

*The Uses of Historical Resources*  
*In*  
*Eastern Caribbean*  
*Island Development*

Report of A Workshop Held At  
Brimstone Hill, St. Kitts  
October 21-23, 1983



ISLAND RESOURCES FOUNDATION



# THE USES OF HISTORIC RESOURCES IN EASTERN CARIBBEAN ISLAND DEVELOPMENT

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REPORT OF A WORKSHOP HELD AT  
BRIMSTONE HILL, ST. KITTS  
OCTOBER 21 - 23, 1983

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SPONSORED BY  
ISLAND RESOURCES FOUNDATION  
SOCIETY FOR THE RESTORATION OF BRIMSTONE HILL  
GOVERNMENT OF ST. KITTS-NEVIS

WITH THE SUPPORT OF  
THE ROCKEFELLER BROTHERS FUND

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The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that proper record-keeping is essential for the success of any business and for the protection of the interests of all parties involved. The document also highlights the need for transparency and accountability in all financial dealings.

In addition, the document outlines the various methods and procedures for recording transactions. It provides detailed instructions on how to properly document each transaction, including the necessary information to be recorded and the format in which it should be presented. The document also discusses the importance of regular audits and reconciliations to ensure the accuracy of the records.

The document further addresses the legal and ethical considerations surrounding financial record-keeping. It stresses the importance of adhering to all applicable laws and regulations, as well as the need to maintain the highest standards of integrity and honesty in all financial transactions.

Finally, the document concludes by reiterating the significance of accurate record-keeping for the long-term success and stability of any business. It encourages all business owners and managers to take the time and effort to ensure that their financial records are complete, accurate, and up-to-date at all times.

The document is intended to serve as a comprehensive guide for anyone involved in financial record-keeping, providing them with the knowledge and tools they need to do so effectively and responsibly.

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# CONTENTS

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	Introduction . . . . .	1
	Opening Ceremony . . . . .	7
SESSION I	The Development Process . . . . .	11
SESSION II	The Inclusion of Historical Resources in the Development Process . . . . .	15
SESSION III	The "Politics" of Historical Resource Development . . . . .	23
SESSION IV	The Community As A Resource . . . . .	29
SESSION V	Preservation, Protection, and Use of Historical Resources: Selected Examples from the Eastern Caribbean . . . . .	39
SESSION VI	Archaeological Demonstration . . . . .	45
SESSION VII	Archival and Marine Archaeological Resources . . . . .	47
SESSION VIII	Historic Site Restoration . . . . .	53
SESSION IX	Needs Assessment, Problem Analysis and Program Design . . . . .	57
	Summary and Conclusions . . . . .	67
	Workshop Participants . . . . .	73



# INTRODUCTION

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## THE SETTING

The St. Kitts workshop on "Historical Resource Development in the Eastern Caribbean" brought together over 60 persons from the region to discuss ways to achieve more effective utilization of historical resources within a framework of sustainable economic and social development.

Sessions were conducted in Fort George at Brimstone Hill, an eighteenth century, multi-structure fortification situated on the western or leeward coast of St. Kitts. An active military installation for over 150 years, Brimstone Hill ranks as one of the largest and most impressive fortification sites in the Caribbean. Its combined history, location, and extraordinary setting make Brimstone unique in the Eastern Caribbean, while the successful protection, restoration, and development efforts carried out by the Brimstone Hill Society during the last two decades made it an ideal site for the workshop.

The three-day workshop in St. Kitts happened to coincide with the rather tumultuous political and military events then taking place on the neighboring island of Grenada (October 1983). These circumstances provided a somber backdrop for workshop proceedings, causing one speaker at the opening ceremony to examine the ongoing drama in Grenada within a larger, historical context: "The guns of Brimstone Hill have been silent for many decades," he observed. "Yet, given what is transpiring elsewhere in the Caribbean at this time, workshop participants cannot help but be reminded that each, by his or her presence here at Brimstone Hill, is part of a larger process, one which seeks to 'beat swords into plowshares' and to create something anew while preserving and using the relics of the past."

## BACKGROUND

The October 1983 workshop was part of a larger and continuing regional program for historical resource conservation and development sponsored by the Island Resources Foundation with funding support from the Rockefeller Brothers Fund. The underlying premise of this larger program was best articulated by Edward Towle and George Tyson in their 1979 concept paper prepared for the Foundation and entitled "Towards A Planning Strategy for the Management of Historical/Cultural Resources Critical to Development in the Lesser Antilles."

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There is a pressing need to define a [regional] strategy for the improved conservation, utilization and management of endemic, cultural resources critical to development in the smaller islands of the Lesser Antilles. These cultural resources, singularly and regionally, remain largely unappreciated, undefined and underutilized. Collectively, they constitute an asset, an inheritance of not inconsiderable value to the region and to each developing island nation. Each element of [this] resource base (historical, archival, artifactual, architectural, archaeological, oral, and artistic) has enormous potential for ... strengthening national strategies of self-determination, while simultaneously reversing divisive tendencies and promoting regional and even hemispheric solidarity.

All of the smaller islands of the Eastern Caribbean possess fragments of their unique and rich historical ... experience. Each island has its own legacy of artifacts, architecture, archival material, living traditions, folkways and artistic expression. But what has not been ravaged by hurricanes and the forces of nature ... is being rapidly degraded and perverted by the combined effects of institutional neglect, ... accelerated development pressure, and the persistence of earlier negative perspectives and attitudes. The process is eroding and compromising the integrity of each island's cultural patrimony, and a growing number of island people is uneasy and saddened, if not angry, about what is happening and what is slipping away and lost forever.

The development of a truly integrative, regional strategy for historical resource development -- sufficiently flexible to incorporate donor-funded programs, local needs, and the priorities of each -- offers promise for accelerating the ecodevelopment process in the Eastern Caribbean. The St. Kitts workshop and the report of that meeting therefore represent one informational key in the process of designing and implementing expanded (and even unconventional) programs which identify and achieve the most effective and innovative

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historical resource management options possible, within the limits of available capabilities.

The report which follows summarizes both the promise and diversity, the preliminary as well as the proven aspects of what has worked in the past and what is possible in the future, as we seek to more creatively utilize history and the extant cultural features of Eastern Caribbean island communities within a survival and development process.

#### WORKSHOP GOALS AND PARTICIPATION

As Towle and Tyson pointed out in 1979, the historical resources of the Lesser Antillean islands have for too long been unterutilized and underdeveloped. While the emerging island nations in the region have moved forward in improving development and management strategies for other elements of the local resource base, they have paid far less attention to the use of historical resources. The rationale for the workshop grew directly out of the need to explore ways to address this problem and to encourage new approaches.

The primary goal of the meeting was to help strengthen local institutions working in the area of historical resource development and to build appropriate linkages among grass roots organizations whose need for information, training, and assistance was clearly articulated at the St. Kitts workshop.

As the preservation of the cultural and historical heritage of West Indian islands has become an issue of increasing concern in the region, a variety of institutional responses has emerged, all focussed on the preservation and utilization of those local elements which are indicative of a shared cultural and historical tradition. The establishment during the last two decades of a number of research and cultural centers, of national trusts, professional associations, historical societies, as well as the regional Caribbean Conservation Association, has intensified that concern both locally and regionally and at both academic and public levels. Each such organization has been faced with new requirements and had to confront unprecedented pressures in the decade of the eighties; each is also making some progress. In an effort to accelerate that progress and to enhance an ongoing learning process, the Island Resources Foundation joined with others to sponsor a workshop on the island of St. Kitts in October of 1983.

The meeting was co-sponsored by the Foundation with the Government of St. Kitts-Nevis and the Society for the Restoration of Brimstone Hill. Further program cooperation was forthcoming from the

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Nevis Historical and Conservation Society and the Eastern Caribbean Natural Area Management Program (a joint undertaking of the Caribbean Conservation Association and the University of Michigan).

Invitations to participate in the workshop were sent principally to local persons from the Eastern Caribbean who had been identified as "activists" in the area of historical resource development. Some were professionals, some not, with the final invitation list including educators, tourism officials, museum specialists, historians, archaeologists, community workers, and other key individuals who had demonstrated a commitment to indigenous development efforts.

It was initially estimated that 20 to 25 persons would participate. However, registration exceeded 60 persons, demonstrating an unanticipated level of concern and interest on the part of those already at work in the region. This response alone suggests that all training and technical assistance needs in this sector are not currently being met through alternative regional or local efforts.

Islands represented were: Anguilla, Antigua, Barbados, British Virgin Islands, Dominica, Montserrat, St. Eustatius, St. Kitts-Nevis, St. Lucia, St. Vincent, and the U.S. Virgin Islands. Participants from Grenada had also been scheduled to attend, but due to the dramatic events occurring in that country at the time of the workshop, delegates were unable to be present. A list of all participants is found as an Appendix to the workshop report.

#### ACKNOWLEDGEMENTS

The Workshop Summary, which provides the primary substance of this report document, represents a review and summation of each of ten sessions. Although the entire workshop proceedings were tape-recorded, space and cost limitations prevented us from providing a complete verbatim transcript of all the presentations and discussions. What follows is a synopsis.

The process of editing and abbreviating discussions which covered more than 20 hours of deliberations was a very frustrating experience for the editor, for much of the spontaneity, enthusiasm, and richness of experience, all evident during the three-day period in St. Kitts, disappears in the process. Nevertheless, with grateful acknowledgment to the presenters and commentators, we have attempted to retain the basic thrust of each speaker's remarks and the development of ideas as they emerged during our shared deliberations.

The Workshop on Historical Resource Development in the Eastern Caribbean was the product of the interest, productivity, and diligence

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of a number of individuals throughout the Eastern Caribbean. We thank all those who committed time and financial resources to participate in the workshop, and our special appreciation is due to the speakers and panel members whose extensive and enlightened contributions can be assessed by the reader on the pages which follow.

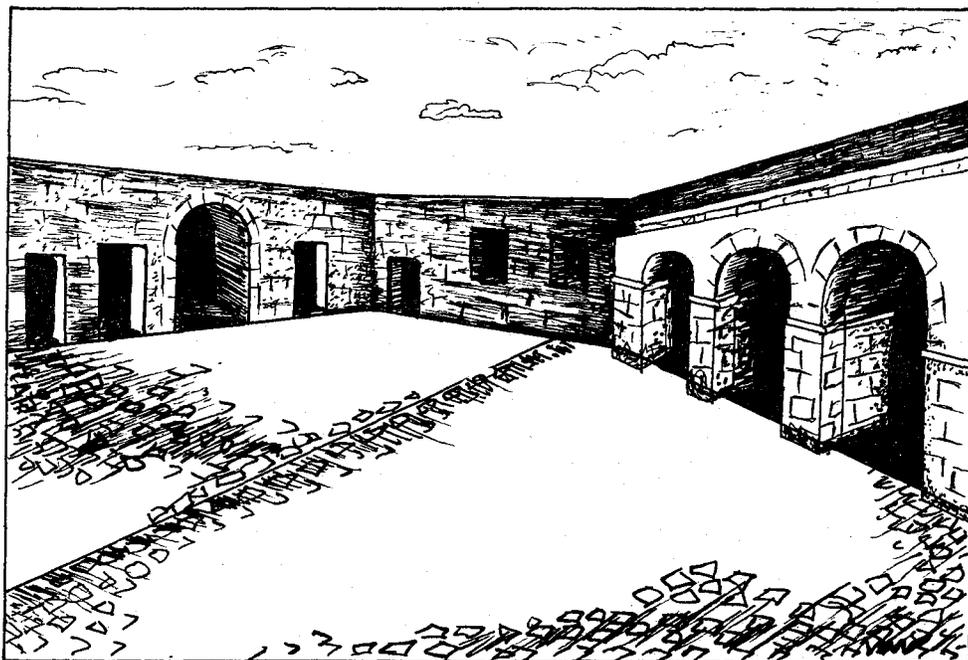
Our gratitude to all the sponsors and supporters of the workshop is difficult to express without acknowledging each by name, an inadequate form of tribute at best. Although such a full listing is not presented here, we do want to take this opportunity to assign proper credit to two persons without whom the workshop would not have taken place: first, William Moody of the Rockefeller Brothers Fund, whose support first ensured funding for this effort, and, secondly, to Mr. D. Lloyd Matheson, president of the Brimstone Hill Society, whose tireless dedication to the workshop project is but one additional example of a lifelong commitment to things historical, and to the uses of history as a tool to enhance the development of West Indian island communities.

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## Opening Ceremony

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<i>Chairman</i>	<i>Larkland Richards, Director of Tourism Government of St. Kitts-Nevis</i>
<i>Welcoming Remarks</i>	<i>Edward L. Towle, President Island Resources Foundation</i>
<i>Welcoming Remarks</i>	<i>D. Lloyd Matheson, President Brimstone Hill Society</i>
<i>Opening of Workshop</i>	<i>Hon. Michael O. Powell, Deputy Prime Minister Government of St. Kitts-Nevis</i>
<i>Address</i>	<i>Jill Sheppard, Executive Director Caribbean Conservation Association</i>



FORT GEORGE, BRIMSTONE HILL, ST. KITTS  
(SITE OF THE 1983 WORKSHOP)

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Session chairman, Mr. Larkland RICHARDS, opened the workshop by pointing out that since prior attempts to look at resource development issues in the Eastern Caribbean had all too often focused on the management of natural resources, it was, therefore, altogether fitting that attention now be directed toward the development of the historical resource base as an alternative component of national development planning.

D. Lloyd MATHESON, on behalf of one of the sponsoring organizations (the Brimstone Hill Society), asked those present to remember the expertise of the planners and the skill of the workmen who had centuries earlier combined efforts to create the Brimstone Hill fortification forming the backdrop for workshop deliberations. It took considerable discipline and craftsmanship to tame the forbidding environment surrounding the site, and the imposing structures which survive remain as a testimonial to their labors and skill.

Edward TOWLE, president of the Island Resources Foundation, paid similar tribute to the creative genius and energy which had shaped more recent restoration efforts at Brimstone, as carried forward by the Society and local government with limited but targeted external financial and technical assistance. What had been accomplished was truly a product of local leadership, local expertise, local initiatives, and local commitment. Indeed, it was because of these extraordinarily successful accomplishments that Brimstone Hill was selected as the locale for the workshop.

Brimstone Hill, according to Towle, represents an important piece of real estate for the newly independent state of St. Kitts-Nevis -- at least a one hundred million dollar asset if valued in current replacement cost dollars. How St. Kitts has proceeded to incorporate this valuable resource within its own framework for long term, sustainable development is instructive for others in the Eastern Caribbean. Since we can all, as islanders, learn from one another's experiences (whether our primary focus be tourism, history, conservation, business development, archives, planning, architecture ...), what has been accomplished at Brimstone Hill serves as an instructive model for those engaged in a similar process elsewhere in the region.

Towle concluded by reminding participants that while every island did not have a Brimstone Hill, each is endowed with tangible and intangible historical evidence of its own contributions to the development of Caribbean society. Such historical components are unique to each place and constitute important resources for serious consideration by island governments engaged in the business of national development. As practitioners in the field of historical resource development, those present at the Brimstone workshop must direct their efforts not only to define the "uses of history" but also to exploit

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history -- in its larger context -- not simply as facts recorded in books but as a force to shape, inform, and contribute to an ongoing island development process in the Eastern Caribbean.

Deputy Prime Minister Michael O. POWELL expanded upon this theme, noting that while 200 years ago the Brimstone Hill site had served as a theatre of war, it now served as a success model for neighboring Caribbean islands which sought cooperatively to build a better West Indian society. As the minister responsible for tourism in St. Kitts-Nevis, he stated he was very cognizant of the economic benefits to be derived from the development of historic sites. But apart from economic gains, the development of these resources helps to define how each island is different and to strengthen the internal uniqueness of each.

Jill SHEPPARD of the Caribbean Conservation Association (CCA) focused her presentation on the CCA framework already in place in the wider Caribbean region for encouraging the conservation and development of historic sites and museums. She brought delegates up to date on how and where the CCA might assist governments and non-government organizations in mounting management and utilization programs for such resources.

According to Ms. Sheppard, until recently the Caribbean Conservation Association had not been able to establish viable, long-term programs for museum development or for the preservation and restoration of historic buildings and monuments, although the CCA's "News" has and continues to serve as a vehicle for the dissemination of information about ongoing programs and activities. However, two recent initiatives point to an expanded involvement of the Association and its members in the field of historical/cultural program development.

(1) A consultancy carried out in 1983 for the CCA by John Whiting of Museums Canada (with funding from UNESCO) provides an overview of current museum programs in the Commonwealth Caribbean as well as recommendations for the further coordination of museological activities through the CCA. As a result, the Association has proposed a regional program which will include workshops and a traveling museum center to provide advice and expertise where required, with an emphasis on the English-speaking islands of the Eastern Caribbean. [Editor's Note: Regrettably, at the time of publication of this report, this program had for the most part not yet been funded.]

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(2) The establishment of a regional coordinating center called CARIMOS (Caribbean Plan for Monuments and Sites), funded largely by the OAS and the result of initiatives primarily from Spanish-speaking Caribbean countries. A sub-center of CARIMOS has been established at the CCA, which is responsible for coordinating activities in the English, French and Dutch speaking Caribbean. CARIMOS envisions a program for the rehabilitation of the architectural heritage of the region, culminating its activities in 1992, the 500th anniversary of Columbus' arrival in the Americas.

Throughout her presentation Ms. Sheppard emphasized that priority be given to the maintenance of historic building inventories within each island country, as a necessary prerequisite to larger programs of preservation and restoration. Such inventories, she stated, needed to be a joint venture by a variety of government agencies (not a single ministry) and private sector organizations.

In conclusion, the CCA director assured delegates that funding agencies such as the OAS and UNESCO were interested in the smaller islands of the Caribbean region, and that the CCA would continue to actively encourage international attention on the efforts of these islands to preserve their cultural heritage. A recurring problem, however, according to Ms. Sheppard, was that despite ample goodwill evidenced on the part of both UNESCO and OAS, it is often difficult to energize the internal bureaucracies within Eastern Caribbean governments to deal appropriately with the funding requirements and priorities of the international aid agencies. Thus, she concluded her presentation by reiterating the need for coordination to strengthen the position of the small islands in attracting support and funding.

# The Development Process

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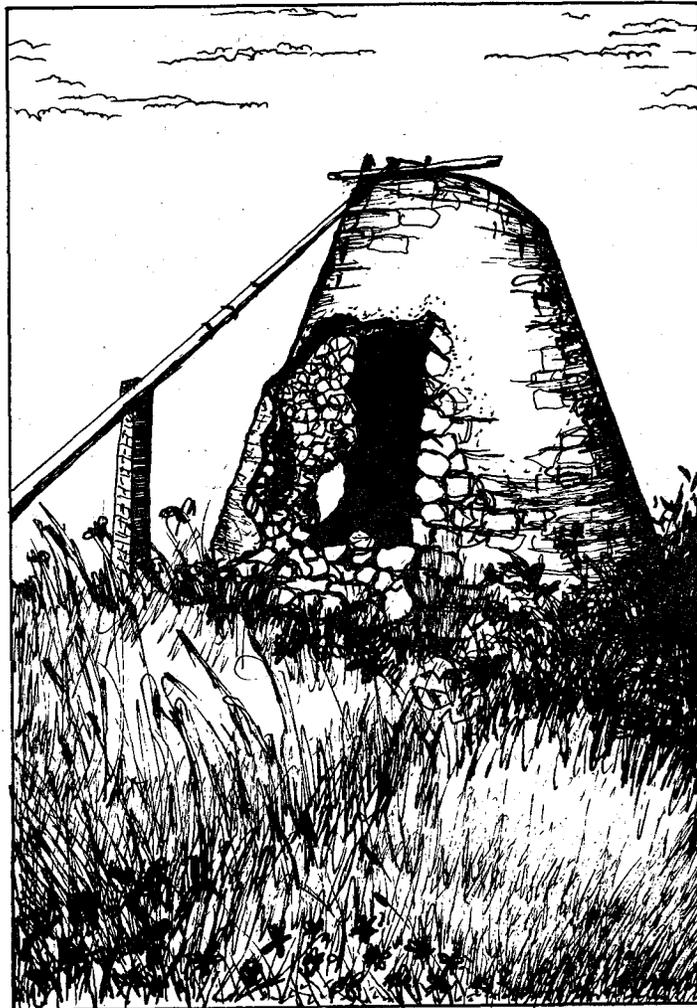
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*What is it and how do the use and management  
of historical resources fit into that process?*

*Presenter*

*James Cotter*

*International Voluntary Services*



ABANDONED SUGAR MILL

*"Resource managers need to see themselves as part  
of a development process, rather than initiators  
of discrete events"*

---

The approach for the first technical session of the workshop, according to the presenter, James Cotter, was to look at the subject of "historical resource development" through the conceptual framework or "paradigm" of the development process per se, a process which delegates were urged to consider not as what it could be or what it should be or what we would like it to be. Rather, Cotter asked participants to look candidly at development -- including historical resource development -- as it is, devoid of all perceptions of what we see as our "good intentions". Such perceptions often intrude upon our ability to make the development process "work".

Secondly, the session leader sought to clarify the dichotomy between development viewed as an "event" and development seen as a "process". Delegates were urged to see themselves as part of a developmental process rather than initiators of discrete events.

Development as an event has an agreed upon beginning and end, it can be contractually monitored, quantifiably assessed; it is the approach most traditionally taken in development work. If one looks at development as an event, a "problem" is defined as the absence of some agreed upon "good", and a "program" is identified to supply that good. For example, if the development problem is the absence of money, the answer is revenue transfers, grants-in-aid, loans, debt re-scheduling. In effect, an action hypothesis becomes the program strategy.

If we assume an event approach, we are disciplined by the need to "do things", to complete actions. We will, for example, restore an historic building; then at a given point in time we will complete the restoration and go on "to do" something else. The event has been completed. However, in so doing, we may neglect to consider the relationship between that restoration activity and the process of development taking place elsewhere in the country. Has our "event" helped that process, or hindered it? Are the priorities for that historic building "right" in terms of the place?

On the other hand, approaching development as a process is systemic, rather than fixed. It is oriented toward action plus reaction and interaction. It forms, informs, and reforms and by so doing transforms both the actors and the action.

When development is a process, then contextual analysis (an awareness of the people and circumstances surrounding the development program) becomes imperative. We move beyond problem identification (as in "event development") to examine the context of the system which is operating in that place at that time. We look at problems in the aggregate, how they interact, the relationship of one to another.

*"In defining a problem universe,  
include negative perceptions about  
historical resource development"*

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Once one has assumed a process-oriented approach to development, the limitations of the event approach become more obvious. For example, a development problem cannot be solved simply by "throwing money" at the problem because the context of the problem is constantly changing. You may have isolated an event but ignored the underlying system which defines how that particular place works and how it will respond to your development initiatives.

With the non-event approach, "problems" are not discrete but rather are considered as a "problem universe". For example, if a problem has been defined as the need to improve tourism, you must first recognize that you are dealing with a universe or aggregate of problems. To improve tourism you must face up to marketing, transportation and infrastructure problems, problems of public service capacity, socio-cultural impact, and political ramifications. Once you have confronted tourism development as a universe of problems, you begin to realize that in order to improve tourism you must in fact deal with a variety of components which react and interact with the tourism sector. Each must be functioning in a sustainable relationship to tourism and to each other in order to substantially improve tourism.

Delegates were urged by Cotter to not only see themselves and their work as part of a process but also to consider how others perceived them -- as part of a development process or as pieces of isolated events. Cotter asked delegates to begin to question how others perceived historical resource development in the Eastern Caribbean, again reminding participants that it was the perceived reality which was critical, not what should be but what was.

He went on to suggest that there were a number of negative perceptions about historical resource development which should be considered as part of the problem universe confronting those involved in carrying forward development programs. For example:

(1) The perception that those concerned with historical resource development have an elitist image and are often wealthy "do-gooders" or expatriates. The activities of this group are seen as "nice" but diversionary, merely a hobby and irrelevant to the more demanding and immediate development priorities of the country.

(2) The perception by government agencies and officials that historical resource development is a low priority national concern, resulting in an unwillingness of governments to divert already limited resources for these programs. Governments are pleased to acknowledge successful programs but

*"Devise realistic approaches  
to dispell misconceptions and  
enlist support from former antagonists"*

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too often rely on the private sector to initiate and carry out development activities in this area.

(3) The perception among political leaders that historical resource protection and development is a long term situation with only long term pay offs. Politicians are most interested in development programs which look forward (not back), which have short-term future benefits and have a high media profile. Too often the political leader, facing electoral accountability, views the projected benefits of historical resource development as being so long term as to be problematical and therefore too risky.

(4) The perception that the restoration and use of historical resources glorifies the colonial past -- that there is a dichotomy between things historical and things cultural. While the former looks back to colonialism, the latter is linked to nationalism, to empowerment, to a newly emerging Caribbean culture.

(5) The perception that alternative competing options are available for historic site use which often are not compatible with the priorities of conservation groups and the corollary perception that the preservation of historical resources will not generate income, produce jobs, or enhance other national development priorities.

(6) The perception that the work of historical resource development is tedious, of little interest to the general public, and not likely to generate enthusiastic public support.

Cotter concluded by urging participants to be aware of these and other negative perceptions about their work. Once those concerned about the use of historical resources acknowledge that such perceptions are at work within the contextual framework of a particular place, they can deal with them in one of two ways: 1) defensively (e.g., "... but my intentions were so good!") or 2) dispassionately by determining the level of reality associated with each perception, devising realistic approaches to dispelling negative connotations, and enlisting support from former antagonists.

# The Inclusion of Historical Resources in the Development Process

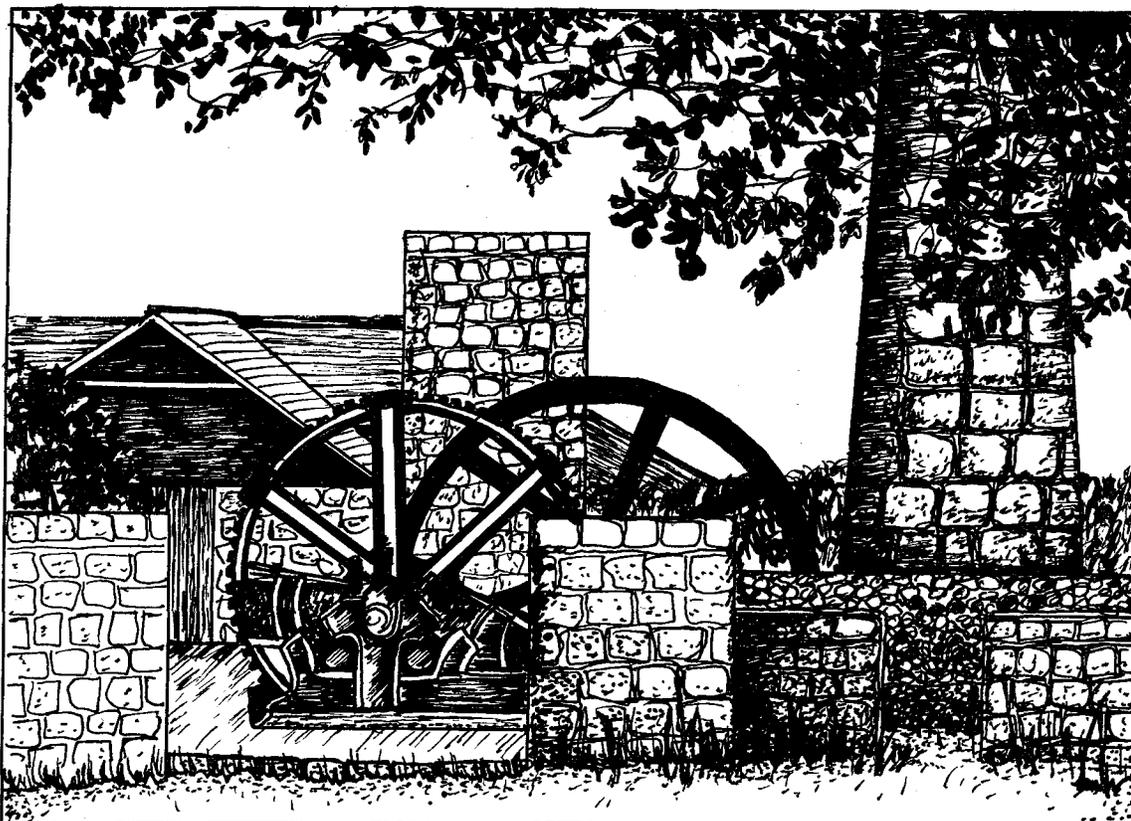
## II

*Convener*                      *George F. Tyson, Jr.*  
*Island Resources Foundation*

*Presenters*

(1) *Ivor Jackson*  
*Eastern Caribbean Natural Area  
Management Program (ECNAMP)*

(2) *Yves Renard*  
*Eastern Caribbean Natural Area  
Management Program (ECNAMP)*



STEAM - POWERED SUGAR FACTORY COMPOUND

*"National development is embedded in the  
historical experience and cultural reality  
of any society"*

---

MR. TYSON. Historical/cultural resources are man-made and derive their significance from the fact that they represent the legacy of man's interaction with his environment over space and time. As such, these resources form a link between past, present and future generations. The resource base includes not only material remains but also living residues such as oral traditions, folkways, arts, crafts, music and dance. To a considerable degree, these resources are finite and non-renewable. In their totality, they comprise the cultural patrimony of a nation.

Mr. Tyson pointed out that there is not a large body of literature available which addresses the question of why historical resources should be included in the development process (traditionally, they have not). He suggested that perhaps the literature was more broadly based at a local level and, therefore, encouraged a more conscientious effort by those producing such a data base to disseminate ideas and expand ongoing dialogue in areas of mutual concern.

Tyson went on to suggest that enhancement of what he termed "a historical consciousness" and a correct appreciation of a collective historical heritage have much to do with defining the development process. This proposition is clearly understood by West Indians engaged in the business of development.

For example, William Demas of the Caribbean Development Bank has recently written, "What are the tasks before the new Caribbean man in creating the new Caribbean society? First, [he] must know, understand and come to terms with the history of the Caribbean. We cannot create a new society unless we know who we are, and we cannot know who we are unless we know where we have come from." And Rex Nettleford in his Cultural Action and Social Change wrote that an appreciation of the collective heritage, particularly in pluralistic societies, helps to foster the self-confidence, resourcefulness, and unity so essential to self-reliant and self-sustaining growth.

In this context, Tyson proposed that the concept of development must be viewed as a culturally loaded one, with different meanings for different peoples and societies. It certainly is not collectively accepted that development means improved living standards or the creation of more jobs. Basic historical, cultural, and environmental variations give rise to different notions of what the goals of development should be and how they might be obtained. The very concept of development, therefore, is solidly embedded in historical experience and cultural reality, and it can be argued that no national development is valid unless it is rooted in the cultural and historical development of a society.

*"The role of historical institutions is to foster understanding by creatively using cultural property"*

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Changes in a society should be energized and directed by the living traditions of a people rather than imposed by externalities. In this way, a new society emerges organically from the old. Thus, as historical consciousness and cultural awareness play a creative role in defining (and re-defining) the development process, then those involved in historical resource utilization in the Eastern Caribbean have a special responsibility and challenge.

Too often negativism toward the past has led to negativism about the present. The notion that Caribbean people accomplished nothing, created nothing in the past must be overcome, in large part through the endeavors of those gathered at the workshop. To do so, participants must make a dedicated effort to re-explore and reinterpret the past from the perspective of West Indians, from the inside out rather than from the viewpoint of the colonizers. Tyson pointed out that this is already happening and that a new body of Caribbean historiography has emerged in the past 20-30 years which needs to be integrated into the interpretive and outreach activities of workshop participants.

The primary role of historical/cultural institutions, according to Tyson, is to make creative use of cultural property in order to foster historical and cultural understanding within a society. This role, he suggested, is principally an educational one but also one which is capable of helping to foster human resource capacities essential in the development process.

Not to be overlooked is the contribution of historical resource utilization to economic development. Most obviously, historical resource operations can provide meaningful employment opportunities. These activities often attract tourists and can increase tourist spending within a country. Recent studies in North America have clearly demonstrated that cultural/historical complexes provide significant returns on investment, not only for the institutions concerned but for a variety of ancillary services.

Closer to home is the instructive example of Nelson's Dockyard at English Harbor in Antigua, for at that site historical resource development has been imaginatively and profitably fused with tourism and with the overall economic development of the larger Falmouth area. For example:

- approximately 15,000 yachtsmen and 50-60,000 additional tourists visit the English Harbor area each year;
- between 1971-80 gate receipts have risen annually from EC\$22,000 to EC\$151,000; profits from

*"Responsibility for historical resource development  
rests equally with national governments  
and private sector institutions"*

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various retail outlets located in the complex rose from EC\$3,000 to EC\$48,000; income from rentals rose from EC\$25,000 to EC\$53,000; total earnings from the English Harbor project rose from EC\$80,000 to EC\$364,000 and net earnings increased from EC\$10,000 to EC\$61,000;

- approximately 20 revenue generating businesses operate within the complex, employing 200 persons on a full-time basis (many are being taught new skills in a revival of traditional craft activities);
- a "spill-over" effect into the immediately surrounding community has created a variety of small business activities.

[Editor's Note: The economic data cited by Mr. Tyson was provided by Mr. E.C. Stevens, Supervisor of Nelson's Dockyard.]

In sum, the Nelson's Dockyard enterprise at English Harbor provides an excellent example of an area where historical resource development is dynamically interfacing with economic and human resource development.

In conclusion, Mr. Tyson reiterated that because of their inherent value for social, economic and cultural development, historic assets must be fully integrated into the national development process. The responsibility for this task falls equally upon those involved with historical resource institutions and upon national governments.

Private sector institutions need to reassess traditional concepts, techniques, and delivery systems in light of the legitimate needs and internal realities of the developing societies in which they work; it is imperative that they harmonize their agendas and priorities with others simultaneously engaged in the development process.

Governments, in turn, must broaden their definition of development to incorporate the cultural dimension and must also be prepared to provide the necessary support to those involved in cultural and historical action programs.

MR. JACKSON. The development process can be seen from two perspectives: one dealing with the social/cultural/educational aspects of development and the other with the economics of development. Mr. Jackson focused on the latter in order to help in formulating an an-

*"Preservation is not an end but one of several means  
to promote development of historical resources"*

*"Promote conservation goals with a business mindset"*

---

swer to the session's theme -- "why preserve historical resources for development?"

Given a worsening economic situation in the Caribbean at present, and given a limited resource base in all islands of the Eastern Caribbean sub-region, Jackson stressed that it only makes good economic sense to put every bit of the resource base to work for the betterment of the islands, including historical resources.

However, when historical resource development has, in the past, been approached from a conservation perspective, the response from governments has not always been enthusiastic. The key, said Jackson, is to view conservation as but one of several means to achieve the objectives of economic and social development, not as an end in and of itself.

Those involved in natural and historical resource development have often been unable to convince the political leadership that what they are doing makes economic sense for the country or will produce economic benefits. They have been unable to quantify their priorities, activities, and outputs in terms of new jobs, income, foreign exchange, or alternative business enterprises. They have not interpreted conservation goals in a business-like way and have instead solicited external grants on a project by project basis from international aid agencies. Mr. Jackson suggested that it is time to change that approach and become "business minded" in dealing with resource management questions, including the management of historical resources.

It is encouraging, according to Jackson, that development programs for historic sites such as Nelson's Dockyard in Antigua are increasingly being grounded on the premise that what is being preserved is not only a site of historical significance but also a valuable piece of national real estate. Indeed, the approach at the Dockyard is that this site is the most valuable real estate in Antigua and that from its development jobs should be created and foreign earnings should be increased. This is a different approach from one which emphasizes preservation of a historic asset as a monument or symbol of history. Both approaches, Jackson stated, have their merits and perhaps what was called for was a merging of the two.

He did caution that when economic priorities dominate the development of a historic resource, there is the possibility that the historical integrity of the site or of the local culture will be undermined by the process. This issue, in turn, raises questions of how and when to control access to a site, what limits to place on its use, and what level of visitors is appropriate in order to maintain

*"Cooperative planning by both public and private sectors  
enhances the development process  
for historical resources"*

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the attractiveness of the resource and to ensure that people will always want to utilize it.

As a further consideration, Mr. Jackson suggested that it may be necessary to separate historical from cultural resources, particularly if a high level of public support is seen as an important social objective. For example, most people in Antigua view the Dockyard as a historical resource but not as a cultural one. Viewing it as a historical asset, they can appreciate its value, but they do not want to identify with it as a cultural resource, as something which forms a part of their cultural heritage. This is a critical distinction which is important to identify if public involvement in historical resource development programs is to be enhanced.

The speaker specified differing, but cooperative, roles for the private and public sectors in achieving resource development goals. Echoing a theme also expressed by George Tyson, Jackson stressed that the development of historical resources provided a splendid opportunity for government and the private sector to cooperate in promoting local involvement in the development process.

The role of the public sector is to provide an institutional base or framework as well as policy guidelines for development of the resource; it should monitor resource use, enhance public support for management programs, seek external funds, and should be involved in issuing appropriate concessions to the private sector.

On the other hand, the role of the private sector is to obtain and utilize concessions or outside grant and development funds, secure loans, pay royalties or taxes as required to the public sector, and to operate within conservation policy guidelines which protect the integrity of the resource.

Like other speakers at the workshop, Mr. Jackson stressed the need for comprehensive, broader-based plans or programs with respect to the conservation, management and utilization of historical resources. He called for an end to piecemeal approaches as had been the practice in the past and for initiation of cooperative planning by both the public and private sectors, to draft development plans for specific sites, to help in securing grant aid and commercial financing, and to share economic benefits based on a sustainable development policy.

MR. RENARD. While Mr. Jackson focused on the economic aspects of resource development, Mr. Renard turned to the social/cultural elements inherent in the management of historical resources. Development, according to Renard, can only take place within a context which

*"Development activities which interpret the past  
enable a society to feel its heritage  
and the human side of the development process"*

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recognizes the collective historical understanding of a people, i.e., those historical factors it holds responsible for its present situation. Historical artifacts survive as tangible reminders of what happened before and why it happened. It is not in books, said Renard, but rather at places which interpret the past to surviving populations that a society truly feels its heritage.

Historical resource utilization programs can also strengthen communications within societies. If the need to heal divisions within our societies and the need for more solidarity within our communities and islands is indeed critical to development in the Eastern Caribbean, then it is important to recognize that solidarity can be created and strengthened by building on something common to all -- the historical past, which can best be identified by the artifacts, sites, and traditions which remain.

Through the use of historical resources, communication with other peoples can also be enhanced, for example, the degree of understanding to be fostered by providing access to historic sites for visitors, outsiders, tourists. Further, formal education can be enhanced through more experiential approaches which incorporate use of historic sites as a part of the formal curriculum.

When examining the socio-cultural aspects of historical resource development, a question of priorities soon becomes evident. For example, how do we proceed with historical resource utilization when such development may negate the self-esteem of island peoples by reflecting the glories and heritage of the colonizer? It is necessary to recognize such potential conflicts, to candidly reexamine priorities when called for, and perhaps to re-establish program objectives when necessary.

The socio-cultural aspects of the development process might be termed the "human" component. If they are to be addressed in development programs, it becomes obvious early on that this can only be accomplished through an aggressive program of community participation. Social and cultural development cannot be achieved with the application of simple restoration/preservation techniques; nor can they be achieved by mere technocratic approaches which de-emphasize the human side of development.

DISCUSSION, SESSION II. The discussion which followed the formal presentations focused largely on how historical resource development managers and planners can most effectively justify their activities both to government leaders and the population of their island states.

*"Development is above all a multi-dimensional process"*

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Mr. Honychurch (Dominica) stated that in designing restoration programs for fortifications in the region, it was important to emphasize the participation of the West Indian regiments in the historical events which took place at these sites as well as the skill and contributions of the local labor force employed in the construction of the forts. This provides a broader framework in which to examine and appreciate what is generally regarded as part of the colonial fabric.

Dr. Pulsipher (Montserrat) questioned whether each and every project can be justified in economic terms. Quite often, she maintained, a particular development activity could only be dealt with in terms of social benefits, with few or limited economic benefits to balance the social/cultural/educational impact. If our programs must be "sold" to politicians in terms of economic gains, what are our options when (lacking an English Harbor situation) the social development to be derived from a given program cannot ride on the coattails of economic justifications? How do we quantify cost/benefit ratios for governments when we lack a historic asset as economically effective as English Harbor?

Mr. Jackson (ECNAMP) responded by reiterating the importance of approaching resource development with a business mindset, stating that, even lacking a Nelson's Dockyard as an asset, it was possible to explore with private developers potential economic enterprises which could enhance and preserve the resource while providing economic rewards. Miss Sheppard (CCA) pointed out that economic benefits are not always immediate or obvious.

Mr. Honychurch (Dominica) felt it was critical to establish more immediate links between historical resource development activities and the local educational system. Outreach to the schools and a tie with educational agencies provide a source of national development justification which is not predicated on economic goals and benefits.

Mr. Tyson (IRF) concluded that delegates must recognize that, while they may often find themselves stressing economic arguments because this is what governments most readily understand, development, nevertheless, remains a multi-dimensional process.

*Convener*

*Edward L. Towle*

*Island Resources Foundation*

*Presenters*

(1) *D. Lloyd Matheson*

*Brimstone Hill Society*

(2) *Desmond V. Nicholson*

*Nelson's Dockyard*

*English Harbor, Antigua*



BOAT HOUSE RUINS, NELSON'S DOCKYARD  
ENGLISH HARBOR, ANTIGUA

*"An active partnership of the public and private sectors  
has made achievements at Brimstone Hill possible"*

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DR. TOWLE. If "politics" can be defined as the art of the possible, then it is useful, said Towle, to examine some of the success stories in the Eastern Caribbean in the area of historical resource development, with an emphasis on discovering "how they did it." The two case studies selected for presentation (Brimstone Hill in St. Kitts and Nelson's Dockyard at English Harbor in Antigua) were to be assessed by individuals who played key roles in conservation and development at the sites and would focus on such issues as: the role of government, the role of the private sector, community resources utilized, strategies employed, fund raising, and external assistance sought, with an emphasis on what had worked well. Mr. Matheson, who has devoted over twenty years to Brimstone Hill, was asked to make the lead presentation.

MR. MATHESON. Key points emphasized by Mr. Matheson can be summarized as follows:

(1) the need for a careful "husbanding" of available resources, not only to stretch limited dollars and man power but to convince funding agencies that their support is merited;

(2) successful fund raising is predicated not only on the ability to prepare and present fundable proposals but also on establishing personal relationships with external donors and funders;

(3) the imaginative formulation of attractive public relations schemes to call attention to your work is critical;

(4) do not underestimate the monetary "in-kind" value to be placed on the work of local volunteers, for such assistance can be quantified as a local matching contribution in making applications to international assistance organizations;

(5) an active partnership between the public and private sectors has made the achievements at Brimstone Hill possible.

Mr. Matheson related that for decades following abandonment of the Brimstone Hill fortification by the British in 1853, the site was only used for occasional excursions by local people and that while some road clearing and cutting did take place from time to time, the place gradually fell into a state of considerable disrepair.

*"Prudent expenditure of limited resources  
has enlarged the impact of available dollars and  
enhanced Brimstone's credibility with funders"*

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The Society for the Restoration of Brimstone Hill was formed in 1965 and was granted a lease by Government for a 21 year period at a nominal rental fee. The Government also provides a modest annual grant and since 1980 has refunded to the Society all entrance fees collected by the Society.

External expert assistance was early sought by the Society in the preparation of an overall "plan of work" to serve as a general guideline for restoration activities at the fortification. Although modified or added to from time to time, this combination feasibility study and development plan has been generally followed over the years.

Nevertheless, even with an overall plan in place, the development of the site has proceeded on a year-by-year, project-by-project basis, with some early funding available simply because the Society was ready at an opportune time with a sound project idea (for example, restoration work at the Prince of Wales Bastion in the early 1970's supported by the Caribbean Conservation Association), and other assistance provided by several major grants from the British Development Division, which views Brimstone Hill as a key component in the economic development of St. Kitts as a tourist attraction.

The art of grantsmanship has been cultivated and nurtured by the Society as it sought funds for its development programs. Matheson pointed out that while the value of a good proposal should never be underestimated, it should also be recognized that once your work has reached a point where something visible has taken place, an on-site visit by well-placed officials in development agencies is worth dozens of pages of well-written prose.

Matheson acknowledged that the Society had been quite successful in securing funds for its programs and credited this, in part, to the fact that funders were able to see that their dollars were being put to good use. Thus, careful program planning, a prudent expenditure of available dollars, the employment of volunteer services where possible, and attention to expedient project administration are all important in convincing funders of the credibility of grant recipients.

Matheson emphasized how the Society had been able to stretch dollars by such tactics as use of prison laborers to double the work force provided by the Public Works Ministry or the establishment of a training program with the local technical college whose classes in building trades have used Brimstone Hill as a training site. It is also important to attach a dollar value to volunteer labor to emphasize local support and local contributions when making applications for external funding.

*"At Nelson's Dockyard restoration has been skillfully  
combined with economic activities so each  
enhances the objectives of the other"*

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A series of royal visits to Brimstone Hill, celebration of the Bicentennial Anniversary of the Siege of Brimstone Hill, and other ceremonial occasions have all been used by the Society and Government to draw attention to the fortification as a significant national monument and to enlist support for development activities there. In effect, such public relations events have become an important focal point for building a constituency of support for Brimstone Hill restoration and development work.

According to Matheson, the Society's lease with Government for use of the fortification will expire in 1986. By that time, they hope to change the official status of the monument to that of a National Park Foundation. In the interim, development continues at Brimstone Hill which, Matheson emphasized, was not being promoted as a "tourist trap" but first and foremost as a national historical monument.

However, while focusing on preservation of the historical integrity of the site, no building or series of buildings at Brimstone Hill have been or will be restored for the sake of preservation alone. Practical, contemporary uses for restored building sites are carefully identified, while a closer integration of Brimstone Hill into the community life of St. Kitts remains a primary objective.

MR. NICHOLSON. Many of the key points stressed by the first speaker were reiterated by Mr. Nicholson, who also reviewed development at Nelson's Dockyard, English Harbor, Antigua during the last three decades. One contrast between the English Harbor story and that of Brimstone Hill is what Mr. Nicholson termed the immense good fortune in having in the Dockyard an historic site so ideally suited to adaptive use. Here restoration has been skillfully combined with economic activity, each of which enhances the goals and benefits of the other.

Early in the development process at English Harbor, it was recognized that restoration of the Dockyard (which survived from the eighteenth century when it served as a hurricane refuge and refitting facility for ships of the British Navy stationed in the Caribbean) could best be accomplished by once again promoting the site for maritime use -- this time not to serve the old sailing ships of yesterday but now the sailing yachts comprising a new and growing boating industry in the Caribbean. The various marine related businesses which came to be established at the Dockyard in the 1950's were seen as an integral part of the historic site restoration program undertaken at the same time. Development concerns which addressed economic priorities as well as the need to preserve a unique historic site were key to the successes which were to follow.

*"Employment, training and business opportunities  
at the Dockyard mesh well with the  
national development goals of Antigua"*

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Nicholson indicated that by the early 1960's the Dockyard was self-supporting, and revenues generated from the yachting enterprises there (including a well promoted and successful annual Sailing Week) continue to make an important contribution to the economy of Antigua. In fact, according to Nicholson, a recent survey found that the boating industry generated government revenues in excess of EC\$800,000 and estimated that annual local expenditures by yachtsmen were in excess of six million dollars or two percent of GNP.

A historical society (Friends of English Harbor) was formed in 1951 which spearheaded restoration activities. Support was generated both within Antigua and overseas, primarily in Great Britain. As in the case of Brimstone Hill, the Society took advantage of the interest of various dignitaries and visits from VIP's to promote its objectives. Initially, work was dependent entirely on voluntary donations and subscriptions, but in more recent years the Dockyard has successfully sought funding from several international funding agencies.

Recognizing that the people of Antigua are the ultimate owners of the Dockyard and that without their interest and involvement no real work of lasting value would ensue, Nicholson stated that those involved with the development of the area have always enlisted the support of Government. By the late 1970's the political ramifications of high youth unemployment in the Eastern Caribbean could be felt at the Dockyard, and a new direction was taken in program development, namely, the creation of job opportunities for Antiguan youth within the Dockyard complex. The encouragement of local small business enterprises at the Dockyard which focus on traditional craft skills and the promotion of other economic activities appropriate for the Dockyard has provided new training and employment opportunities in keeping with the national development goals of the Antiguan Government.

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# The Community as a Resource in Historical Resource Development

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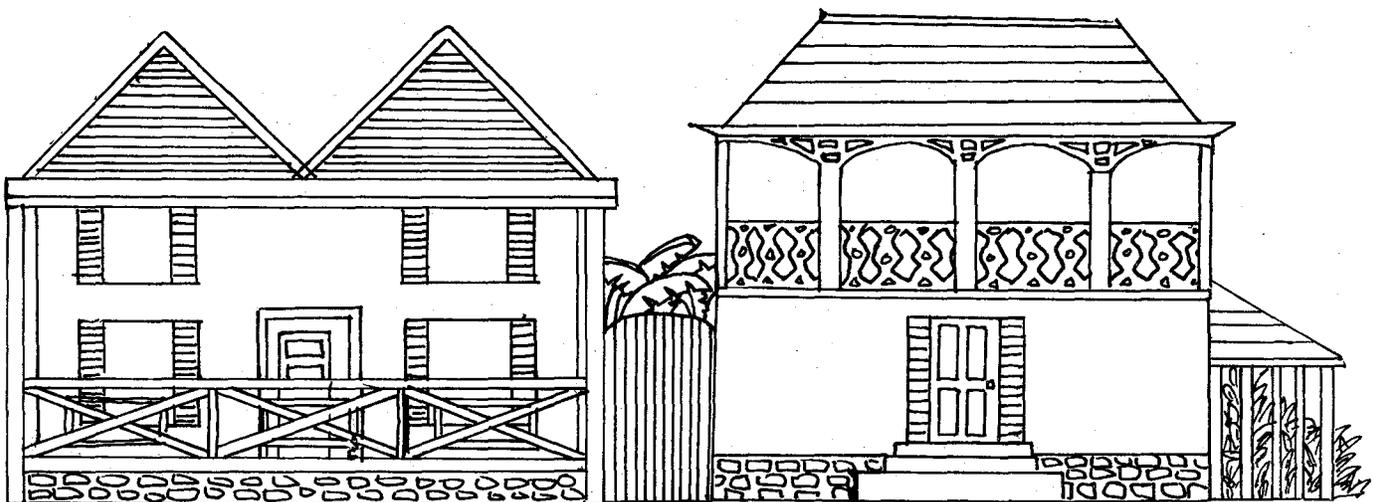
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# IV

## Panel Members

Yves Renard (ECNAMP), Chairman

- (1) Lennox Honychurch, Dominica  
(Community Participation in the  
Development of the Cabrits  
National Historic Site)
- (2) Lydia Pulsipher, University of Tennessee  
(Community Participation in Restoring  
the Galways Estate Ruins, Montserrat)
- (3) Monty Thompson, Caribbean Dance Company  
St. Croix, U.S. Virgin Islands  
(Development of A Community Dance Center in  
St. Croix, Utilizing A Historic Building)
- (4) Yves Renard, St. Lucia  
(Development of A Community Museum in  
Marie Galante, French West Indies)



STREETSCAPES OF EASTERN CARIBBEAN ISLANDS  
SUGGEST RICH ARCHITECTURAL HERITAGE

*"What do the people see as meaningful historical resources as opposed to those identified by the professionals?"*

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MR. RENARD. Too often those involved in development projects only begin to consider the impact of community involvement when a problem has become apparent. Renard suggested that because we are concerned with results, we tend to move ahead too quickly without first providing opportunities for the community to understand what it is we are doing or what the benefits are which will accrue to local people as well as to visitors or tourists.

Community involvement in development programs, according to Renard, is a critical piece of the process, not only because we need to "sell" problem solutions as identified by technocrats or professionals to the public. Even before we have reached that point, we must first be concerned that our programs are responsive to articulated community needs and provide an opportunity for the public to express its concerns from the earliest planning phases. For example, what do the people see as the meaningful historical resources in a country, as opposed to those identified by the professionals? Such an approach represents a completely different way of looking at the development process, from the bottom up rather than the top down.

Renard concluded his introductory remarks by stressing the importance of recognizing that a key body of knowledge rests with the indigenous population. The local community is often the best source of information regarding older traditions, folklore, and prevailing perceptions about the historical and cultural fabric of the place. If indeed what we are attempting to do is for the social, economic, and cultural benefit of the people in the countries in which we work, then it very much matters that the local communities in each island be involved in our efforts from the beginning.

MR. HONYCHURCH. For at least the last 20 years successive administrations in Dominica have considered various development schemes -- some quite bizarre and extreme -- for the surviving remains of the Cabrits fortification (particularly Fort Shirley) on the leeward coast of Dominica. The outlandishness of some of the proposals has continued to color public perception about what is possible at the Cabrits, while interest in its development has again intensified in recent years.

Since the early 1980's a number of public and private sector agencies and organizations have worked cooperatively to provide an overall framework and plan of development not only for the fortification but for the adjacent community of Portsmouth. Those involved have included the Dominica National Park Service (the government agency with jurisdiction over the area), the Caribbean Conservation Association through its ECNAMP program, the local Dominica Conservation Association, and the Island Resources Foundation in St. Thomas.

*"Planning for historical resource utilization programs  
must reflect the economic and social aspirations  
of impacted communities"*

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Funding has been available from the Rockefeller Brothers Fund, World Wildlife Fund-US, the International NGO Division of the Canadian International Development Agency, and the Arkville-Erpf Fund.

The Cabrits site represents an interesting merging of the historical and natural sectors, for the extant fortification structures are located within the boundaries of the Dominica National Park. In this case, the historical sector has benefited from an earlier interest in and accomplishments related to the preservation of wildlife and other natural resources unique to the island.

A key target of development activities in recent years has been the creation of a functioning body of people to organize and supervise development priorities for the area. It has proven to be a difficult task. The Dominica Conservation Association serves primarily as a channel for external funding, and therefore another body -- the Cabrits Coordinating and Advisory Committee -- was formed, comprising government officials and private sector individuals. Additionally, influential persons from the town of Portsmouth have been involved in Committee decision making from the outset. Honychurch stated that while this mechanism has provided an opportunity for public input and feedback, the level of interest and awareness needs to be improved in both the public and private sectors. For example, the involvement of the business community has been hindered by the relatively small size of that sector in Dominica.

The staff of the Dominica National Park Service has been involved in various planning efforts and studies. Through this agency, an outreach program to the Dominican public has been established (radio programs by park personnel, for example) which emphasizes instruction as well as public relations.

Students have been used to implement a community survey to determine the views of the Portsmouth population concerning: local perceptions about the Cabrits, the community's development priorities for the site, and the proposed options which are viewed as most beneficial by the local population. The views expressed ranged from total indifference to support of some of the most bizarre of the development schemes. Generally, however, it was obvious that the local community felt the site should be utilized for a national development purpose, and, thus, ongoing work at the Cabrits will need to encompass the economic aspirations of the adjacent community if its support is to be ensured in the future.

The survey also pointed to the need to provide more information to the Portsmouth community about the proposed national historic park and to encourage an awareness of the Cabrits area as a valuable historical resource as well as an economic one. It was soon recognized

*"The integration of historical resources  
into local educational programs  
will build community support over time"*

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that if this was the case in Portsmouth -- right next door to the Cabrits -- surely it was also true elsewhere in Dominica. Thus, an informal program of public relations has commenced, utilizing news articles, radio shows, movable slide presentations in local villages, on-site visits, and other efforts to relate the history of the Cabrits to the history of Dominica.

ECNAMP initiated a program to train guides who already were involved in such activities at the site. This effort has not been a total success, for of the 15 guides trained, only two have proven to be acceptable. According to Honychurch, although the concept is an important one, the machinery is not yet in place to monitor the various guides who now function independently of any public authority. This, he felt, was an aspect of community involvement which needed further attention and modification.

Honychurch concluded with the assertion that the framework for emerging development plans must continue to emphasize the site as an integral part of local educational programs. This he felt was critical for building enhanced community awareness and support over the long term. His greatest hope for the future development of the Cabrits lies with the young people of Dominica who individually and in school groups have visited and used the site, an approach Honychurch hopes will be expanded by creation of summer youth camps at the Cabrits in the years ahead.

DR. PULSIPHER. For four years Dr. Pulsipher has directed a field school and interdisciplinary study (archaeology, geography, anthropology, history) on the island of Montserrat. Work has focused on the community life of a Caribbean sugar plantation at the Galways Estate over a 300 year period; the project is designed as a comprehensive, longitudinal case study of the plantation from its founding to the present.

According to Pulsipher, the Galways project was conceived as an opportunity to do something other than just another great house study since traditionally such efforts have focused on the upper classes and their involvement with the plantation. The Galways project provides an opportunity to examine the community life of the people who worked the estates and has been designed to secure as much information about their existence as possible, recognizing that since few documentary accounts survive, another methodology -- in this case, archaeology -- had to be utilized. But the approach has been more than an examination of surviving physical ruins.

Instead, investigators are looking at Galways as a complex community system which is studied from seven different perspectives: 1) as

*"Local people are invaluable sources of information  
for researchers developing hypotheses about how  
earlier generations lived out their lives"*

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a settlement (the geography of the plantation); 2) as a viable economic unit (in which each economic component supported the needs of the others); 3) as an industrial enterprise producing a product for sale abroad; 4) as a stratified social community with racial and class divisions; 5) as a resource management system (where three cultures -- Irish, British and African -- came to terms with the local environment); 6) as a transmitter of culture from generation to generation and one ethnic group to another; 7) as a piece of a global trade system.

This seven-part research design provides the framework to study every bit of data discovered about Galways, be it artifact, folk tale, or documentary evidence. It is flexible and broad enough to make use of all sources of information which tell project investigators something about the historical past of the plantation.

Community involvement, according to Dr. Pulsipher, is so critical to the success of the Galways research project that it colors everything which is done. In fact, she stated that after a time community participation becomes almost the mindset with which you start and continues to influence how every aspect of the development program is designed.

The Galways Plantation project, she explained, is actually a form of ethno-archaeology, that is, it represents a means of looking at today's culture by finding analogs from the past. None of the people involved in Galways are still alive, the plantation having gone out of production in the mid-nineteenth century. Therefore, the closest investigators can come to the people who lived and worked there is to talk and work with those who are descendants of earlier Irish and African generations and who still retain cultural features from both. The ethno-archaeology approach is one which might also be termed oral history.

Thus, the local community has become an integral part of the research and field work aspects of the project, not only as sources of information but by assisting investigators to find and identify artifacts representative of Galways' material culture and perhaps most importantly by helping researchers to develop theories or hypotheses of how slaves may have lived out their lives at the plantation, all of which has enhanced local appreciation of the culture which evolved there.

Dr. Pulsipher described a recent and very successful community involvement activity which was initiated at the suggestion of business people in Montserrat. Not only has Galways provided summer jobs for secondary school students, but, since both the business community and project leaders were anxious to make the summer activities more than

*"Historical organizations need to exert political leverage to encourage and secure political support for cultural activities"*

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just a series of employment opportunities, a skills-building school for the students has begun which will put project work into a practical context for them. Through donations from the Kaypro Computer Company, two portable micro-computers have been provided for the project in order that data can be recorded and analyzed immediately on site. Montserrat students will be trained in computer skills -- with obvious carry-over benefits -- while at the same time they will continue to be involved in a cultural heritage project designed to increase their appreciation of the past.

MR. THOMPSON. The Caribbean Dance Company (CDC), a professional dance group based on the island of St. Croix in the U.S. Virgin Islands, began its operations a number of years ago without having access to its own facilities for rehearsals and performances. Over the years the Company has sought to establish such a permanent facility and has recently purchased in the town of Christiansted a historic building which is undergoing renovation as a combination dance studio and community cultural resource center. In this way, the cultural aspirations of the dance company have been skillfully merged with community priorities, i.e., the demand for a community center for cultural programs and the need to find creative and appropriate uses for endangered historic buildings in a rapidly developing urban area.

Substantial monies for restoration work of the CDC building were raised in the local community, and a major grant was awarded by the Virgin Islands community development agency with funds from the U.S. government. Mr. Thompson reviewed in some detail other successful fund raising activities of CDC, providing a close-up examination of how a small community-focused cultural organization has been able to creatively tap available local resources in order to sustain its development and growth.

Thompson emphasized that CDC has always attempted to generate needed funds in the Virgin Islands community by first drawing the public into involvement with the center. Its fund raising program seeks to identify from within the community those individuals who can make a quality contribution to CDC activities based on their skills or expertise, e.g., local artists contributing the visual designs used for CDC posters, T-shirts, and promotional buttons. One of the most effective funding devices has been the sale of advertisements in the printed programs used at dance performances; such ads from local businesses have generated as much as US\$12,000-13,000.

In seeking support within their local communities, Mr. Thompson urged historical and cultural organizations to exert political pressure where necessary to achieve desired objectives. Rather than removing such organizations from the political process, Thompson said

*"With participatory research,  
not only the results but the process itself  
benefits the community"*

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there was a need to generate and use "vote power" to encourage and secure needed political support for cultural activities.

MR. RENARD. The session chairman took the floor to review development of a community museum project on the island of Marie Galante in the French West Indies during the period 1977-80.

By way of background information, Renard stressed that although Marie Galante is linked politically to the larger, more developed island of Guadeloupe, it has traditionally exhibited a strong spirit of independence and resistance to control from the centralized authority in Guadeloupe. Following the collapse of the sugar economy in Marie Galante at the end of the nineteenth century, most of the white land owners left the island, and the economy underwent a period of reorganization. What emerged was a system built on squatter land plots (only one central factory survived) and small farms and small-scale economic enterprises directed by the indigenous population.

Thus, said Renard, in terms of cultural traditions and cultural identities, Marie Galante can be seen as a small island with a historically independent population base, particularly when compared to Guadeloupe where external influences, especially in the last 20 years, have seriously affected the local culture.

The "museum project" in Marie Galante was not begun as a museum, but rather was initiated by a group of individuals concerned about strengthening the cultural base of the island; their fear, in light of expanding outside influences imported from nearby Guadeloupe, was that Marie Galante would become more and more like the larger island, where too often the only option for the young is immigration to foreign metropolises.

What evolved was a "participatory research" project which, Renard emphasized, was quite different from most research efforts carried on in the Caribbean at present. The most common research project, according to Renard, is unfortunately one which benefits only the researcher, although occasionally the research results are shared with the community selected as the research subject. What took place in Marie Galante was research in which not only the results but the process itself served and benefited the community.

The people of Marie Galante were involved in the project from the very beginning when the terms of the research protocol were first identified. Using a participatory approach, the local population defined those areas deserving of research, in other words, what was worth studying and understanding in their island in order to be able

*"By emphasizing interpretive and participatory components,  
we remove the more dusty connotations  
associated with museums"*

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to take informed action. The community was involved in problem identification as well as in implementing solutions.

Seven thematic areas were identified and studied during the four year project: 1) cassava (which had become a symbol of the island's strength when, during the food shortages of World War Two, Marie Galante was able to feed both itself and neighboring Guadeloupe by the growing of cassava); 2) the tradition of self-help and shared labor; 3) medicinal plants; 4) children's games and toys; 5) fisheries; 6) water resource management; 7) sugar and its historical place in the economy and life of Marie Galante.

Data collection was carried out by people from the island; for example, research on island fisheries was conducted by local fishermen. Results were permanently redistributed as researchers returned to the villages from which information had been obtained to disseminate research conclusions.

An effort was made to relate all data collection to present day problems. This can perhaps best be demonstrated by the water management research project which was initiated after farmers identified the issue of water supply as one of their major concerns for continued economic well-being. High technology solutions imposed from Guadeloupe were not helping the local farmers but were instead resulting in negative environmental impacts. By studying how the water system had worked in the past (basically by using and managing the resource collectively), alternative solutions, based on what had been effective historically, were identified and reexamined.

Research results were also disseminated through the creation of exhibits at the end of each project. Exhibits were mounted by the 40-50 individuals who had taken part in each research program and became the collective product of that group. The process by which the research was conducted and the exhibits created provided an opportunity for various components of the local population to work together in ways not previously thought possible. For example, one might find a young "intellectual" from the town area working on an exhibit with a group of older women from a small village who understand the medicinal uses of local plants.

As the research continued and exhibits were established, artifacts began to be collected and to accumulate. This led to more traditional museum development approaches, but since project leaders were anxious to remove themselves from the more dusty connotations associated with museums, they identified their effort as an "eco-museum" and emphasized its substantial interpretive and participatory components. The most popular exhibit proved to be that on artisanal fisheries which attracted 9,000 of the 16,000 residents of Marie Galante.

*"Participatory approaches may  
interfere or conflict with  
other program objectives"*

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Eventually, a local management structure evolved for the eco-museum. Also, given the level of community interest in the exhibits, the building used for temporary displays ultimately had to be ceded by the authorities in Guadeloupe as a permanent facility.

However, Renard concluded, even if the museum had never opened to the public, the project would have been a success, for the process itself had succeeded. What had been most critical was the action of local people joining together to produce something of value, an experience which grew out of the community and then was given back to the community. Participatory research was a tool which allowed the society to examine itself and to strengthen its cultural roots by relating present-day problems to the historical past.

DISCUSSION, SESSION IV. Mr. Putney (ECNAMP) suggested that what was common to all of the presentations was the need for an integrated approach which permits us to learn from the backlog of human experience which preceded our own current efforts. In working with natural resource management programs in the Eastern Caribbean, Putney said that time after time his investigators find that it is the local fishermen who know the most about how the marine environment works, not necessarily the expert from the outside. This clearly demonstrates the integrated quality of the human experience, Putney said, and suggests that when tackling some of the problems associated with historical resource development, the participatory approach can be justified on the grounds that we can learn from the past to solve today's problems.

Yves Renard reiterated the need to keep Mr. Cotter's "negative perceptions" (Session I) in mind when working with community groups. He went on to add that he is always surprised to find an interpretation of a military site which does not include evidence of why people fought battles there. By not clearly placing the fortification within the context of what was of value, what was worth fighting for in that time and place, it is often difficult for local people to understand the historical significance of the site.

Dr. Pulsipher remarked on the potential conflict between a participatory approach and pursuit of more pristine research objectives, for community involvement is time consuming and does divert attention from what she termed the more "bread-and-butter" issues. While not diminishing the importance of community participation, she did point out the reality of potential conflict when seemingly opposing objectives exist side by side.

Mr. Tyson (IRF) stated that sometimes community outreach efforts are perceived as a political threat when groups of people are

*"While important in removing negative perceptions about historical projects, participatory approaches are time and resource consuming"*

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"organized" for a purpose which the politicians do not control. Those who work with community groups are in danger of being labeled political activists, with elective office being their "hidden agenda."

Mr. Robinson (Barbados Museum) felt that too often those operating in a museum environment are working in a vacuum. Museum workers, he said, must attempt to remove themselves from this vacuum, for from that insulated perspective they are in danger of becoming professional authorities who determine what is best but do so in isolation. Alternatively, the process of community participation reviewed by panel members is a reverse experience from that usually employed in museum work, for it extends from the grass roots, word-of-mouth level up to the point of securing government endorsements and support. Mr. Cissel (Ft. Frederik Museum, St. Croix) agreed, stating that more participatory approaches could help to erase the negative perception of museums held by most political leaders, namely, that they are novelties promoted by a selected few indulging a hobby.

Mr. Tyson (IRF) called attention to the employment/skill building opportunities inherent in the process of outreach as demonstrated in the various presentations. The opportunity to provide training in alternative skills, particularly in communities where jobs are limited, is an important outreach component of historical resource development programs which should not be overlooked.

In conclusion, Mr. Tyson advised that while the mindset of community involvement was important, this was not enough, for the process of grass roots participation is one which is excessively time and resource consuming -- it is not as simple as the excellent panel presentations may make it appear!

# Preservation, Protection, and Use of Historical Resources

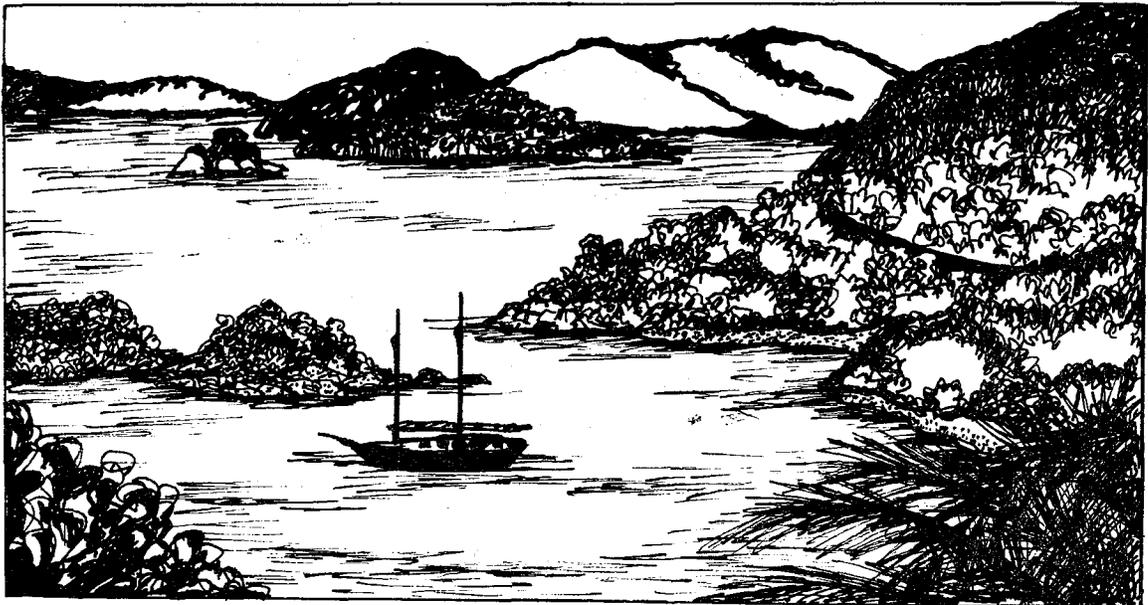
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## *Selected Examples from the Eastern Caribbean*

- Panel Members
- (1) *Ivor Jackson*  
*Eastern Caribbean Natural Area Management Program*  
*(Multiple Site Protection and Use: British Virgin Islands Park System, Including Terrestrial and Marine Historic Sites)*
  
  - (2) *Douglas White*  
*Island Resources Foundation*  
*(Protection and Use of Vernacular Architecture: The U.S. Virgin Islands Experience)*
  
  - (3) *Patricia Heady*  
*Nelson's Dockyard, Antigua*  
*(The Economic Viability of Historical Resources: Development of Arts and Crafts Programs at Nelson's Dockyard)*



*"User or 'client' groups will support resource management programs which extend clearly identified economic and social benefits to them"*

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MR. JACKSON. In 1979 the Government of the British Virgin Islands requested that the Caribbean Conservation Association provide assistance in the management of parks and protected areas in the territory. The request was turned over to CCA's ECNAMP staff, and what has emerged is a joint BVI Government/ECNAMP planning effort. Mr. Jackson's presentation focused on some of the difficulties encountered in establishing a program with national (rather than site specific) objectives and one which encompasses protection as well as development strategies.

The project is a complex one, for planners had to deal initially with the entire BVI territory, which includes not only some 50-odd islands and cays covering almost 60 square miles of land mass but also a submarine shelf perhaps five or six times that size. The marine areas are particularly critical in the British Virgin Islands because the tourism base of the economy rests on an active yachting industry and related support activities. In addition, there is a significant amount of fishing in the territory, while the topography of the surrounding submarine platform has given rise to a number of submerged shipwreck sites, particularly off Horseshoe Reef in Anegada. It was from this complex base of physical geography, natural and historical resources, and economic priorities that project planners had to work.

A key problem in approaching a project from a national level is that a variety of different (and often opposing) interest groups have to be dealt with. For example, when designing a public awareness component for the project, Jackson stated it had not been easy to address all the concerns expressed by a variety of different groups.

What planners decided to do was devise a strategy which considered both the economic and social benefits which would accrue from a parks and protected areas management program and thus begin to relate conservation and development priorities. Using a participatory approach, input from community interest groups was sought, and from this information a matrix to rank potential sites and resource combinations was developed. Ranking was completed in terms of the importance of the site or resource to the territory based on the social and economic benefits identified by "client groups."

A critical factor in developing an appropriate management scheme was the need to confront the prevailing negative perception about parks and protected areas in the BVI, where the nearby example of the Virgin Islands National Park in St. John (U.S. Virgin Islands) was perceived as an experience which many British Virgin Islanders did not want replicated in their territory.

Nevertheless, despite the many difficulties, an overall management program, which combined conservation and economic growth, was put

*"By linking the economic interests of resource users to national resource preservation goals, governments win important allies for protecting historic resources"*

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forth by project planners, with eight areas identified for inclusion in the national parks system. These areas represented a sizeable portion of BVI territory, particularly since the Government did not have an internal functioning capacity to deal with the management of natural and historical resources.

Just the same, the Government did accept the proposed management strategy in principle, but as project leaders moved on to work with specific communities to design specific programs for specific sites, significant new problems were encountered. Hostile and very negative community attitudes surfaced, and these had to be confronted and somehow altered, eventually through an accelerated program of increased public education.

The site selected as the BVI's first marine park, that of the wreck of the Royal Mail Steamship Rhone at Salt Island, was discussed by Mr. Jackson because of its relevance to workshop deliberations. A popular dive site, as well as a historic site, the Rhone has suffered the loss of a rather significant number of artifacts by scavenging due to lack of management planning in the past. In establishing new guidelines for better resource management, project planners have tried to work closely with dive tour operators, the primary client group with economic interests linked to the maintenance and preservation of the shipwreck as both a recreational and historical resource. The cooperation of tour guides has been sought as semi-wardens to monitor the site and thus to maintain some control over the resource in the absence of Government capacity to do so on a full time basis.

Government's capability to maintain and manage the protected areas and parks program is perhaps the primary obstacle to continued development of the system. Although project planners have worked closely with technicians and professionals from the BVI Government, the cost of staffing and operating a permanent and viable management program remains a serious problem.

MR. WHITE. Mr White began his discussion by defining vernacular architecture as "architecture without architects," that is, architecture which is indigenous to a particular locality or place. For example, most of the village communities in the Eastern Caribbean display a building style which evolved from earlier architectural traditions handed down through a transmittal of craftsmanship from one generation to the next.

The protection of such architecture, said White, is as important as preservation of military forts or plantation great houses. Therefore, some of the steps taken in the U.S. Virgin Islands to preserve and maintain this piece of West Indian cultural heritage might be in-

*"Historic preservation objectives may be achieved through a combined use of government controls, economic incentives and public recognition"*

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structive for other Eastern Caribbean areas of similar size and where similar architectural traditions prevail. In the USVI, through a combination of government protection and economic incentives to the private sector, many forms of vernacular architecture have already been preserved and will be maintained for future generations.

Mr. White elaborated on three basic steps necessary to protect vernacular architecture and illustrated these steps with examples from the Virgin Islands: 1) establishment of historic districts; 2) establishment of controls and rehabilitation guidelines; and 3) provision of incentives for private sector restoration work, both in economic and social terms.

In the Virgin Islands the three main urban areas (Charlotte Amalie on the island of St. Thomas and Christiansted and Frederiksted on St. Croix) have been designated as historic districts by the local government, in consonance with U.S. Federal Government program guidelines. Such designation not only contributes to public awareness about the historical significance of the areas so identified, but buildings located within the district are also protected to the extent that modifications and structural changes to the exterior facades must receive prior governmental approval. These steps have helped to preserve the historic streetscapes of the designated districts.

Secondly, the Virgin Islands Government provides substantial tax advantages or rebates to private individuals or businesses for the repair and rehabilitation of certified historic structures (any building within a historic district, for example, is eligible for certification as a historic structure). For a commercial project where significant restoration has taken place, the owner can receive a tax write-off of twenty-five percent of the cost of rehabilitation during the first year. Obviously, such a tax structure represents a commitment by Government to the preservation of historic buildings and provides an economic incentive to the private sector to cooperate with Government in this objective.

To further encourage and promote historic preservation and restoration activities, a local historic trust group recently initiated an awards program whereby the owners of noteworthy rehabilitated buildings have been recognized within the community for their contributions to the preservation of the territory's historical resources.

White concluded by emphasizing that it is only through a combination of controls, incentives, and recognition that an island community will make significant progress in preserving its vernacular architecture.

*"The use of historical resources to support arts and crafts programs may diminish the cultural/historical division which marks many West Indian perceptions about historic sites"*

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MS. HEADY. Expanding upon Mr. Nicholson's earlier presentation on the development of Nelson's Dockyard in Antigua, Ms. Heady focused her discussion on a relatively new activity at the Dockyard, namely, the establishment of several arts and crafts operations. The objective in supporting such programs, according to Ms. Heady, is to expand the revenue base of the Dockyard while simultaneously providing new kinds of employment in skilled occupations for local people, particularly the young.

The arts and crafts activities are one of four sources of income at the Dockyard; the others include: yachting fees, gate receipts and memberships, and rents and leases. According to Dockyard officials, the newest of these revenue sources, the arts and crafts program, will undergo four successive stages of development before achieving full potential: 1) receipt of initial operational grant from an overseas aid agency; 2) semi-autonomous operation; 3) payment into a revolving fund used to establish new projects; 4) total independence.

Each separate arts and crafts activity, termed program units, progresses at its own pace of development, although currently all such units are in the semi-autonomous stage meaning that participants pay wages and utilities and purchase new stock. When an enterprise is sufficiently established and making a reasonable profit, it will begin to pay back the amount of the initial grant into the revolving fund; and following repayment of the grant support monies, the business will become fully independent. At this point, it must remit rent and a percentage of profits to the Dockyard, with funds from the profit-making centers going toward support of non-commercial units such as the museum and library.

The Dockyard has selected arts and crafts projects which utilize local talent and local resources. For example, the Lapidary Unit uses petrified wood found on Antigua to produce jewelry, paperweights and similar items. The principle of adaptive use is also evident in the selection of business enterprises, for an effort is made to house projects which comply with the historical nature of the various Dockyard buildings, such as the Blacksmith's Forge and the Bakery which now accommodate their modern counterparts.

Many of the projects produce items which appeal not only to tourists and visitors but also to Antiguan residents, thus avoiding sudden changes in seasonal business by attracting and retaining a local market. For example, the Bakery supplies goods to local restaurants and shops; the blacksmith, picture framer, furniture makers and others cater primarily to islanders. The Art Centre has decorated Antigua's largest hotel with paintings produced by young artists.

*"Preservation and restoration activities must be perceived  
as positive thrusts, not restrictive to either  
public or private sector initiatives"*

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The current list of arts and crafts projects at Nelson's Dockyard is varied and includes at present: the Art Centre, Bakery, Apiary, Blacksmith's Forge, Community Craft Shop, Craft Workshop, Herbal Garden, Picture Framing Shop, Tea Shop, Sailmaking, and Woodwork/Furniture Making. All projects employ young Antiguans who, because they gain their livelihood from the Dockyard, now have a vested interest in its development. Not only are their skills in a particular craft enhanced by employment at the Dockyard, but business and management techniques and procedures are acquired experientially as each artisan must become his or her own business manager.

Perhaps most importantly, according to Ms. Heady, the value of the arts and crafts program at English Harbor lies in its potential to lessen the cultural/historical dichotomy which many Antiguans feel about the Dockyard (also mentioned by Mr. Jackson in Session II). For too long too many Antiguans have viewed Nelson's Dockyard as a part of the island's historical past but have little feeling for the site as a part of their own cultural heritage or present day reality. By linking English Harbor to traditional craft skills as well as to expanded economic opportunities for local people, developers hope to lessen some of the more negative perceptions concerning an important historical resource.

DISCUSSION, SESSION V. When questioned on how best to expand the Virgin Islands experience to other Eastern Caribbean islands just beginning to consider protection of vernacular architecture, Mr. White suggested that while initiatives may come from governments through provision of economic incentives, they are more likely to come from the private sector. For example, a group of property owners in a given area, who see an economic advantage to historic preservation, might join together as a quasi-official organization to establish localized standards and controls. There would be no official sanction to such action, but it might serve as a force for educating both the local community and government. Protection and restoration of vernacular buildings needs to be presented as a positive activity, almost a prestigious one, and must not be viewed locally as restrictive to the intentions of the private property owner.

*Presenters*

(1) George F. Tyson

*Island Resources Foundation*

*(The Development of Archives and Other  
Historical Record Programs)*

(2) Edward L. Towle

*Island Resources Foundation*

*(The Management of Marine  
Archaeological Sites)*



ARTIFACTS FROM UNDERWATER MARINE SITES  
PROVIDE VALUABLE CLUES TO THE HISTORIC PAST.

*"National Archives should not be thought of as a place --  
but as a program requiring the same management criteria  
as any other national resource"*

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MR. TYSON. The presenter opened the session by suggesting that historical records are the underlying key to all historical resource utilization and development programs. But, he went on to indicate, the historical record base comprises more than written documents; it also includes oral traditions (which are fundamental to gaining access to Afro-West Indian history about which the European colonizers were not particularly concerned) and archaeological sites, which provide our only source of knowledge about some historical occurrences (for example, information on the original Indian settlers). Ideally, the three sources -- written documents, oral history, and archaeological sites -- are integrated and combined to produce the most complete historical record.

Tyson explained that the written records which survive include both official documents created by European record keepers as a part of the process of governance and private documents maintained primarily by those engaged in economic enterprises in the region. Newspapers also are a part of this record base.

Unfortunately, relatively few of the official and private records created in the West Indies reside in the region today. Most such documents were returned to Europe by the colonizers. Of the local records which remain, many have been destroyed by fire, flood, and the ravages of time so that the quality and quantity of records vary considerably from island to island. What is being lost, suggested Tyson, is our knowledge and perspective on the historical development of the region from the colonized (as opposed to the colonizer) viewpoint.

Although many countries in the Eastern Caribbean have a national archival program, they exist in name only. Most such archival "programs" represent only a place where official government records are stored and provide no staff and only minimal funding for management, collection, inventory, assessment, and conservation. But, Tyson reiterated, archives should not be thought of as a place -- they should be considered a program requiring the same sort of management criteria as any other national resource.

Secondly, in addition to the need for archival management, most Eastern Caribbean countries require more systematic programs for the preservation of oral traditions and oral history. Such activities might take place outside of government, although ideally they would be a part of an overall national directive. A systematic retrieval of records now deposited in overseas repositories is also called for. UNESCO for one has taken the position that these records are a part of the cultural patrimony of the country in which the records were created and should therefore be returned to that source.

*Activity Coordinators*

(1) *Desmond Nicholson*

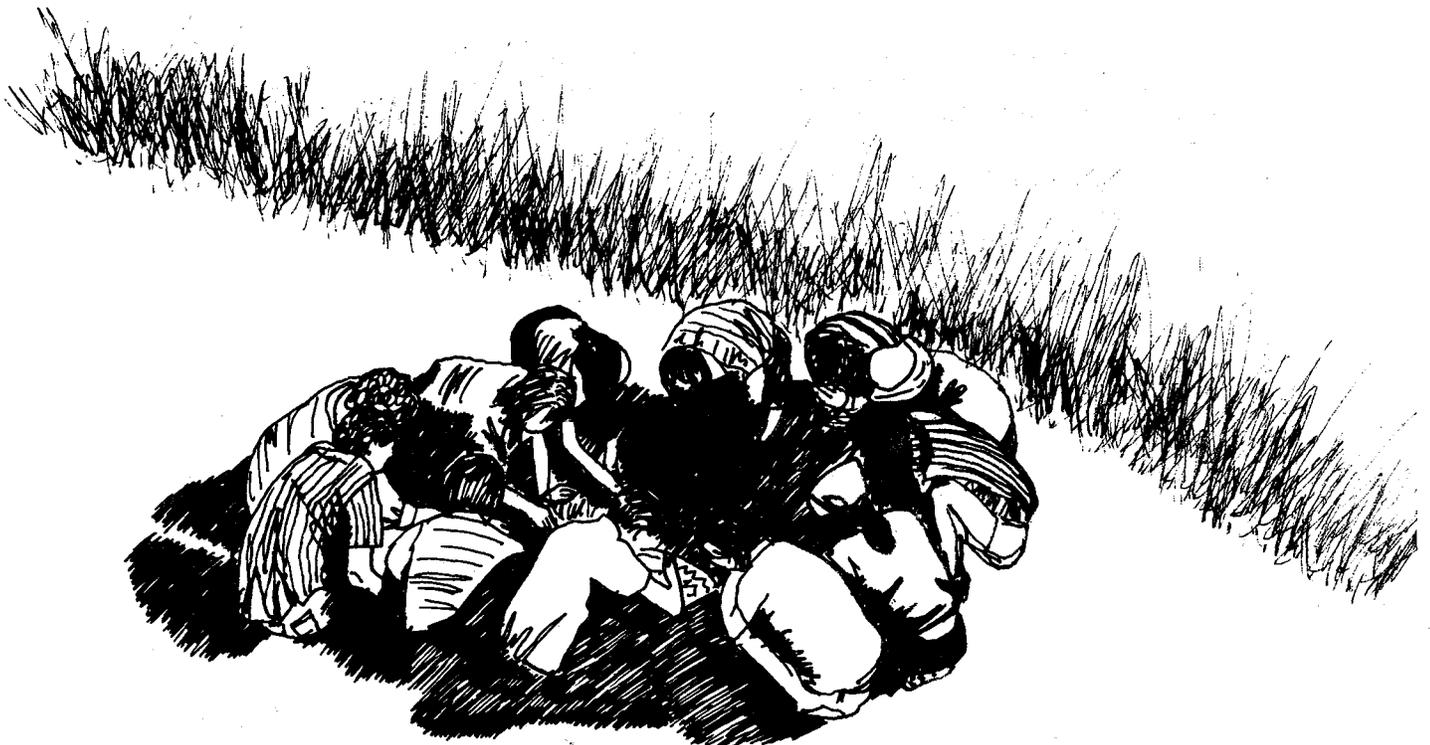
*Antigua Archaeological Society*

(2) *Lydia Pulsipher*

*Galways Estate Project, Montserrat*

(3) *Edward L. Towle*

*Island Resources Foundation*



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Part one of this two-part demonstration activity was comprised of a test archaeological dig on the grounds of Brimstone Hill. This hands-on training session was designed to expose workshop participants to the techniques used in archaeological excavations. Although of necessity only a broad overview, the demonstration activity did give delegates an opportunity to experience the routine tasks which must be carried out at any test dig site.

Field coordinators were Mr. Nicholson and Dr. Pulsipher, assisted by Elizabeth Righter of the U.S. Virgin Islands Planning Office. The three led participants through a variety of basic procedures for archaeological research, emphasizing the need for a systematic approach, the type of historical knowledge which can be attained by excavation, and how artifacts are analyzed in the field.

Two small demonstration pits were dug, representing, according to Lloyd Matheson, the first professional archaeological activity at Brimstone Hill. A number of artifacts were uncovered, and these were later catalogued and tentatively identified by the three archaeologists. A report was subsequently prepared for the Brimstone Hill Society by Pulsipher, assisted by Nicholson and Righter.

Following the field activity, workshop delegates returned to the main meeting area at Brimstone Hill to participate in one of two sessions on artifact identification. One activity, led by Nicholson and Pulsipher, dealt with terrestrial archaeology, and the second led by Dr. Towle provided information about artifacts uncovered in marine archaeological operations.

*"West Indian governments must develop archival programs, as well as pass antiquities legislation, if historical records now in foreign repositories are to be returned to the Caribbean"*

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However, Tyson cautioned that without adequate archival management programs in each Eastern Caribbean country, including appropriate funding and staffing, the ultimate disposition of the overseas records will remain in question. Certainly, antiquities legislation is necessary if archival resources are to be protected. But if an integrated management approach is accepted, then antiquities legislation is but a minimal first step -- to be followed by programs for inventory, collection, assessment, interpretation and dissemination. National planners must begin to think programmatically if the documents now in foreign repositories are to be managed and utilized effectively in West Indian libraries and archives.

DR. TOWLE. The speaker introduced his subject by suggesting to his audience that a vast storehouse of shipwrecks and artifacts remains buried beneath the shallow waters bordering all Eastern Caribbean islands. Such sites represent an uninventoried and undeveloped aquatic archive of maritime history, with a story to tell both the archaeologist and the historian about man's activities, daily life, tools, vessels, commerce, migration, culture, trade and technology in centuries past. Covering a period of time spanning more than three hundred years of Caribbean maritime history, these wrecks contain valuable artifacts, clues and information which, after careful excavation and proper treatment, will greatly assist in an analysis, reconstruction, and interpretation of the history and technology of the colonial era in the Caribbean.

Towle explained that the systematic process of exploration, discovery, excavation, identification, preservation and interpretation of historical materials from the sea is called marine archaeology. It is a special field of inquiry of a much older, more traditional discipline called archaeology, which Gramhame Clark in 1939 defined as "the systematic study of antiquities as a means of reconstructing the past."

But marine archaeology is relatively new, having emerged in the early 1950's as a consequence of the development of SCUBA diving technology which enabled humans to work underwater with relative ease and safety and with only a modicum of technical training, cost and risk. Marine archaeology is not only new but also confronts a somewhat unique set of problems. How this discipline differs from the more traditional terrestrial archaeology, despite the apparent similarities of excavation, analysis and interpretation techniques, was discussed in some detail by the speaker.

In the first place, shipwreck sites are often very difficult to locate. Numerous shipwrecks have occurred in West Indian waters for which we have no site-specific documentation, either because none ever

*"The very circumstances which impede marine archaeological research for the professional enhance the mystery and excitement of discovery for the non-professional"*

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existed (i.e., the vessel went down with no survivors to tell the tale) or such documentation has not yet been located in the numerous archives and manuscript repositories of Western Hemisphere nations. Even when documents do exist, it is rare to find the exact shipwreck location specified; only a very general statement such as "on Palliser's Reef" or "off Needham's Point" or "at Pinney's Beach" is more common. Further, because wrecked ships break up, are spread about and buried in sandy or muddy sediments or covered by corals over time, they are very difficult to locate, even with documentation available. Artifacts encrusted with coralline algae are equally difficult to identify. All of which means, according to Towle, that searching for sites can be labor and time-intensive and may require sophisticated electronic sensing instruments such as proton magnetometers, side scan sonars and mudpingers, along with water jet probes, air lifts and submersible metal detectors.

However, the very circumstances which increase the problems associated with marine archaeological research also enhance both the sense of mystery and excitement of discovery for the average recreational diver. This leads, said Towle, to a second reason why marine archaeology as a disciplined investigative process differs from traditional historical and archaeological research.

Because shipwreck sites on coastal shelf areas are invisible to the non-diver, are usually unprotected by adequate legislation, control or administrative processes, and are too often uninventoried and unsupervised by appropriate government authorities, they are also a significant attraction for hundreds of tourist and resident recreational divers. Such persons, often with a "finders-keepers" perspective, engage in souvenir (artifact) hunting and on occasion surreptitious wreck exploration and salvage activities. It is more often than not this veritable army of recreational divers (and not the few professionally trained marine archaeologists) who discover most shipwrecks and who, therefore, have the opportunity to scavenge them for souvenirs while often doing considerable damage in the process.

A further difference between sea and land archaeology derives from the negative effects of salt water and marine organisms upon the artifacts which, because of their often fragile and unstable physical and chemical state after a century or more of immersion, generally require careful, very specialized, often elaborate post-salvage preservation techniques in the field and in the laboratory before they can be stabilized for exhibit purposes. At most underwater sites, the actual recovery of artifacts consumes perhaps one-fifth of the marine archaeologist's field time compared with the balance of his/her time spent preserving, drawing, photographing, stabilizing, tagging, analyzing, and conserving the physical remains.

*"Historic shipwrecks need to be recognized by governments as a non-renewable resource to be managed in the public interest and not exploited for private gain"*

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Obviously, Towle summarized, marine archaeology like its terrestrial counterpart involves many hours of difficult work, and sometimes the ubiquitous amateur diver/treasure hunter can be a further problem. Nevertheless, historic shipwrecks are important cultural resources which are generally located on public land, namely, the nearshore sea bed. As such, shipwrecks represent a non-renewable public resource and should be managed in the best interest of the community. They should be considered a part of any island's historical heritage and should not be exploited for private gain.

Towle did point out, however, that with proper training recreational divers could become participants in the search for historic shipwreck sites. In fact, he said, with some degree of calculated encouragement, education, and guidance, almost any diver -- visitor or resident, novice or professional -- can make the critical transition from predatory souvenir hunter to volunteer conservationist. Once such a transition has been effected, each can then contribute to the development of local marine archaeological resources while simultaneously enjoying the experience of exploring history under the sea.

To accomplish this task of combining the interest of the state in protecting submerged sites with the interest of sport divers in finding wrecks and salvaging artifacts, a series of important steps must be taken within a resource management framework appropriate to each island-specific situation.

First, according to Towle, the issue of legislation must be dealt with carefully. Existing land-oriented antiquities, national trust, or wreck laws in all Eastern Caribbean islands are inadequate since they do not address issues such as site protection, search procedures, site registry, salvage activities, artifact ownership/disposition, or guidelines for recreational diving on historic wreck sites. In countries where marine archaeological legislation has been most successfully employed, local laws have provided for sport diver activities at some wreck sites, while at the same time placing selected shipwrecks "off limits," awaiting systematic archaeological excavation by professionals. Such an approach avoids an unenforceable "do not touch" stance by local authorities while recognizing the need for the support and cooperation of recreational divers.

Unrealistically conceived legislation will only increase the "black market" in artifacts by driving "treasure hunters" underground, said Towle. More appropriate legislation strikes a balance between: (1) the national interest in acquiring additional knowledge from historic shipwrecks and (2) the adventurous spirit that leads men and women in quest of them and contributes to the potential of recreational diving as a visitor attraction. Such legislation mandates that artifacts of historical value should not be lost or destroyed and

*"Current legislation and administrative mechanisms employed by Eastern Caribbean governments are inadequate to ensure the protection and management of marine archaeological resources"*

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sets up the mechanisms which permit individuals to discover wrecks, declare their finds, be licensed (if competent), excavate sites professionally, and receive a share of artifacts (or their value) as partial recompense for the cost of search and salvage.

The administrative mechanisms by which marine archaeological sites are managed and developed are as important as the legislation which protects such sites. Questions to be considered include: who will develop and maintain an inventory of sites? How are sites to be ranked in terms of potential historical significance or value? What is the definition of a historic site as opposed to a "modern" wreck open to all divers? How do "finders" register a wreck site and obtain a license to excavate it? Who monitors the activity? Who has title to what artifacts, and what is an equitable division between the state and the diver/salvager? What is the role of the National Trust or local museum? Who is responsible for necessary conservatorial and ultimate custodial tasks?

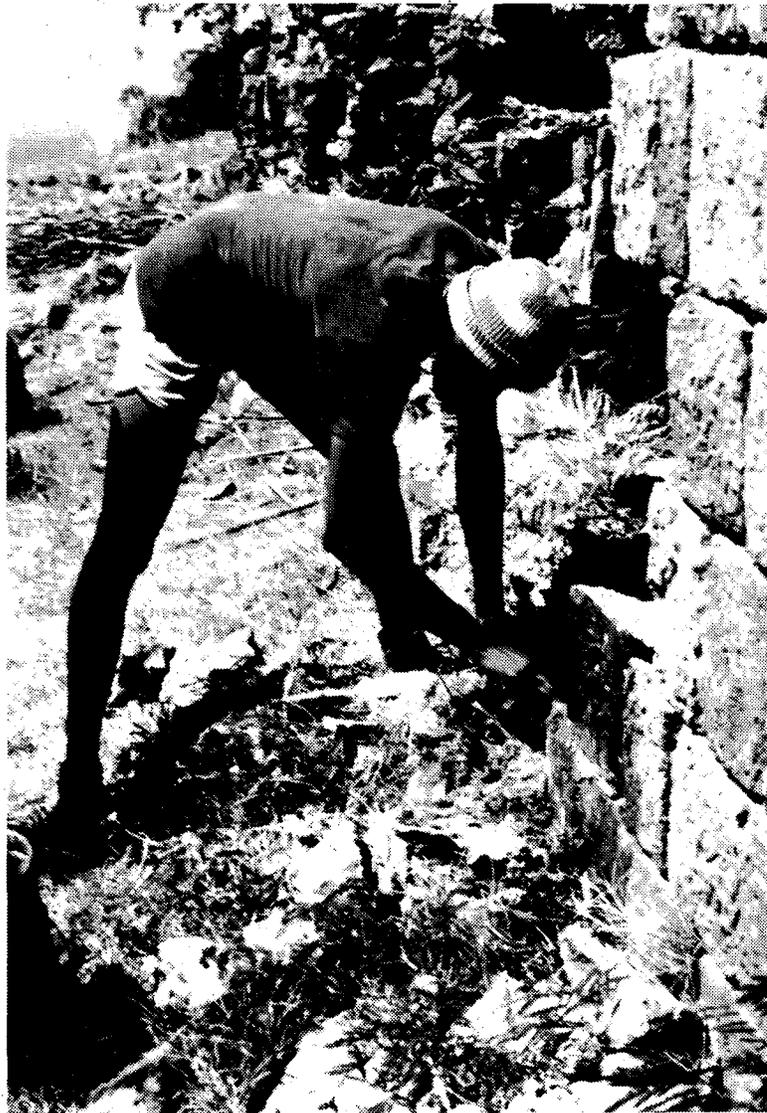
Towle concluded by acknowledging that it is often difficult for the well-intentioned marine archaeologist (professional or amateur) to know where to turn for direction or authorization. While the need for a specialized and visible system of organization for archaeological administrative services within governments was recognized as early as 1956 by UNESCO, nearly 30 years later most such administrative mechanisms remain scattered among various departments and regulatory bodies within national governments. In the Eastern Caribbean, there is only one institution, the Island Resources Foundation, which has direct experience in providing both counsel and technical services to island governments seeking to develop management strategies for marine archaeological resources.

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*(including demonstration of restoration techniques on the grounds of Brimstone Hill)*

*Activity Coordinator*      *D. Lloyd Matheson, President  
Brimstone Hill Society*

*Presenter*                      *Douglas White, Historical Architect  
Island Resources Foundation*



DEMONSTRATION OF MASONRY WALL RESTORATION  
AT BRIMSTONE WORKSHOP (1983).

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Mr. White opened the session with a brief discussion on the role of the architect in historic site restoration, describing the historical architect as one who must know a little about many things.

In the first place, the historical architect must function as would a regular architect, that is, assume responsibility for producing a building which is aesthetically functional. Additionally, the historical architect would be involved in adaptive re-use decisions, determining, for example, if what has been proposed is structurally feasible. In many cases, he or she will also serve as a historian of sorts, researching available records to learn how the building was used in the past. Then too, the historical architect has to be a quasi-archaeologist, able to examine fragments of a wall and imagine how the entire structure could have been constructed.

Mr. White reviewed the process actually employed by a historical architect at three specific building sites, pointing out in his discussion that very little "pure" restoration is done today -- primarily because it is very expensive to do so and because the concept of adaptive re-use has increased in popularity. This concept, coupled with the need to bring private enterprise into the process of saving historic buildings, has resulted in an entirely new approach to preservation and restoration activities.

The session also included a demonstration of restoration techniques on the grounds of Brimstone Hill. In preparation for the field activity Mr. White reviewed procedures used in the restoration of masonry walls, and later these techniques were demonstrated by representatives of the local technical college who have worked at Brimstone Hill.

To begin, Mr. White pointed out that masonry walls should be thought of as living, breathing, organic entities -- unlike solid stone walls. Masonry walls take in moisture and give out moisture, traditionally deriving their strength from their mass, not from the quality of the mortar used. This explains, said White, why the structures at a site such as Brimstone Hill are so massive. Aside from the fact that Brimstone was a fortification, mass and size had to compensate for the fact that the mortar was not strong.

With the introduction of portland cement in the early part of this century, the concept of masonry construction was altered. Now an eight inch concrete wall could be as strong as a two foot thick rubble wall. Initially, this was thought to provide an ideal solution for strengthening old masonry walls, that is, to point them with concrete in order to reinforce them. But in fact such procedures only sealed the wall off so the moisture was trapped, in effect preventing the wall from "breathing." Thus, a situation of increasing deterioration

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was created, while aesthetically the end-product was not particularly attractive (since the cement did not match the color of the original lime mortar).

Today, said White, architects and those engaged in the business of historic site restoration suggest that while a stronger "mix" could be made by the use of cement alone, the addition of lime, although weakening the solution, will create a result more compatible with the old mortar.

Workshop participants then adjourned to the parade grounds below the Citadel where Mr. Matheson, assisted by representatives from the St. Kitts Technical College, provided a "hands-on" display of the technical skills employed in the restoration of masonry walls. Those assisting Mr. Matheson were Alphonso Pitt, Rudolph Simmonds and Charles Leader.



# Needs Assessment, Problem Analysis, and Program Design

# IX

*How do we identify those critical factors which provide the framework within which historical resource development can take place?*

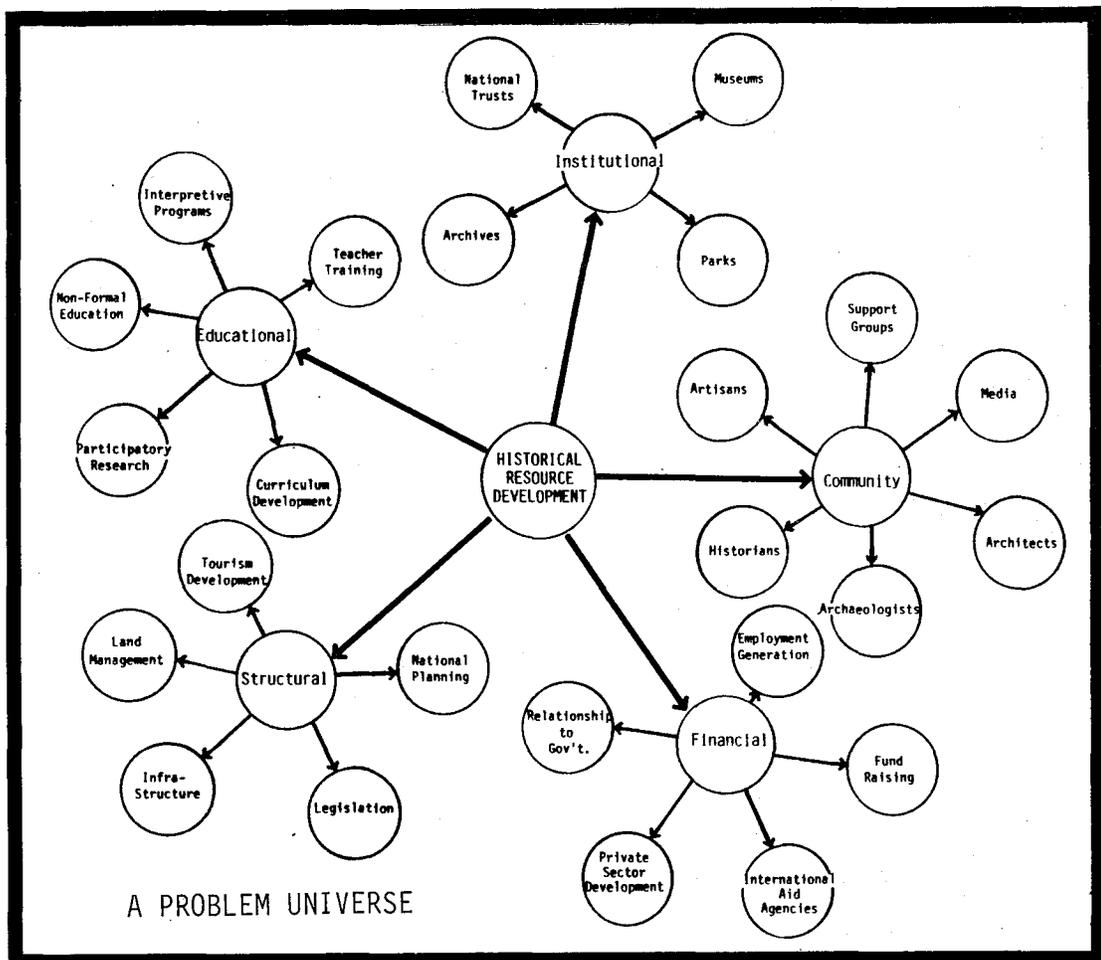
*Presenter James Cotter  
International Voluntary Services*



ST. THOMAS PARISH CHURCH, ST. KITTS

Mr. Cotter elected to approach his subject from a development perspective since it is one many conservation-oriented persons are not accustomed to employing. The "promotion" of historical resource utilization (including preservation and restoration which are special uses), Mr. Cotter argued, must be advanced as any other development activity would be, namely, as an ongoing process which does not necessarily have beginning and ending points of reference. Elements of one approach to that process were outlined by the speaker.

PROBLEM UNIVERSE. Cotter first asked workshop participants to view historical resource development not as an isolated concept but rather to "dis-aggregate" the process into the various components which interact to define what is meant by the historical resource development "universe." One could hypothesize that the historical resource development process is at the center of a planning universe surrounded by secondary sets of components which constrain or contribute to an ongoing process. Each secondary "orbit" in turn represents another combination of factors which, when looked at in the aggregate, will define what already exists. This is the point from which all further development activity will proceed.



*"There are no 'answers' in the development business  
-- only trade-offs"*

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In sum, Cotter suggested that the first step in any development program is to define the larger framework or set of circumstances which will have an impact on or will be affected by what you are going to do. He stressed that since all development activities are designed to produce change, it is imperative that those who attempt to induce change first understand the context within which they work. Development is not an abstraction; it is grounded in a place, and, according to Cotter, if you do not know the place, you are not ready to act.

Secondly, it is important to look at a "problem universe" not only in terms of identifying problems or defining needs but also in terms of priorities, for resources are scarce (temporally limited) while needs are pervasive (temporally unlimited). If needs are prioritized (e.g., are they critical, important, neutral, or postponable), then project planners will begin to assess whether activities which are being emphasized programmatically are primary or actually only secondary or tertiary needs that are not crucial to the project's success.

APPROACH/STRATEGY. Strategies are selected by organizations or individuals to make changes in the "contextual universe" surrounding a given development problem, in this case, how to effect better management and utilization of historical resources. Often the strategy or approach chosen is not singularly focused but represents a combination of strategies designed to confront a problem.

In selecting a strategy (or strategies), it is necessary to be aware of the trade-offs associated with the chosen approach. According to Cotter, there are no "answers" in the development business -- only trade-offs -- and it is necessary to be aware of and assess the trade-offs associated with a chosen program implementation process.

In other words, what are the costs and what are the benefits of pursuing program objectives by implementing the selected strategy? No strategy can be assessed as a pure "good"! Those working in development need to assess not only what they like about the strategy selected, but also need to examine their reservations and doubts. Often this process of assessment is automatic, even if it is not articulated. However, according to Cotter, by acknowledging the trade-offs of a chosen program strategy, it becomes easier to achieve a more reasoned balance between costs and benefits.

The deliberations of the workshop, Cotter said, suggested a further trade-off which poses a potential conflict in designing strategies for historical resource development projects -- specifically, the possible polarization of social versus economic goals, values, and objectives. The mistake, according to Cotter, is to create an "either/or" dichotomy in selecting a strategy, to de-emphasize one at

*"Balanced program goals link  
social consciousness with economic realities"*

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the expense of the other. The concept of balance in terms of social/economic goals is critical, for if the economic side prevails, results can only be measured in terms of dollar or productivity goals; if a socio-cultural perspective is dominant, there is the risk of the organization becoming quasi-doctrinaire or too ideological. What is needed is a strategy wherein social consciousness is balanced by economic reality.

PLANNING. Following an analysis of trade-offs, program planners should next engage in what Cotter termed "risk assessment" or contingency planning -- an approach which helps to avoid problems in program implementation. While the "costs" associated with a development project represent present tense negative factors, "risks" deal with projected, future tense happenings. It is often difficult for organizations to approach risk analysis as a piece of program planning, but Cotter suggested the importance of periodically assessing the future-tense risk of pursuing any chosen or optional course of action, in an effort to anticipate and counteract potential problems.

LEARNING. As difficult as it is for organizations and individuals to deal effectively with risk analysis, Cotter stated that they deal even less effectively with learning as part of the development process. A critical analysis of the project tends to take place only at the end of the project, rather than continuously throughout as an integrated part of the overall process. This is why, Cotter suggested, there is a dearth of what is labeled "institutional memory," or institutionalized learning capacity. We become so caught up in the "doing" that we allow too little time to consider what is working or not working.

The capacity to reflect on whether you would use a chosen strategy again must be built into the development process itself. If the response is "maybe," then program planners must examine the prerequisites which should be met before that strategy will be employed again. The learning response in this case is a conditional one, dependent on a predetermined set of circumstances or conditions. If the answer is "no," then why not? If the answer is "yes," question whether you might make changes even though the strategy seemed to work well.

Finally, for learning to occur, consideration needs to be given to what difference the project or activity made -- what has changed? Not only must the organization or project planners look at what has been accomplished, but they must consider how they feel about the end products. Has the project worked, but the planners feel uncomfortable about what happened? These are the kinds of questions which are seldom asked at the end of a project activity and asked even less often during the implementation phases.

*"The development process can be approached  
from an experiential base up  
or from organizational goals down"*

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In the discussion period which followed Cotter's remarks, several ECNAMP representatives voiced some concerns about the appropriateness of analyzing development strategies without first defining what it is planners hope to achieve in terms of program objectives, not just goals. Cotter acknowledged that indeed it is possible to start the process by first defining objectives -- the management-by-objectives approach to learning. As an alternative, however, he was asking workshop participants, all of whom have some experience in the field, to examine their own perceptions about what they are doing and how those perceptions have influenced the program strategies selected and already in place in the region. Cotter's point of entry into the process is from context up, but he stressed that it could also be from organizational goals down, which is more traditional.

During this final workshop session, delegates identified seven strategies which have been employed in the Eastern Caribbean to enhance historical resource development:

- (1) Community involvement or participatory activities.
- (2) Penetration of the formal school system (for example, staff training, curriculum design, formal courses).
- (3) Working with governments to seek concessions, cooperation, or "legitimization".
- (4) Formation of coalitions, networks, or other affinity relationships.
- (5) Use of an external or umbrella organization for leverage or legitimization (whether the latter is real or perceived).
- (6) Constituency building through public awareness efforts, social communication, lobbying, or linkages to a vocal support base.
- (7) Institutional development (organizational capacity building).

The group was then divided into a number of smaller sub-units to consider the strategies identified above in terms of: a problem universe, definition and prioritization of needs, trade-offs posed by the strategy selected, risk analysis, and learning capacity. A summary of the conclusions reached by three groups is provided below.

*"By first defining the 'problem universe'  
program planners can better identify and prioritize  
program needs in terms of available resources"*

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GROUP ONE - COMMUNITY INVOLVEMENT

Problem Universe:

- Government apathy
- Government red-tape (i.e., divisions within government which inhibit cooperative and coordinated efforts to provide effective assistance)
- Mutual mistrust of motivations by government agencies and community organizations
- Low levels of funding to support community involvement activities
- Lack of commitment by the public in support of organizational or project goals, which do not necessarily mesh with community goals and priorities
- Lack of effective leadership to pursue community involvement objectives
- Negative community perceptions about historical programs and the individuals involved
- Class conflicts within local communities which impede progress in securing broader-based public support
- Difficulty in sustaining momentum
- Inadequate logistical support and transportation to insure the desired level of public participation.

*"The capacity of an organization to deal competently with learning as an ongoing institutional process will increase its effectiveness and ability to survive"*

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Trade-Offs:

Benefits

- Enhanced public awareness, ultimate social improvement
- Acquisition of political leverage
- Development of more creative approaches to meeting funding objectives
- Increased ability of program to be self-sustaining, thus lessening dependency on external assistance

Costs

- Distracts from progress in implementing other program objectives
- Leadership conflicts
- Loss of project control

Risk Analysis:

- Community resistance to program goals could put program further behind than if no public participation had been sought.
- Difficulty of maintaining financial support which may result in raising false expectations.
- An altered political climate may not be as supportive, i.e., program planners may begin something they cannot finish.

Learning Capacity: Because community involvement is so fundamental to program development, this working group felt it was almost a given which had to be pursued regardless of costs or level of resource investment required. Those involved in historical resource development must look beyond the assumption that public participation is a positive good to analyze past efforts and learn how tactical approaches might be altered in the future.

For example, what conditions need to be met when a community involvement strategy is next implemented? Should government pay for or contribute to the costs of personnel training? Should government be involved at all? Should media targets be changed from the converted to the unconverted? In short, the methods to be used might be examined, altered, or strengthened, but there was no disagreement about community involvement being a worthwhile activity.

*"Risk assessment analysis helps project leaders to anticipate potential problems in the future"*

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Needs Assessment: As was evidenced in other workshop sessions, participants in this working group placed a high priority on the need for staff training programs designed to improve communication skills, participatory learning, media outreach, networking capacity, and related techniques to enhance the community involvement efforts of program planners.

#### GROUP TWO - PENETRATION OF FORMAL SCHOOL SYSTEM

Problem Universe:

- Difficult for external groups to be accepted by government agencies responsible for education
- Weak organizational structures within educational systems, lessening capacity to adapt to new approaches
- Limited demand from within the system for external assistance
- High costs associated with these activities, in part because it is necessary to deal with established agencies which have their own agendas and priorities
- How to penetrate the educational system in a meaningful way is the critical overall problem but it poses a "Catch-22" situation: the more visible your program's role in the educational system, the more vulnerable you become by exposing the program to external, often uninformed criticism, especially in the media.

Trade-Offs: Increased use of historical facilities by the educational system increases exposure to these resources and strengthens the base of community support. However, increased use results in increased staff and other operational/maintenance costs. Thus, expanded use of facilities may eventually become unaffordable.

Risk Analysis: Too often educational outreach programs run the risk of becoming dependent on one or two individuals who take the initiative for working with or within the formal school system. Once the process is in place, can it be self-sustaining if personnel changes are made? Is the investment of time, effort, and funds worth the po-

*"Since no program strategy is a pure 'good,'  
those selected must result from a deliberate weighing  
of costs versus benefits"*

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tential risk of failure? Is there another way to accomplish the task with less risk?

### GROUP THREE - CONSTITUENCY BUILDING

#### Problem Universe:

- Lack of understanding by public of program objectives and priorities
- Staff shortages prevent diversion of limited resources to constituency building activities
- Expatriate image of program planners often creates a negative response by the public to program initiatives
- Inadequate organizational coordination limits ability of planners to build effective public support
- Programs are often too new for public to be aware of their objectives or activities
- Program staff too involved with other, more direct program activities and constituency building is given a low priority status.

Trade-Offs: Paying attention to building a firm base of community support will ultimately enhance funding, provide the arena in which to develop new leadership, and could even lessen security risks for physical structures if the public is more aware of program activities. On the other hand, results will usually not be immediate and will not meet the more short-term expectations of program funders. Such activities also appear to be external to more immediate program objectives, thus diverting time, energies, and resources.

Risk Analysis: The local political climate could change, destroying a support base or even creating a backlash. There is also the risk that the message received by the public is not necessarily the message intended. Misunderstanding of program objectives by the public can diminish program accomplishments.

*"There is no magic in development models --  
only benchmarks to help improve our own  
institutional and individual growth capabilities"*

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Learning Capacity: Some members of this group felt that constituency building as a development strategy was a "maybe" proposition for the future, conditioned by the need for proper staff training, adequate funding, institutional policy guidelines, and better planning. Others maintained that it was a strategy worth pursuing again but felt that increased use of the media and better access to an enlarged information base would reduce the risk factors associated with this approach.

Needs Assessment: Again, the emphasis of the working group was on the need for staff training. Those involved in the business of historical resource development too often have technical skills but lack community development background and training. Institutional guidelines to direct these activities would also help project planners to focus their message more accurately and tightly.

CLOSING REMARKS, SESSION IX. Edward Towle of Island Resources Foundation brought the workshop sessions to an end by reiterating an underlying assumption for the meeting, namely, that while those in the business of historical resource development may talk with one another about common problems, they rarely address these problems from new or different perspectives. The workshop was an experiment in trying to look at the development of historical resources in innovative ways. This was also the approach in both Jim Cotter's opening and final sessions dealing with problem analysis and strategic program design.

There is no magic in whatever system is used, said Towle; the magic comes in taking pieces of various, appropriate "models," such as that proposed by Cotter, and making them work for you. He concluded by agreeing with Cotter that there is a tendency among those dealing with resource management programs to not look back upon themselves and critically assess where they have been and where they are going. In effect, we must do a better job of creating project redesign strategies and mechanisms within our organizations and in our program activities. In part, this becomes a self-evaluation process, but it is also a planning process for the future.

## SUMMARY AND CONCLUSIONS

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The October 1983 Workshop on Historical Resource Development in the Eastern Caribbean was convened on the island of St. Kitts with three specific objectives forming the overall framework for deliberations (see also Introduction Section of this report for background):

- To enhance participant understanding of how historical resources can be integrated with other resource development and management activities.
- To increase participant knowledge about available resources and appropriate skills related to the utilization and management of historical resources.
- To provide an opportunity for an information transfer process from an older generation of local specialists and experts to a younger generation of emerging leaders, officials, and enthusiasts concerned with historical resources and development.

The issues addressed at the workshop examined the uses of history and the management of historical resources as development-focused functions, integrating cultural and social aspirations with economic growth criteria. To this end, sessions concentrated on the following topics for discussion:

- How to integrate historical resources in the development process.
- The role of education, economic growth and conservation in historical resource development.
- Utilization of the community as a resource.
- The "politics" of successful resource development programs.
- Examination of development activities already under way in the Eastern Caribbean.
- Strategies for assessing needs, identifying problems, and program planning.

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The use of historical resources as a development function was examined both as an "event" and as a "process." Development seen as an event is project and product oriented, having identifiable beginning and ending points of reference and measurable indicators of success. Nevertheless, the event approach has its limits which need to be understood. Development as a process is something quite different, growing out of a recognition that development activities are not isolated events but must be integrated within the contextual framework of a people and place.

Participants were reminded that whatever is accomplished in the development field will be bound by "political" parameters, i.e., the sum of what is possible as conditioned by the social, economic, cultural, and environmental context in which we work and by the perceptions others have about us and our work. In the area of historical resource development, the negative perceptions of both locally elected leaders and of the general public need to be considered as one element of the "problem universe" addressed by those engaged in any development action.

Balance of social and economic priorities in development programs was stressed. Those who emphasize the social impact of development are generally process-oriented in their approach, while those concerned with economic impacts are usually event or product-motivated in their approach. Nevertheless, both must be accounted for since the impact of development activities will be both social and economic. A polarization of social/economic goals often creates an either/or dichotomy in which one is emphasized at the expense of the other.

Two primary target areas for follow-up action emerged from the three days of meetings, highlighting the concerns most often expressed by participants:

- (1) The need to understand and evaluate the economic benefits of historical resource development in order to pursue more aggressively such objectives.

- (2) The need to develop and enhance the skills and techniques required to build successful linkages to indigenous populations, thereby increasing local community participation in historical resource development programs.

The economic implications of historical resource development (for example, revenue generation, employment opportunities, the need to "sell" programs to government, effective cost/benefit analysis of ongoing projects) were of serious concern to the delegates. Economic

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objectives, it was concluded, need to be defined and addressed more effectively by activists (whether from the public or private sectors) if historical programs in the region are to integrate cultural and social values with the economic growth priorities of developing island areas.

How to use the community as a resource in achieving more broadly based, locally supported programs was identified as a second area of concern by delegates to the St. Kitts meeting. The importance of participatory strategies (particularly given the "elitist" image of many historical programs) in winning public support, enhancing indigenously derived development, and as a source of information and feedback was clearly recognized by participants. But how to develop programs more responsive to participatory approaches and how to create necessary linkages to local populations were areas in which delegates expressed a need for additional training, for improved communication with other practitioners, and for opportunities to examine successful, operational programs in the region.

Often a key phrase or particularly succinct statement can best capture the essence or substance of an experience. Several come to mind in looking back upon those October days in 1983 on the island of St. Kitts.

*\* Community involvement ... it's the initial mindset which is so basic it becomes the point from which you start, coloring and influencing how every aspect of your program is designed and implemented.*

Whether focusing on a community museum in Marie Galante, a dance company in St. Croix, an archaeological project in Montserrat, a historic site restoration program in Dominica, St. Kitts, or Antigua, one compelling dynamic seemed to dominate those activities as described by workshop participants -- namely, the value placed on community involvement by project designers.

Whether it was instinctive, born of experience, or guided by necessity, those working in the field of historical resource development in the Eastern Caribbean seem to recognize a responsibility and obligation to establish programs drawing upon local knowledge and local experience and linking program goal definition, program planning, program implementation, and program evaluation to community needs and aspirations. Some have done this more effectively than others, and in many cases the older image of expatriate elitists indulging aesthetic avocations and colonial nostalgia lingers. Yet, looking to the future, one could hypothesize that the group assembled in St. Kitts is representative of a new generation of islanders who are increasingly,

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and determinedly, committed to the principle and practice of local, community participation.

*\* We need to start thinking like businessmen, to become more business-minded in our approaches to historical resource development.*

Most often citing the economic achievements at Nelson's Dockyard in Antigua, participants acknowledged the importance of creating a viable economic rationale for historical projects -- even when a site as remarkable as the Dockyard is not the program target.

Those involved in resource development activities in the Eastern Caribbean in the last decade have begun to move beyond a preservationist approach to one which interprets conservation goals in terms of economic reality. While economic values need not dominate the process, they no longer can be ignored -- not simply because successful articulation of economic objectives is required for optimal political and financial support, but also because it is only through an integration of conservation and economic values that truly sustainable development in the Eastern Caribbean is achievable.

*\* Participatory research, as an alternative approach to historical scholarship, evolves not from dusty books, but from a concern that the research process, as well as the research results, must serve and benefit the cultural base of the community involved.*

Examples presented at the workshop of non-formal, experiential, and grass roots-based approaches to the study of history and to the use of historical artifacts provided ample evidence that a number of creative experiments are underway in the Eastern Caribbean. Such efforts emphasize the process -- not the event -- as being critical to program success, for the thing of value which is created is the experience itself, which first grows out of the community and then is given back to the community (the eco-museum in Marie Galante and the ethno-archaeology project in Montserrat being examples of such initiatives). Workshop participants had not abandoned linkages to more disciplined forms of research, but several were also linking traditional scholarship to more interpretive and participatory strategies.

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*\* What historical resource development is really all about  
is the ability to look to the past to understand  
and perhaps solve the problems of today.*

If historical resource development can be used as a tool by West Indians to examine themselves and to strengthen their cultural roots by relating solutions for present day problems to the historical past, we have established a powerful justification for such programs in the Eastern Caribbean. The integrated quality of the human experience permits us to learn from a rich legacy of historical knowledge and applications. Only as our programs and organizations become a part of a learning process as well as a doing process will we succeed fully in our efforts.



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