

Reestablishment of the Soufriere Water Taxi Rotation



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Citation

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Disclaimer

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Introduction

Rationale

The establishment of the Soufriere Marine Management Area (SMMA) in Soufriere, Saint Lucia, in 1995, led to the growth of marine-based tourism. An increase in yacht calls and tourists requesting services from water taxis was realized. The Soufriere Marine Management Association in collaboration with other agencies, assisted water taxi operators in Soufriere to form an association to make representation for the members and protect their interests. The Soufriere Water Taxi Association (SWTA) was formally launched in 1996¹. The SWTA implemented a rotation system and standardized a price list in the late 1990s.

In the early 2000's an absence of business sense and arising internal conflicts led to a rift in the SWTA. The remaining members of the SWTA registered this company in accordance with the Companies Act of St. Lucia in 2004 as the Soufriere Water Taxi Association Inc. (SWTA Inc.). The other operators formed another association called the Soufriere Boaters Inc. The two Associations requested the SMMA, as a neutral body, continue implementation of the rotation. The SMMA then assumed the responsibility to generate and distribute the rotation to operators and hotels. Operators were required to be members of one of the two associations and to show proof of license and insurance to be included in the rotation.

In 2008, the rotation was discontinued due to escalating conflict among operators. Conflicts included the rampant practice of undercutting, operators not abiding by the rotation and verbal arguments and threats. Operators continued plying for hire at the two beaches and in certain instances, the main hotels at Anse Chastanet and Jalousie utilized local vessel operators to provide water taxi services including tours to their guests.

However conflicts continued and the hotels recorded an increase in guest complaints about water taxi operators, crew and their service. In an effort to reduce solicitation and improve the tourist product offered by water taxis and guest experience, the security department at the Jalousie Plantation Resort approached the operators and organized a number of ad hoc meetings to find solutions to remedy the issues. These ad hoc meetings were held from 2009 to 2011. The SMMA was invited to one such meeting held on 14th April 2012 by a water taxi operator. The Head of Security at the Jalousie Plantation informed the operators that analysis of guest reviews indicated an increase in negative comments about them. The security officer implored operators to change their behaviour and improve their service.

The operators proposed reinstating the water-taxi rotation to address most of the issues with the support of the hotel to provide a booth or centralized operations space where a sole agent could be stationed. The hotel representative indicated a willingness to work with operators to provide a booth and better management of the water-taxi service offered to their guests.

A window of opportunity was presented in the form of funding from a follow-up activity grant from the CERMES led project titled "Adaptive Capacity for MPA Governance in the Eastern Caribbean".

¹ Constitution of the Soufriere Water Taxi Association. 1996

This grant was used to fund activities which led to reestablishment of the water taxi rotation in Soufriere (Appendix I).

Objective

Re-establish and implement a rotation for water taxis plying for hire in Soufriere.

Methods

Water Taxi Rotation

A scoping meeting was held with all water taxi operators and owners who ply for hire from Soufriere, to gauge their interest and willingness to re-establish a water taxi rotation schedule. Participants identified the issues which caused the break-down of the previous rotation and proposed developing a memorandum of agreement to formalize a process to manage those issues. Criteria for joining the rotation were also discussed.

A sub-group was formed to develop a standardized price list for water-taxi tours and packages which was circulated to members. The water taxi rotation was developed and circulated one-week before implementation of the rotation. A follow up meeting was held to review implementation of the rotation and revise the price list.

Results

Water Taxi Rotation

At a meeting held on 21 April 2012, water taxi operators and owners unanimously agreed to re-establish the rotation to manage vessels plying for hire from Soufriere (Appendix II).

Criteria for joining the rotation are being developed. This includes presentation of valid licenses, registration and insurance documents. A directory of water taxis on the rotation has been compiled. Operators are now in the process of obtaining the requisite vending license to be fully compliant with all national regulations.

A water taxi rotation was developed and pilot tested during the period 30 April – 19 May. The rotation schedule and implementation was reviewed before the second issue of the rotation at a meeting held on 14 May 2012. At that meeting, operators have expressed satisfaction with the rotation and its implementation thus far (Appendix II). A standardized price list was developed and subsequently revised (Appendix IV). The new price list was distributed to all operators.

Discussion

The Soufriere Marine Management Association Inc. is continuing to perform the role of mediator to assist in managing conflicts amongst users, in this instance, water taxi operators. Since the operators themselves called on the SMMA Inc. for assistance to re-establish the rotation and the process has been a highly participatory one, the rotation has a greater chance for success. The role of the SMMA Inc. has been solely as a facilitator with operators making decisions on all elements of the process including criteria for joining, developing and approving of the price list and developing

guidelines for operation.

The method used to assign vessels on the schedule is the same as what was used in 2008 when the rotation was disbanded. Operators have expressed satisfaction with the order of vessels and the method used.

During the pilot phase of implementation a number of vessels approached the SMMA Inc. to request more information about the rotation and to request to be included. The initial rotation did not include fishing vessels as none of those vessel operators had presented their requisite documents to the SMMA Inc. Their request to be included was raised at the review meeting. The majority of participants at the second meeting comprised vessel owners/operators who were not at the first meeting and who sought to be included on the rotation. The second issue of the water taxi rotation (Appendix V), therefore included slots for two recreational fishing vessels.

The rotation can accommodate ten water taxis. From the criteria which are being developed, each operator is allowed to have only one registered vessel on the rotation list. Vessels will be added to the rotation upon presentation of all requisite licenses, registration and insurance documentation.

Key Learning

1. Conflicts are never completely resolved however can be managed. Various strategies need to be employed to address specific issues and recurrent problems.
2. Actors involved in the process of conflict management must be prepared to adapt.
3. SMMA Inc. is viewed by stakeholders as a neutral body and thus the most suitable agency to manage conflict among users of the SMMA although formal associations exist.
4. The guidelines which will be used to govern the water taxi rotation is being developed has to be in accordance with the bylaws of the two associations.

References

SWTA. 1996. Constitution of the Soufriere Water Taxi Association. 1996

Appendices

Appendix 1. MPA governance follow-up form for SMMA

Adaptive capacity for MPA governance in the eastern Caribbean: Follow-up Activity Form

Please complete all sections and submit as an email attachment to
patrick.mcconney@cavehill.uwi.edu

1. Contact information

Workshop #	2	Theme of activity	Development of a Strategic Plan
Title of activity	Development of a 5 Year Strategic Plan for the Soufriere Marine Management Association Inc.		
Organisation	Soufriere Marine Management Association Inc.		
Town/location	Soufriere		
Area/parish			
Country	Saint Lucia		
Activity leader	Nadia Cazaubon / Allena Joseph		
Title of post held	Project Officer / Fisheries Biologist		
Telephone(s)	(758) 459-5904 / (758) 468-4141		
Facsimile(s)	(758) 459-7799 / (758) 452-3853		
Email address(es)	cazaubon@smma.org.lc , smma@candw.lc / allena.joseph@maff.egov.lc		
Skype name(s)	nada.sonia / anella101		

We will use e-mail for most communication so give addresses that are reliable and are checked regularly.

Type responses in the boxes below and they will expand to fit the text. Try to be concise but very clear.

2. What is the purpose/objective of your activity related to adaptive capacity for MPA governance? (<100 words)

Re-establishment of the Stakeholder Committee according to Article 8, Section 6 of the Agreement To Manage The Soufriere Marine Management Area.

The Board of Directors of the SMMA has recognized the need to develop a strategic plan to guide the management of the Soufriere Marine Management Area. The management structure of the SMMA has continued to evolve since it was established in 1995 demonstrating the ability to adapt to external and internal changes.

4. What specific (measurable, verifiable) outputs will you achieve by the end of the activity? (3-5 bullet points)

- Stakeholder Analysis – a revised and comprehensive list of stakeholders in SMMA and CAMMA will be produced.
- Stakeholder consultations will lead to nominations to re-establish the Stakeholder Committee

5. What is your scheduled work plan and budget for the 1-4 week activity? (Insert or delete rows as necessary)

Task description (major tasks to be accomplished for deliverables)				Wk1	Wk2	Wk3	Wk4	Cost (USD)
Identify and hire a consultant according to TOR				X				\$300.00
Stakeholder analysis				X	X			\$1,000.00
Stakeholder consultations					X	X	X	\$500.00
Develop and implement water-taxi rotation						X	X	\$200.00
Start date	23 rd April 2012	End date	25 th May 2012	Total budget for activity =				\$2,000.00

6. In the table below list the critical resources or stakeholders in the activity and their roles. (Insert or delete rows)

Critical resource or stakeholder identified	Role in implementing the activity or specific tasks
Nadia Cazaubon & Allena Joseph	Project coordinators: organize workshop & meeting, coordinate logistics & prepare report)
Stakeholders	Attend consultations
Consultant	Stakeholder Analysis
SMMA Board of Directors	Attend and co-facilitate consultations

7. Are there any assumptions or circumstances that may impact on successful implementation? (<100 words)

Views expressed during the consultations would not be based solely on the operations and functions of the SMMA Inc. but would include partisan politics.
Continued support from the Board of Directors in implementation.

8. If you are not authorised to sign follow-up agreements on behalf of your organisation, identify the person who is

Authorised person	Sarah George
Title of post held	Interim Chair-person

9. Any other pertinent information (<100 words)

Another SMMA project which includes stakeholder consultations will be implemented concurrently with this project. The stakeholder consultations will complement each other however they must be properly organized.

Submitted to CERMES on (dd/mm/yy)		By (name)	Nadia Cazaubon
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The completed form is not expected to exceed three pages in length. Thank you.

Appendix II. Minutes of First Meeting with Water Taxi Operators from Soufriere

MINUTES

Meeting of Water Taxi Operators in Soufriere

Venue: Soufriere Fishermen's Complex

Date: Saturday 21st April, 2012

Attendance:

Name	Affiliation	Vessel Name/Owner or Crew	Contact #
Fabian Charles	Soufriere Water Taxi Association	Shaq Attack - Owner	486-5530
Solomon St. Brice		Justice - Owner	717-5643
Randolph Nicholas	Soufriere Water Taxi Association	Ocean Angel – Owner	715-6472
Cynthia Alexander	Castries Boaters Association	Son of Man – Co-owner	715-2748
James Alexander	Castries Boaters Association	Son of Man – Co-owner	518-2169
Anthony St. Brice	Soufriere Water Taxi Association	Livity – Owner	488-7820
Sylvester Desir	Soufriere Boaters Inc.	Moby Dick Tour (1& 2) – Owner	714-2139
Gasper Blaize	The Jalousie Plantation	N/A	485-4047
Wilbert Didier	Soufriere Water Taxi Association	More Justice	712-7071
Terry Joseph	Soufriere Water Taxi Association	Why Knot	718-2422
Malcolm James	Soufriere Water Taxi Association	Things to Talk	722-5048
Francis Hippolyte		Welcome	
Nadia Cazaubon	SMMA Inc.	N/A	459-5500

Nadia Cazaubon, Officer in Charge at the Soufriere Marine Management Association Inc. welcomed and thanked participants for attending. Ms. Cazaubon proceeded to give the background and purpose of the meeting. A few water-taxi operators had indicated a willingness to reinstate a rotation system for water taxis operating from Jalousie beach.

Background.

The Soufriere Water Taxi Association implemented a rotation system in the late 1990s. However the group split and the Soufriere Boaters Inc. was formed in the early 2000's. Due to lack of trust

between the two Associations, they requested the SMMA, as a neutral body, continue implementation of the rotation. The SMMA then became the central body to generate and distribute the rotation to operators and hotels. Operators were required to show proof of license and insurance to be included in the rotation. Two vessels were scheduled to be on Jalousie Beach and another two were stationed at Anse Chastanet. The other vessels were placed on stand-by.

In 2008, the rotation was discontinued due to arising conflict among operators. Operators accused each other of undercutting and not abiding by the rotation.

The security department at the Jalousie Plantation Resort, in an effort to reduce solicitation and improve the tourist product offered by water taxis and guest experience, approached the operators and organized a number of ad hoc meetings to find solutions to remedy the issues. These ad hoc meetings were held from 2009 to 2011. At a meeting on Saturday 14th April, 2012, the SMMA was invited to one of these meetings by a water taxi operator. The Head of Security at the Jalousie Plantation informed the operators that guest reviews indicated an increase in negative comments about them. He stated that in some instances operators were named however in most cases, the negative comments were generalized at all operators. He also indicated that there was an increase in the number of guests complaining of being offered illegal drugs. In one instance, a well-connected guest wrote to the hotel that they would no longer return to the island due to harassment from water-taxi operators who had offered his family illegal drugs. The security officer implored operators to change their behaviour to improve their service and listed a few issues which he would like resolved including

1. Disorderly conduct by operators and crew in the presence of clients
2. Solicitation which borders on harassment of guests lounging on the beach
3. Confrontations between operators over guests
4. Use of obscene language
5. Sale of illegal drugs by questionable 'crew'

The operators proposed reinstating the water-taxi rotation to address most of the issues with the support of the hotel to provide a booth or centralized operations space where a sole agent could be stationed. Mr. Blaize indicated that he would approach the hotel management with this request if operators committed to addressing the issues and reinstating the rotation schedule.

Ms. Cazaubon requested, by a show of hands, for all operators to indicate their interest in reinstating the roster at the beginning and the end of the meeting.

Beginning: Seven out of eight operators raised their hands.

End: All operators raised their hands.

Operators raised a number of issues which led to the discontinuation of the previous roster including

1. Operators undercutting each other.
2. Operators who are unable to work on their allotted schedule will not be allowed to authorize another operator to work on his behalf except in the exceptional circumstance of a medical illness which will require the operator produce a medical certificate. This operator will be required to abandon the slot allowing the next stand-by vessel to take that schedule

slot.

3. Operators not abiding by the rotation and operating on the beach out of turn.
4. Vendors and hotel workers soliciting guests for specific operators who may be relatives or friends.

The following recommendations were made

1. The Soufriere Marine Management Association Inc. would be the agency responsible for preparing and distributing the roster.
2. Operators must be members of either the Soufriere Water Taxi Association or the Soufriere Water Craft Association to be included on the roster
3. Operators would be required to provide proof of insurance and requisite license to ply for hire, and operator/boat master certification. Crew certification would be required once SLASPA commences this program
4. Regulations governing the operators and functioning of the roster will be developed with the SMMA as the lead. The regulations will then be circulated to all operators for review and then finalized. Operators would then be required to sign this document.
5. A Disciplinary Committee should be established to resolve conflicts that may arise between operators. The committee will comprise of the SMMA Manager, Head of Security at Jalousie hotel, a police officer and 2-3 water taxi-operators.
6. A standardized price list will be designed which will be implemented at the launch of the rotation on Monday 30th April, 2012. Three operators volunteered to attend a meeting with Ms. Cazaubon at the SMMA on Tuesday 24th April, 2012 to negotiate this list: Randolph Nicholas, Solomon St. Brice and Sylvester Desir.
7. No vendors should be allowed to solicit/advertise business for any operator who is on the rotation schedule.
8. Requested trips will be allowed if guests request specific operators who are not on the rotation for a specific day. However this operator will only be allowed access to pick up and drop off the tour party and will not be allowed to remain on the beach or solicit business.

The operators made the following proposal to Jalousie hotel.

1. Provide one booth for water-taxi agents to vend from. In the interim, until a booth is provided, the operators agreed that only the captain would be allowed to advertise and solicit business on the beach.
2. Promote and advertise the service of water-taxi operators on the rotation to guests during orientation and during their stay.
3. No hotel worker should be allowed to solicit business for any specific water-taxi operator. Employees should be required to direct guests to the booth.

Ms. Cazaubon offered to engage management at the Anse Chastanet Hotel & Jade Mountain resort to consider implementing a rotation for that area as well.

The meeting was adjourned at 6:32PM

MINUTES

Meeting of Water Taxi Operators in Soufriere

Venue: Soufriere Fishermen's Complex

Date: Monday 14th May, 2012

Attendance:

Name	Affiliation	Vessel Name/Owner or Crew	Contact #
Solomon St. Brice	Soufriere Water Taxi Association	Justice	717-5643
Caroline Aimable	Soufriere Boaters Inc.	Mystic Man Tours	459-7783
Karlis Noel	Soufriere Boaters Inc.	Reverie	488-1213
Alvin Philip	Soufriere Water Taxi Association		714-1457
Sylvester Desir	Soufriere Boaters Inc.	Moby Dick Shoka	714-2139
Mark Mercier	Soufriere Boater Inc.	Chesapeake Lady	724-4903
Terry Joseph	Soufriere Water Taxi Association	Why Knot	718-2422
Nadia Cazaubon	The Soufriere Marine Management Association Inc.		459-5500

Opening & Welcome

Nadia Cazaubon, Officer In Charge of The Soufriere Marine Management Association Inc., welcomed everyone to the meeting. Ms. Cazaubon restated the position of the SMMA Inc. as a neutral body facilitating the implementation of the water-taxi rotation. The agenda for this meeting was as follows

1. Review criteria to be placed on the rotation
2. Discuss successes and challenges faced in the first round of the rotation
3. Discuss requirements for Vending License from National Conservation Authority
4. Review price list

Ms. Cazaubon expressed disappointment at the turn out of the meeting as invitations were addressed and hand delivered to all vessel owners on the rotation and all interested persons. An invitation had also been posted on the door of the SMMA. Ms. Caroline Aimable offered that whereas invitations were also delivered for the first meeting and that agenda was to discuss the

criteria to be on the rotation, owners and operators were satisfied that they met the criteria and had been placed on the rotation therefore they did not deem it necessary to attend any further meetings.

One participant recommended that a rule be established that should a member not attend two consecutive meetings, he/she will be temporarily suspended from the rotation. The other participants unanimously agreed.

The minutes of the meeting dated 21 April 2012 was reviewed and no errors or omissions were raised.

Criteria for Acceptance on the Rotation

Representatives from both water-taxi associations in Soufriere i.e. Soufriere Water Taxi Association Inc. and Soufriere Boaters Inc., indicated that although the Associations have not had any formal meetings, correspondence from national agencies are still circulated to them. Ms. Cazaubon encouraged members present to revitalize the associations to protect the interests of their members. This is because one of the criteria for being on the rotation that members had agreed upon at the previous meeting, is that vessel owners/operators must be a member of one of the water-taxi associations in Soufriere. Mr. Alvin Philip commented that since Mr. Solomon St. Brice was not a member of either association, he should be allowed to be on the rotation since he was one of the two operators who continued to offer service at Jalousie after the dissolution of the previous rotation in 2008. Mr. Terry Joseph informed the meeting that Mr. St. Brice was now an official member of the Soufriere Water Taxi Association Inc.

Rotation Implementation: Successes and Challenges

Ms. Cazaubon then asked persons present to comment on the successes and challenges of the first weeks of implementation of the rotation. The following comments were noted.

1. Operators who are not on the beach during a rotation period should not be there unless coming to pick up guests on a requested trip. One operator, Mr. Randolph Nicholas, is still coming to the beach on a regular basis on days when his vessel should not be there. It was reported that Mr. Nicholas comes to the beach very early and leaves as late as 9 am during which time he solicits tours. In another incident, Livity's crew came to the beach from 8:30 am and stayed there till noon claiming to be waiting for payment from a guest for a tour which had been conducted. However the crew member actively solicited business whilst 'waiting' for this guest when Livity was not scheduled to be on the beach that day.
2. It was again reiterated that vendors should not act as agents to sell tours or solicit business for any relative as is the case with Mr. St. Brice's mother.
3. Undercutting is still occurring although a draft price list had been prepared and distributed.
4. All operators indicated that the rotation has been progressing smoothly despite the few incidents of persons trying to beat the system.
5. Security at Jalousie have been cooperating with vessel operators and are doing a "good job".
6. No reports of conflicts or verbal arguments between operators during the first two weeks of implementation of the roster.

Participants agreed that most of these issues should be addressed once the group had hired and

stationed an agent at the beach. This agent would sell tours on their behalf. They also agreed that if these incidents are allowed to continue then the rotation will be undermined and ultimately fail.

Ms. Cazaubon informed the group that the National Conservation Authority had informed the SMMA Inc. that no water-taxi operator had a license to vend at any of the beaches in Soufriere. The NCA provided the application forms to the SMMA Inc. for distribution for all water taxis on the rotation to apply for this license. The requirements for application are: completed application form, two (2) passport photos, police record and two reference letters. Ms. Caroline Aimable raised the point that water taxi operators have too many government agencies to apply to, for various licenses and appealed to the SMMA Inc. to raise this issue at a national level to try to get government to streamline the process. She indicated that the process was cumbersome as each agency would request original copies of the same document such as police record, medical certificate.

The price list was reviewed and is attached in Appendix I.

Ms. Cazaubon informed the operators that a sign and price list would be prepared once the prices have been finalized. The sign "Official Water Taxi" and the price list will be installed on the booth once it is made available.

The meeting was adjourned at 6:32 and refreshments were served.

Appendix IV. Soufriere Water Taxi Price List (2nd Draft)

SOUFRIERE WATER TAXI PRICE LIST

Pick-Up Location	Destination	Price List (USD)	
Jalousie/Soufriere	Soufriere	\$60	1 – 4 persons
Jalousie/Soufriere	Anse Chastanet	\$80	1 – 4 persons
Jalousie/Soufriere	Anse Cochon	\$150 (1-2 persons)	\$200 (3-4 persons)
Jalousie/Soufriere	Anse La Raye Fish Fry	\$200	1 – 4 persons
Jalousie/Soufriere	Marigot Bay	\$180 (1-2 persons)	\$220 (3-4 persons)
Jalousie/Soufriere	Castries Shuttle (6 hour trip)	\$200 (1-2 persons)	\$240 (3-4 persons)
Jalousie/Soufriere	Rodney Bay/Pigeon Point	\$300 (1 – 4 persons)	
Anse Chastanet	Soufriere/Jalousie	\$80	1 – 4 persons
Anse Chastanet	Anse Cochon	\$120 (1-2 persons)	\$150 (3-4 persons)
Anse Chastanet	Anse La Raye Fish Fry	\$140	1 – 4 persons
Anse Chastanet	Marigot Bay	\$160 (1-2 persons)	\$200 (3-4 persons)
Anse Chastanet	Castries Shuttle (6 hour trip)	\$200 (1-4 persons)	\$220 (3-4 persons)
Anse Chastanet	Rodney Bay/Pigeon Point	\$275 (1-4 persons)	

Price List (Twin Engines or Single Engine 150+ hp)

Pick-Up Location	Destination	Price List (USD)	
Jalousie/Soufriere/ Anse Chastanet	Marigot	\$300	1 – 4 persons
Jalousie/Soufriere/ Anse Chastanet	Castries	\$350	1 – 4 persons
Jalousie/Soufriere/ Anse Chastanet	Rodney Bay/Pigeon Point	\$400	1 – 4 persons



Swim Stop available on trips to Anse Cochon, Marigot and Rodney Bay/Pigeon Point



Restaurant Dining available at Anse Chastanet, Anse Cochon, Marigot, and Rodney Bay



Castries shuttle includes 4 hours of leisurely duty free shopping at Pointe Seraphine and La Place Carenage.

Appendix V. Soufriere Water Taxi Rotation

Soufriere Water Taxi Rotation

Template	Day 1-4	Day 5-8	Day 9-12	Day 13-16	Day 17-20
Beach 1	Boat 1	Boat 5	Boat 4	Boat 3	Boat 2
Beach 2	Boat 2	Boat 1	Boat 5	Boat 4	Boat 3
Stand By 1	Boat 3	Boat 2	Boat 1	Boat 5	Boat 4
Stand By 2	Boat 4	Boat 3	Boat 2	Boat 1	Boat 5
Stand By 3	Boat 5	Boat 4	Boat 3	Boat 2	Boat 1

Jalousie	30 Apr - 3 May	4 May - 7 May	8 May - 11 May	12 May - 15 May	16 May - 19 May
Beach 1	Livity	Ocean Angel 2nd	Why Knot Ocean Angel	Moby Dick Shoka	Justice Moby Dick
Beach 2	Justice Moby Dick	Livity	2nd	Why Knot Ocean Angel	Shoka
Stand By 1	Shoka	Justice Moby Dick	Livity	2nd	Why Knot Ocean Angel
Stand By 2	Why Knot Ocean Angel	Shoka	Justice Moby Dick	Livity	2nd
Stand By 3	2nd	Why Knot	Shoka	Justice	Livity