATORS	
✓	Number of new road signs in Orocovis
✓	Number of new interpretive signs in Orocovis

Continuing Education Program

PROJECT DESCRIPTION:

The continuing education program seeks to strengthen the hospitality and customer service skills of business owners, managers, employees and other service providers who interact directly with visitors. We will identify provider's main needs with regards to training and continuing education in order to build a curriculum that includes the most relevant topics. After this, a series of workshops will be coordinated throughout the year where experts in various topics will be invited to share their knowledge and relevant tools.

IMPLEMENTATION STRATEGY:

A local training coordinator will be required who will be responsible for creating the curriculum, defining the workshop schedule, contacting speakers, convening participants and coordinating events. The coordinator should create a list of potential experts who will be invited to conduct the training exercises. Workshop resources may be obtained in-kind through partnerships with universities, nonprofit organizations, and private organizations.

ESTIMATED IMPLEMENTATION TIME:

Six (6) months

ESTIMATED IMPLEMENTATION COST:

Initial cost: \$2,400

Yearly operational cost: \$4,200

PROJECT OWNER(S):

- Municipality of Orocovis – Department of Art, Culture and Tourism
- FPR



PROJECT COSTS	
LINE ITEM	COST
✓ Annual rental of the premises	\$1,800
✓ Catering (per year)	\$2,400
✓ Experts and lecturers (per year)	\$1,000
TOTAL	\$5,200

FINANCING		
SOURCE	AMOUNT	TYPE
✓ Municipality of Orocovis	\$1,800	In-kind
✓ Businesses and companies	\$1,000	Sponsorships
✓ Grant by FPR	\$2,400	Donation

PROJECT PERFORMANCE INDICATORS	
✓	Number of participants in the workshops
✓	Level of satisfaction of the participants

Short-term Rental Program

PROJECT DESCRIPTION:

The short-term rental project seeks to create new accommodation options for visitors wishing to spend the night in Orocovis. Residential areas close to main tourist attractions will be identified to develop an inventory of properties that could be refurbished and converted into short-term rental locations. Owners of the selected properties will receive guidance about the conversion process and assistance to identify funding sources for the necessary investments.

IMPLEMENTATION STRATEGY:

The Project Coordinator will work with properties that require minimal financial investment and are strategically located in various geographic and commercial areas of the destination. The goals should be to identify at least five properties requiring an investment of \$4,500 or less per unit. Also, a company or individual dedicated to the management of short-term rental properties will be identified to manage such units.

ESTIMATED IMPLEMENTATION TIME:

Six (6) months

ESTIMATED IMPLEMENTATION COST:

Initial cost: \$24,300

Yearly operational cost: N/A

PROJECT OWNER(S):

•Municipality of Orocovis – Department of Art, Culture and Touris



PROJECT COSTS	
LINE ITEM	COST
✓ Host orientation	\$300
✓ Identification of properties	\$1,500
✓ Grant for conditioning	\$22,500
TOTAL	\$24,300

FINANCING		
SOURCE	AMOUNT	TYPE
✓ Proposal to request grants to private companies and organizations	\$22,500	Donation
✓ Grant by FPR	\$1,800	Donation

PROJECT PERFORMANCE INDICATORS	
✓	Number of new lodging options available in Orocovis
✓	Amount of records in short-term rentals

Governance Model

Collaborative work is essential to develop the destination in an integrated way, taking advantage of the opportunities offered by the visitor economy. To improve destination management, one must enhance transparency in decision-making, avoid segmentation in the communication among the destination's diverse local leaders and encourage active collaborations across all sectors.

Therefore, it is necessary to establish a governance structure composed of various local leaders committed to the development of the destination. Following a discussion with local leaders, a consensus was reached to create a Standing Committee for the Management of the Orocovis Destination. This committee would be responsible for:

- Establishing and reviewing the destination's priorities;
- Monitoring the various activities that will be carried out to implement the Plan;
- Measuring progress and results; and
- Identifying and distributing funds and resources.

This Committee will be composed of the participating local leaders or any other person that the committee recommends to include.

Under the local governance structure, there will be a Plan Manager who will in charge of the following:

- Safeguarding the objectives of the Plan;
- Reviewing that all projects are satisfactorily implemented;
- Gather all necessary information to measure progress;
- Work with local leaders and external actors in the coordination of projects.



Meeting with the Mayor of Orocovis Hon. Jesús E. Colón Berlingeri.

Under this proposed local governance model, Project Coordinators will continue to be responsible for following up on specific tasks for each assigned project.

The Director of the Department of Art, Tourism and Culture of the Municipality of Orocovis will serve as Plan Coordinator, given the critical role that the Department plays in the destination. The Coordinator will periodically convene the committee and the Project Managers for follow-up meetings.

Because this is a new function for the municipality of Orocovis, FPR will provide technical assistance to the municipality's staff over the next year in the areas of destination management, project management, and economic development.



Figure 8. Governance structure model.

The Standing Committee and Coordinators should meet with the Plan Manager once every two months to discuss the status of the projects as well as the progress with the objectives of the Plan. During these meetings, Managers will also be able to communicate their challenges or needs.

FPR will sponsor a Fellow, Destination Plan Assistant, over six months to assist the municipality's staff with the coordination of meetings and follow-up efforts. As part of the arrangement, the Fellow will submit monthly progress reports to FPR.

Performance Measurement

Measuring the results of the Plan's implementation is an important component of destination management, as it ensures that the efforts and resources invested are being maximized.

Destination performance will be measured through the outcome of key performance indicators (KPIs). These KPIs were established based on the goals defined by local leaders. The Committee should be committed to periodically measure the progress of the KPIs.

For the Plan indicators, FPR will develop a simple questionnaire based on its experience working with the visitor survey in Puerto Rico to collect information from visitors. As part of these efforts, the survey will be distributed in the following locations:

- Toro Negro National Park
- Toro Verde Adventure Park
- New Visitor Information Center
- New Glamping site at Finca Oro Rojo
- Camping site at Toro Negro Park
- Roka Dura Restaurant

PLAN PERFORMANCE INDICATORS	GOALS 2020
✓ Percentage of people who spend at least one night in Orocovis	20%
✓ Percent of visits that include at least three types of different experiences	50%
✓ Number of people coming to at least two cultural events during a year	5,000

Table 3. Key performance indicators based on the goals defined by the community.



Alma Frontera, Director of Strategic Projects and Alliances, facilitating a focus group with the local leaders of Orocovis.

Keys to Success

Creating awareness around the visitor economy in the community

As with the rest of Puerto Rico, there was a significant need to increase knowledge and create awareness of the visitor economy in Orocovis, a necessary step for any tourism initiative in Puerto Rico.

FPR learned this while working with local leaders during the first phase of the Bottom Up, as the knowledge about destination management and development was minimal. As a result, FPR led several discussions with local stakeholders around the potential of tourism to create jobs and grow the economy in the community.

Although many communities in Puerto Rico see tourism as exclusive to hotel chains and big attractions in the San Juan area, in Orocovis there was some recognition of the value of visitors, thanks in part to the success of Toro Verde Adventure Park. To that end, FPR focused on introducing the visitor economy framework in all discussions which, as stated before, has a broader perspective than tourism.

For example, FPR highlighted all the direct and indirect beneficiaries of a visit to an attraction like Toro Verde or Toro Negro so they could easily categorize the broader economic impact of tourism activity. This information helped local leaders think about the supply chain and the inter-industry linkages of tourism. Local leaders were also encouraged to identify additional tourism opportunities around these two big tourist attractions to connect with other tourism assets (like the museum and the artesanos) during those visits.

After a few working sessions, FPR noticed that local leaders began to think about strategies to maximize visitor expenditure and increase the length of the stay. These sessions were essential to getting local leaders into the right mindset

about destination planning. Without this initial visitor economy immersion, it would have been very difficult to use a common terminology during the planning discussions. As a result, when the planning meetings began, local leaders were already equipped with basic knowledge of the visitor economy and the importance of growing the sector in their community. This kind of onboarding on the visitor economy proved to be an effective way to get local leaders aligned to a shared vision.

The importance of Phase 1 in the Bottom Up Destination Recovery Initiative

Keys to success in a community planning exercise are understanding community dynamics to continuing building trust with local leadership. This process takes time, sometimes years, particularly for an unknown organization with no previous experience in the community. Also, local leadership is not easily defined. There is no formal, updated list of organizations or stakeholders working in a community. Many times, information on who is a local leader will depend on whom you ask—as with trust, identifying local leadership can take time. For example, in Orocovis, some key leaders were identified by FPR's operational field team six months after working in the field every day. Since having the right mixture of local leaders is essential for good planning outcomes, it was critical for FPR to identify and engage with them from the beginning. In sum, regardless of the type of community planning, you need time to understand community dynamics, build trust, and map-out the social capital ecosystem.

Fortunately, the Bottom Up program has two phases; the first one works around the recovery and the second one with destination planning. During the first phase, the operational field team spent approximately six months working with various stakeholders and helping with the recovery of Orocovis. More than \$500,000 was invested in small businesses, basic needs, and

infrastructure during those six months. Local leaders saw the investments as proof that FPR was committed to helping the community. The FPR operational field team were often seen as members of the community and were thanked continuously by local leadership. This relationship certainly accelerated the trust process and was an effective instrument to bring everyone to the table in the destination planning phase.

This level of investment is uncommon in planning initiatives, and thus, should not be seen as a new standard for community planning in Puerto Rico. However, there is a lesson learned here about community expectations when an outside organization leads planning efforts. It seems like communities have become suspicious of strenuous consultation efforts that don't yield immediate benefits for residents or offer help that never materializes. Along with planning for the future, local leaders want to see some type of investment to address immediate needs in their community before they fully commit to a planning effort. Keep in mind that these local leaders in Orocovis were fully committed and engaged for over six months of planning and dedicated more than 400 hours to the effort. Without their efforts and contributions, this Plan would have never materialized.

It's hard to tell how significant an investment should be to help build trust and buy-in for a planning initiative of this scale. It doesn't seem like it would require an investment as substantial as the one made on this program since a large portion was tied to hurricane recovery efforts, and local leaders were well aware of that. Rarely did local leaders use financial references when talking about FPR's commitment to the community. Local leaders involved in the destination planning process often stated that "FPR was just fully committed to Orocovis." Regardless of the amount or type of commitment, it's clear that some kind of investment to address immediate needs reinforces engagement and builds the necessary trust to begin a planning process.

In addition to trust, the first six months of the program helped identify those key leaders that were essential for the destination planning process. The right mixture of local participants is one of the most important elements of a successful destination planning process. The time spent in the community, before the destination planning effort, allowed FPR to engage participants that represented all the destination components in Orocovis, leading to more comprehensive planning outcomes.

The Role of the Municipal Government

In Orocovis, the role of the municipal government was critical to the success of the planning process. The Mayor and his tourism director were committed to the initiative at all times. The commitment of the municipal government gave the other local leaders some assurance that the effort was going to continue once FPR transitioned out of the process. At times, the municipal government also played a passive role during the planning sessions, which gave the other local leaders more room to actively participate in the process. It was not easy at first since there was some tension between the municipal government and other stakeholders because of past matters. As a neutral party, FPR was vital in facilitating the sessions and setting the right tone for the discussions. At first, there was a lot of "I," and "you," but in the end, there were more "us" from local leaders. Getting local leaders to think collectively was one of the biggest wins of this process.

In many community initiatives, there is a level of distrust of the municipal government among non-government stakeholders. Therefore, it was essential to align the municipal government with the vision of the planning process and for the other local leaders to see them as partners. Having the municipal government engaged with the process and with the other local leaders will increase the success rate of the projects in the Plan. After all, the municipal government plays an essential role in the destination (permitting, zoning, solid waste, signage, local taxes, event fees, and other aspects).

Reducing the Scope of the Destination Plan

From the start, a strategic decision was made to reduce the scope of the destination plan components. The Plan focused on short-term attainable goals that are not dependent on factors or actors external to the destination. A new bridge, the dredging of a body of water or tax incentives were examples of projects that fell outside the scope of this Plan, because the objective of this process was to achieve a local approach to the planning and management of the destination's tourism offer. This decision made the planning process more approachable and engaging for local leaders. They were able to understand the objectives quickly, relate to the issues and feel that the projects were indeed possible. This mindset allowed active and continuous engagement throughout the planning process.

Although it's fair to criticize the Plan because it fails to address important issues in the destination like infrastructure or incentives, it is a stepping stone for locally-led, multisector planning initiatives in Orocovis. This process is meant to create local capacity and a collaborative culture among local stakeholders and develop an appetite for destination planning and development. Creating this demand will depend on local leaders seeing results from their efforts. That is why the projects in the Plan are all attainable in the short-term with very little investment, as opposed to a plan with big projects that never get implemented. Success with this Plan will undoubtedly help build momentum for additional planning initiatives with a broader scope and more ambitious goals for the future.



The right mixture of local participants is one of the most important elements of a successful destination planning process.

Lessons Learned

There are a couple of lessons learned that will be applied to future community destination planning efforts in Puerto Rico:

Shorter timeframe and quicker turn around for deliverables. To avoid fatigue among participants, FPR was conducting one meeting per month during the first few months. However, this proved to be counterproductive at times, since it affected momentum and ultimately delayed the process. Since there was a big gap between meetings, FPR always had to spend a considerable amount of time recapping what happened in the previous one. FPR did engagements between meetings via emails, calls, and texts, but ultimately most of the discussions and decisions occurred in the meetings. Also, since there were relatively few meetings, missing one meant that a local leader would lose a meaningful conversation. Again, FPR tried to compensate with offline engagement, but more meetings, particularly at the beginning would have been beneficial in speeding up the process and improving engagement. FPR is making these adjustments in their other destination planning efforts.

Additional capacity building. Destination Management is not an easy process; it takes time, resources and technical capacity. Although FPR invested time to educate and provide a technical capability to local leaders about the visitor economy and the destination elements, it takes more hours of training and coaching to fully equip local stakeholders in all destination management components. Also, the destination assessment conducted was based on a particular point in time. Thus, there is a need to perform periodic updates at all levels of the destination. FPR was able to facilitate the initial assessment, but local leaders would need to continue to reevaluate the needs and identify new tourism

opportunities moving forward. Unfortunately, local leaders in Puerto Rico, including municipal governments, do not have the capacity and experience in this kind of process. Aside from visitor economy specific skills, there is a need for project management, economic development, grant writing, leadership, marketing, and community development. Without building capacity in these areas, there is a fair chance that these efforts might diminish over time.

FPR is currently working on a potential program that could provide ongoing support and technical capacity to local leaders from Bottom Up communities. It might even include some sort of certificate in visitor economy management or a partnership with a university to create continuing education programs around destination management. In the end, the visitor economy will grow if local leaders are continuously engaged in strategy and destination management in their community. The process started in Orocovis; we must provide support to ensure these efforts are sustainable.



Presenting findings and results to the community.

ACTIVOS DE OROCOVIS



Activos gastronómicos

- La Ruta de la Longaniza (restaurantes y fábricas)
- Las Cabanas de Doña Juana
- Los Dardanelos
- Pueblo Sano
- Café Licor
- La Orocovena Biscuit (fábrica)



Activos artísticos

- Artesanos
- Músicos
- Galería Casa de la Cultura
- Museo Orocoveno C.A.M.

Orocovenis

The geographic center and heart of Puerto Rico, will become a unique destination in the Caribbean; accessible to all, with the widest variety of world-class experiences, including adventure, cultural, gastronomic, agrotourism and ecotourism.



Activos culturales

- Talla de santos
- Festival del pastel



Activos históricos

- Plaza pública
- Parroquia San Juan Bautista
- Alcaldía



Activos - hospederías

- Roka Dura
- Hacienda Mo...
- Toro Negro



Activos - grupos & iniciativas

les
degro
as
tra
ra Los Duros
arca Doña Juana
ográfico
Gulfarra
Agroecología
monía con el Ambiente
y agricultores locales

Activos
-Toro V
-Area
-Mir
-Par
-Pl

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