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A STRATEGIC PLANNING APPROACH TO TOURISM DIVERSIFICATION
IN THE MUNICIPAL DISTRICT OF CLEARWATER

by

Neil J. Mac Donald

A Master's Degree Project
submitted to The Faculty of Environmental Design
in partial fulfilment of the requirements for the degree of
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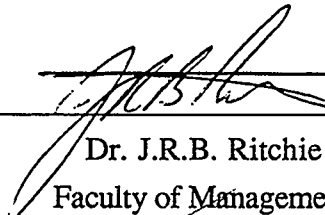

The undersigned certify that they have read, and recommend to the Faculty of Environmental Design for acceptance, a Master's Degree Project entitled:

**A STRATEGIC PLANNING APPROACH TO TOURISM DIVERSIFICATION
IN THE MUNICIPAL DISTRICT OF CLEARWATER**

submitted by Neil J. Mac Donald in partial fulfilment of the requirements for the degree of Master of Environmental Design.



Supervisor Prof. W.T. Perks
Faculty of Environmental Design

Dr. J.R.B. Ritchie
Faculty of Management

Prof. Thomas L. Harper
Faculty of Environmental Design

Date

June 23/87

ABSTRACT

A STRATEGIC PLANNING APPROACH TO TOURISM DIVERSIFICATION IN THE MUNICIPAL DISTRICT OF CLEARWATER

Neil J. Mac Donald

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Prepared in partial fulfillment of the requirements of the
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Supervisor: Prof. W.T. Perks

This Master's Degree Project applies and evaluates a strategic planning approach to long-range tourism planning in a community setting. Traditional approaches to tourism planning are discussed leading towards a description of community tourism planning. A critical review is provided of Alberta Tourism's Community Tourism Action Planning Guide including recommendations to make it more strategic. The study region is described including previous tourism planning projects completed by the client group. Trends affecting tourism in social, political, technological, and political spheres are described as well as the factors affecting tourism supply in the Municipal District of Clearwater. An account of a community tourism planning workshop is provided. Recommendations for improvements to the Community Tourism Planning Program and future applications of strategic planning in community tourism ventures are given.

Key Words: Strategic planning, tourism, tourism planning, community tourism.

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INTRODUCTION

TOURISM

This Master's Degree Project (MDP) examines tourism in Alberta with two broad considerations in mind: firstly, understanding the tourism phenomenon--how it has evolved and what societal trends and factors currently bear on tourism developments; and secondly, studying the issues and concepts significant when planning for tourism in the community.

Objectives of the Research Program

There were three objectives of this MDP. The first was to apply and evaluate the utility of a Strategic Planning approach in a community tourism planning project in Alberta. As a community-based planning exercise, the processes' utility was evaluated with regard to it being employable by a local committee with minimal outside aid, and as an approach producing unique analyses, distinct from the approaches currently being applied in Alberta. Second, the MDP was designed and undertaken to assist the community in the Municipal District of Clearwater in their tourism planning--specifically, the formulation of a set of long-range tourism goals and policies to direct future tourism development in the region. These were designed to complement the community's on-going regional tourism planning program. Third, a critical analysis of the current practice of community tourism planning in Alberta was undertaken; suggestions are offered for improvements to the provincial process.

Research undertaken in pursuit of these objectives involved identification of factors affecting regional tourism supply based upon analyses of existing local surveys and research, and original surveys of key social group attitudes. Further analyses were performed to identify trends affecting demand for regional tourism resources in social, economic, political and technological areas using existing published and unpublished data. The research proceeded over a period of 18 months beginning in September 1988 culminating in a six hour workshop in February, 1989. Apart from this project, the author attended monthly TAC meetings and participated in market research and a subsequent workshop to produce a regional tourism marketing plan.

Background and Context For the Project

Past tourism developments in Alberta have not traditionally been planned or implemented with host community participation. Community development goals and concerns have not

commonly been incorporated by tourism developers into the planning process or reflected in tourism action plans.

This approach often produced developments which consumed local natural and cultural resources without significant returns to the affected community. The result was that the tourism industry frequently breached a community's "social carrying capacity"--i.e. the level of tourism activity beyond which satisfaction for both residents and visitors begins to decrease. If, for example, residents perceive that their access to social, cultural and historical resources in the community is compromised by the tourism industry, they may communicate their dissatisfactions to visitors, thus degrading the quality of the visitor's experience. If the trend continues unchecked, the area's reputation as a destination will suffer and eventually the tourism industry and the town experience declining revenues (D'Amore, 1983, p.145). Other general problems are: the often seasonal nature of the industry; the potential for conflicts with resource based industries; and the low wage rates common to the service sector.

Murphy (1985) and D'Amore (1983) have both called for locally conceived and designed tourism developments which maximize economic returns to communities, respect existing and emerging community goals, and ensure that communities have at least partial control over tourism development. Tourism, as defined by Murphy, depends upon a combination of physical and human resources within the community which form the foundation of the industry. It is therefore "irresponsible for tourism facility operators to enclose, endanger, or destroy community resources for selfish purposes" (1985, p.13). He asserts that for a destination to prosper, there must be a balance between considerations of business, social concerns, economic concerns, and environmental management issues (1985, p. 70).

The tourism industry is growing due to a number of societal and technological trends. The average family's disposable income is increasing and they enjoy more leisure time. Improvements in transportation technology have allowed people to travel more frequently at lower cost; this trend should increase with deregulation in the travel industry. With increasing educational levels, desires for intellectual development and cultural understanding have also tended to rise. Effective advertising identifies to prospective travelers the wide range of options available and encourages travel. Moreover, paid holidays have become the norm in most industries. The "baby boomers" have aged and they represent a growing tourism market. Also, travel tends to be habit-forming. People retire earlier today and better prepared financially than previously, and this has also contributed to the growing travel market (Epperson, 1977, p.14).

As part of the provincial government's industrial diversification policy, tourism has been targeted as a desirable industry (Travel Alberta, 1985). In 1987, Travel Alberta released the

Community Tourism Action Planning Program to initiate and fund tourism planning at the local level. To date 94 communities have completed community tourism plans with 110 more in process.

The Municipal District of Clearwater: Tourism Planning Experience

Rocky Mountain House (pop. 5261) and the Municipal District of Clearwater, located in west-central Alberta, have relatively diversified economies dependent upon forestry, coal mining, agriculture, oil and gas, and tourism. At the inception of this MDP (1988), the primary industries had been in decline for several years. The town is the largest community and serves as the regional service centre in the M. D. of Clearwater. With Rocky Mountain House's rich human and natural history, scenic surroundings, developed tourism infrastructure, close proximity to wilderness areas, Provincial and National Parks, and relatively quick access to major provincial population centres, the community determined to diversify into tourism.

Further tourism diversification is an attractive goal for community development in the M. D. of Clearwater because: the industry has long-term growth potential; relative to primary industry, it is "clean"; it is a renewable economic activity if managed properly; tourism is associated with cultural development through historical site rehabilitation and conservation; and planned tourism has a close relationship with natural resource conservation.

In the fall of 1985, the Town Council of Rocky Mountain House formed a Tourism Action Committee as part of a pilot study for Travel Alberta's Community Tourism Action Planning Program (CTAP). The community determined that a cooperative approach with the Municipal District of Clearwater would utilize regional resources more effectively. When originally contacted in March of 1987 by the author, the Tourism Action Committee (TAC) had already produced a list of short-term objectives; long-term goals for community tourism had not been selected. Issues in the community identified during these early stages were hospitality improvements, attractions development and promotions.

While the TAC diligently applied the CTAP process, their attention was concentrated upon markets the community was already serving. Regional problems such as competition between resource-based industry and tourism for natural assets had not been considered. Nor had they explored opportunities or markets associated directly with their past experience. After discussions with the author, the TAC decided to apply a Strategic Planning approach to the community's tourism diversification programme and longer-term plan.

Document Outline

This Master's Degree Project (MDP) is organized into three parts. Part I is comprised of three chapters providing a background to this project. It begins with an overview of tourism in Alberta which reveals a trend away from laissez-faire approaches to tourism planning, towards public-private sector partnerships encompassing local community needs and goals. The second chapter describes a similar evolution in community tourism planning away from being purely "expert-based", towards participatory approaches encompassing local social and natural concerns, as well as profit-seeking needs of the project proponents. The third chapter is a critical review of Travel Alberta's Community Tourism Action Planning process. Recommendations towards making the CTAP process more strategic are included in Part III, Chapter 8.

Part II begins with an account of the methodology of this project and a brief description of the subject community, region, and planning committee (Chapter 4). Chapter 5 contains data and information gained through researching the external environment, or the forces affecting demand for regional tourism resources. Chapter 6 briefly describes the internal environment or factors affecting tourism supply including survey findings. Chapter 7, a descriptive account of the Workshop that terminated this project, concludes Part II.

Part III contains a final chapter detailing the lessons learned for future applications of Strategic Planning, including recommendations for the Community Tourism Action Planning (CTAP) program. The utility of the process, planning tools employed, and local factors affecting project results are discussed.

PART I

**THE DEVELOPMENT OF TOURISM AND
TOURISM PLANNING IN ALBERTA**

CHAPTER 1 AN HISTORICAL OVERVIEW OF TOURISM IN ALBERTA

CHAPTER 2 COMMUNITY TOURISM APPROACHES: OVERVIEW

CHAPTER 3 COMMUNITY TOURISM PLANNING APPROACHES: ALBERTA

Chapter 1

AN HISTORICAL OVERVIEW OF TOURISM IN ALBERTA

Traveling in high-speed comfort, tourists in Alberta today have more in common with earlier travelers than they might suppose. Modes of travel, accommodations, food, and some of the attractions have evolved--and in most cases improved--but the underlying motivations for travel in Alberta have not altered in many respects. Travel motivations are significant because the Municipal District of Clearwater offers the recreational assets--wildlife, clear rivers, lakes, and forests--that have drawn visitors to Alberta for centuries.

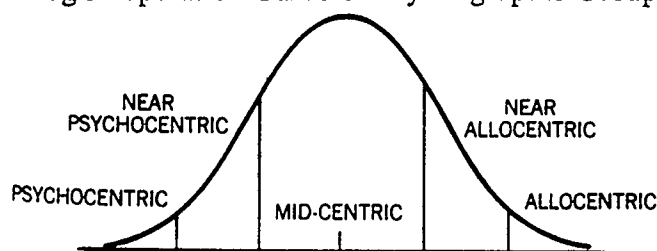
Modern travel motivations have been described as: desires for rest and relaxation; a need to escape from routine; a desire for intellectual enrichment; a need for family togetherness; a desire for exotic adventure and excitement; and self discovery (Murphy, 1985, p.22). Journals, paintings, and photos left by early travelers suggest they too sought similar ends: especially exoticism, excitement, intellectual challenge and escape from routine.

The one motivation for travel inapplicable to a pre-1885 traveler in Alberta is a desire for rest and relaxation. Prior to the arrival of the Canadian Pacific Railway, the Canadian west was a land exacting rigour and toil from the traveler. The few establishments offering refuge to travelers were the posts of the fur trade and these, especially the earliest ones, were at best rustic. Pioneer tourists were willing, and often forced, to undergo extreme hardship in order to complete their journeys. Modern tourists are typically less willing to experience hardship or discomfort; high standards of comfort and service are expected. This does not imply that all modern travelers are less rugged; rather it indicates more diverse types and greater numbers of people travel in Alberta today.

Using Plog's (1972) population curve of psychographic traveler groups, reticent, conservative travelers are categorized as "psychocentric", and adventure-seeking, bolder tourists are termed "allocentric", it may be concluded that early travelers in Alberta fall mainly into the latter category (Figure 1.1). Early travelers sought something different, exciting and possibly risky. Today, Alberta offers attractions appealing to both types of traveler.

Figure 1.1

Plog's Population Curve of Psychographic Groups



(Ritchie and Goeldner, 1987, P.209)

A few illustrative examples of early traveler's motivations will be discussed. A bias is introduced into the historical record through reliance upon personal journals. Generally, only wealthy travelers recorded their impressions while traveling since only they could afford to travel for pleasure (John Towner, 1988, P.51). Fur traders, trappers, voyageurs, etc., were either too busy with daily chores, or were illiterate. Consequently, few first-hand accounts remain of the "working class" experience. Similarly, a sex bias is evident because by far, the majority of travelers were men--at least until the arrival of the railroad.

The Period Prior to 1883

Natives following the bison along the eastern slopes of the Rockies were the first travelers in Alberta.¹ However, other than oral histories and pictographs, they left few accounts of their experiences. Their movements were dictated by animal migrations, the seasons and enemies incursions or retreats.

In 1793, Alexander Mackenzie, a partner in the Northwest Company, while exploring the Peace River area for new trade routes, established the first trading posts in Alberta. In 1799, John McDonald of Garth, another Northwest Company man, founded Rocky Mountain House on the North Saskatchewan River. The Hudson's Bay Company, intent on matching its competitors' moves, established Acton House almost immediately adjacent. By competing for new trading areas and routes, the network of posts used by travelers for support and refuge grew.

Trading posts were important for two reasons: travelers would often sojourn at these establishments during excursions, and the posts were also used as staging points for further explorations. Often, the choice of travel routes was influenced by the location of these establishments.

Generally, trading posts in the Canadian Rockies were less profitable than northern posts due to the difficult geography of the area; lower native population densities as compared to the plains; and the environment yielded fewer trade species such as beaver. If it was not for their role as exploration staging points, posts such as Rocky Mountain House would likely have been abandoned.

Thomas Drummond, a Scottish botanist, was the first naturalist to study Alberta and the mountains. Traveling from Fort Edmonton to Jasper, Drummond spent the winter in the Grand Cache area in 1825. He returned to Fort Edmonton in 1826 with some 200 species of plants, mammals, and birds, including some previously undescribed species (Gadd, 1986,

¹For convenience, Alberta will be used despite the fact that it did not exist as a provincial entity until 1905.

p.751). Following Drummond came David Douglas, also a botanist, who traveled with the Hudson's Bay Company to the summit of Athabasca Pass, all the while collecting specimens.

Drummond and Douglas possessed travel motivations stemming from desires for intellectual development. They sought to learn about a land unknown to European academics. Neither one, especially Douglas, could be described a hardy adventurer. Although strong of spirit, Douglas was physically infirm and suffered from poor eyesight, although this did not inhibit him from climbing mountains while in Alberta (Gadd, p.751).

Sir George Simpson, later the Governor of the Hudson's Bay Company, was on an inspection tour of remote fur posts in 1841 when he traveled through what would later become Banff National Park. Esther Fraser refers to Simpson as "Banff's first tourist" (Fraser, 1969, p.1). A vain, ambitious but extremely competent administrator, Simpson averaged 43 miles per day by horseback which he considered a "... a fair rate of traveling" (Simpson, 1973, p.50). Due to his preoccupation with speed, Simpson rarely stopped long enough to enjoy his unspoiled surroundings. It was his custom to be on the trail by 5 a.m. and to travel several hours before breakfast (Fraser, p.4). Simpson was also notable for his later sponsorship of the artist Paul Kane who contributed much to the period's legacy.

Despite the business nature of his trip, Simpson engaged in tourism because his schedule was arranged so he could visit the furthest reaches of the HBC's empire; in Fraser's words, he was "...combining business with the adventure of exploration". With his senior position in the company, Simpson could have sent a subordinate. The fact that he did not indicates he sought exoticism, excitement and adventure. This speculation is supported by the fact that his route, new enough to the fur trade so that trails had not been established, exacted a high degree of exertion and toil from his party. High mountain passes and turbulent rivers offered regular dangers.

Missionaries like the Jesuit, Pierre De Smet, and the Wesleyan, Robert Rundle, were contemporaries of Simpson. In 1845, De Smet traveled through Alberta intending to make peace with the Blackfoot. After being repeatedly mis-directed by guides who had wished to avoid the violent Blackfoot, he briefly met them at Rocky Mountain House (Fraser, p.40). De Smet and Rundle's ministries both depended upon Hudson's Bay Company cooperation for shelter and native contacts (Fraser, p.47).

De Smet and Rundle exemplify individuals whose travels in Alberta likely stemmed from personal as well as missionary needs. It could be argued that both men were on church business, but they chose to minister where hardship, danger, and excitement existed. It seems they also sought escape from routine, intellectual enrichment, desires for adventure and excitement.

Of the early travelers, Paul Kane left the most vivid legacy of his journeys. Kane's boyhood was spent in eastern Canada "dreaming" of the wild northwest. After studying abroad, Kane's "sharpened taste for glorious adventure" led him to seek a way west (Fraser, p.48). After successfully petitioning George Simpson to sponsor him while he painted the fur trade and natives, Kane went west in 1846. Kane's relationship with the Hudson's Bay Company foreshadowed policies followed fifty years later by the Canadian Pacific Railway which employed artists, writers, and photographers to portray western scenes for promotional literature.

Like Simpson, De Smet, and Rundle, Kane kept a journal. He also left paintings and sketches which form much of the historical images we have of the fur trade. Kane's paintings portray a romanticized, idealized frontier: the natives are noble and brave while the voyageurs are high-spirited and gay even in their toil. His journal illuminates the traveling conditions encountered in the west and is a more honest portrayal of the living conditions he encountered. Of the hospitality at Rocky Mountain House:

"We had nothing to eat at Rocky Mountain House but rabbits, and even of those we could not get as much as we wanted; this was in consequence of the cache, in which the dried meat was placed, having been robbed by the Assiniboines..." (Kane, 1986, p.147).

The first-documented proto-tourist in search of sport was James Carnegie, the Earl of Southesk. Carnegie sought "excitement among the larger animals" to distract him after the death of his wife (Fraser, p.57). Prior to his embarking for the west, he consulted with recently-returned Paul Kane in Toronto. He maintained an amusing and light-hearted journal.

Carnegie did not travel in the spartan style of his predecessors; he brought a wagon, three carts, two large tents, furniture, a Shakespearean library, delicacies, and a formidable armory for the hunt. Accompanying him were: a gamekeeper, seven hired men, and Toma, one of the Hudson Bay Company's best voyageurs.

Adventurousness is evident in his descriptions of his meals. Despite shooting virtually every animal he came across, one day, west of Fort Edmonton, the Earl was reduced to breakfasting on skunk which tasted "...like sucking pig; very white, soft and fat, but there was a suspicion of "skunkiness" about it..." that prevented him from finishing the plateful (Carnegie, 1875, p.175). Carnegie typifies modern travel motivations. He sought intellectual enrichment, exotic adventure and excitement, and escape from routine. Judging from his journal, Carnegie was not disappointed with the west.

The first scientific expedition into Alberta arrived in 1857. Traveling west from Fort Garry, the principle members of the expedition--Captain John Palliser, leader; Dr. James

Hector, geologist; and Eugene Bourgeau, botanist--explored the Bow, Kicking Horse, Kootenay and upper Saskatchewan River valleys. Hector and Bourgeau, separated from the main party on a reconnaissance, explored most of the route that the Canadian Pacific Railway (and the Trans Canada Highway) would eventually follow. While on government business, the members of the Palliser expedition participated in the same recreational pastimes embraced by contemporary tourists, although the hunting trips sometimes assumed an air of desperation. Again, some members of the expedition--notably Bourgeau and Hector-- possessed credentials that could have obtained them less demanding and dangerous employment. Instead, they chose to travel to a wild and largely unknown land. Were they seeking adventure? Accounts of the expedition suggest that they found it.

Attracted by the Caribou gold-rush and a hunger for adventure, Lord Milton and Dr. Cheadle passed through Fort Edmonton where they had the acquaintance of Felix O'Byrne whom Esther Fraser refers to as the first "hitchhiker" (Fraser, p.88). After abandoning their gold mining aspirations, Milton, Cheadle and O'Byrne traveled west all the way to Victoria; a journey fraught with hardship and difficulty. The able Dr. Cheadle, with the aid of a Metis' called Assiniboine, is credited by Fraser with bringing the lazy Lord Milton and the incompetent Mr. O'Byrne through the difficult route along the dangerous Miette river (Fraser, p.94).

Early travelers and tourists in Alberta excluding fur traders and missionaries, generally sought sport and exotic adventure. Although their numbers were few, their experiences are documented in journals, photographs and paintings. These records describe a pristine west, later romanticized by tourism promoters and travelers. Ironically, these early travelers established the route for the railroad that later delivered tourists, who in turn, eschewed the hardships and discomforts accepted as routine by their predecessors.

Within 20 years of Milton and Cheadle, new travelers arrived in the west--the surveyors and engineers who worked to fulfil Sir John A. Macdonald's dream of a transcontinental railroad. With the completion of the railroad, the true beginning of tourism in the Canadian west began.

The Canadian Pacific Railway and the Birth of Modern Tourism in Alberta (1883-1918)

While the Canadian Pacific Railway made it possible for tourists to travel to Alberta in comfort, they were drawn by the same lures--spectacular scenery, sporting opportunities, adventure, etc.--that initially drew visitors. These assets continue to attract visitors today. For example, 58% of non-residents visiting Alberta in 1982 participated in sightseeing and 26%

camped (1982 Travel Survey, Vol. 1, Summary Report, p.81). More than half of these tourists participated in physical activities such as hiking, mountaineering, tennis, etc.. Transportation technology has made reaching these natural resources convenient, inexpensive, less physically demanding and time consuming.

Though constructed for national sovereignty and settlement purposes, the Canadian Pacific Railway (CPR), utilized tourism to partially offset its enormous capital costs. The tourism industry in Europe and eastern North America was well developed by the later decades of the nineteenth century. Originating as local excursions from "... the desire to escape the workplace for the health-giving country air", distances traveled on pleasure excursions grew as transportation technology improved (Hart, 1983, p.7). High costs restricted travel to the middle and upper classes.

William Van Horne, President of the CPR, was eager to improve passenger revenues and recognized the potential attractions of the mountain passages. Upon viewing the mountain scenery from the railway he declared: "If we can't export the scenery, we'll import the tourists" (Hart, p. 7). This statement summed-up the railway's policy for the next several decades in marketing to passengers. Immigrants who came west via the CPR were mainly from the lower and middle classes; they lacked the money to travel first-class. For his tourism campaign, Van Horne targeted the middle and upper classes whose disposable income allowed for pleasure travel.

Crucial to the railroad's success was the federal government's "...agreement to provide...a certain amount of protection for the company" (Hart 1983, p.89). Government protection allowed the CPR to become the dominant force in tourism in Canada between the early 1880's and the 1920's. Competitors were restricted from constructing competitive facilities near the CPR. The CPR jealously guarded its monopoly; other tourist ventures survived only with CPR tolerance and patronage.

Tourism planning as practiced by the CPR, was oriented to protecting and enlarging company "territory", influence and profits. Impacts on residents and CPR employees were not mitigated. The CPR dominated or controlled the local economies of towns such as Banff, Field, and Golden--local dissatisfaction with company policies were irrelevant to the corporation.

Local frustrations with the tourism industry surfaced periodically. While tourists provided some local employment, resident animosities still surfaced. Edward Cavell and John Whyte, in their publication, "Rocky Mountain Madness: A Bittersweet Romance", quote the Banff local paper in 1907 describing a group of tourists who "took the cake for original and unbecoming apparel" (1982, p.47).

Resident resentment of visitors grew as visitation to the park increased with growth in automobile transportation. In 1912, the Banff paper described the average male tourist from Calgary as a "missing link" perching on the "railings of the bridge, much as his antediluvian ancestors used to hang by their tails in primeval trees", and like them, "Chatter blatantly at and for the benefit of passing women, filling the air with would-be funny remarks and the odour of bad breath and third-rate rye" (Cavell and Whyte, p.90)

The CPR's attitude towards employees also revealed a lack of concern and understanding for the relationship between employee happiness, visitor satisfaction and the success of its own tourism ventures. This is illustrated by the treatment received by the Swiss mountain guides who had been hired to lead tourists on alpine adventures. Originally, the guides were brought from Europe annually and dismissed at season's end, but eventually this proved to be prohibitively expensive. The CPR instead persuaded several guides to immigrate and settle in a model "Swiss Village" established near Golden, British Columbia. "Edelweiss Village" was intended to be a "lasting and visible symbol of the Swiss presence in Canada". Golden was chosen because the railway felt the location should be "... sufficiently distant from the nearest adjoining locality to prevent the guides from mingling too frequently with their fellow humans". By keeping the guides and their families isolated, it was hoped that the guides would retain their "Swissness" which the CPR believed was more marketable to tourists. Further, the guides would be immunized from complaints about the CPR--which were "legion"--and would therefore remain the company's "faithful retainers" (Kauffman and Putnam 1986, p.61).

Located two miles north of Golden, Edelweiss Village was built in full view of the CPR mainline. The facing sides of the houses were reminiscent of chalets. Unfortunately, "...aside from the attractive fronts and their grand view to the west, the chalets were little better than stables". They were "...cold and drafty in winter and hot and dry in summer" (Kauffman and Putnam, 1986, p.63). The Railway made no provision for transportation of the Guide's children to attend school in Golden. Years later in an interview, Edward Fuez, the de facto leader of the Swiss Guides, expressed his disgust:

"You know, they [CPR] even had the nerve to ask me to go home and bring over a few dozen Swiss to take the extra farms on the bottom land, most of which was swamp; and live up on the hillside in that fake Swiss zoo. All publicity; and not a thought for how we felt. It just wouldn't work" (Kauffman and Putnam, 1986, P.64)

The immense power of the CPR allowed them to ride roughshod over the guides, employees, residents of railway towns and local contractors. The corporate attitude was that those who opposed the railroad could find other employment or places to live.

Van Horne was unconcerned with the socio-economic impacts created by the corporation. He realized that to appeal to the middle and upper class tourists, a network of physical infrastructure--hotels, restaurants, and attractions--was required. Restaurants in the mountain section were especially important because steep grades prohibited the use of heavy dining cars along the main line; therefore, meals had to be prepared at trackside restaurants. Van Horne characteristically engaged in a mass building program, beginning with Mt. Stephen House; Glacier House; the Hotel Vancouver; and the Banff Springs Hotel, all in 1886 (Hart, p.89). Equipped "...with every modern convenience and luxury including baths from the sulphur hot springs..." the Banff Springs Hotel became the flagship of the growing CPR hotel empire (Hungry Wolf, 1980; p.20).

Van Horne ensured that the fare in the dining cars was the "best procurable" and that the cooking acquired "... a wide reputation for excellence" (Hart, p.13). The trackside restaurants were sold to private interests although the standards were to be equivalent to the CPR dining cars. This proved difficult in practice as remote establishments such as Glacier House could not maintain enough staff to deal adequately with peak business periods, such as when east and west-bound trains arrived simultaneously (Hart, p.16). Chronic understaffing was due to the absence of customers other than those provided by the railway.

Once the hospitality facilities had been constructed, it was necessary to promote Canada to the international traveling public as a worthy destination. Towards this end, Van Horne embarked upon a promotional campaign unprecedented in Canada. A series of pamphlets, richly illustrated, extoling the virtues of travel on the CPR, were produced and distributed throughout Canada, the United States, and Europe through the licensed agents of the company. Over time, these became specialized: one series, issued during the 1880's, described the scenery along the CPR mainline near the continental divide:

"The scenery is sublime and almost terrible. The line clings to the mountain-side at the left, and the valley on the right rapidly deepens until the river is seen as a gleaming thread a thousand feet below... Soon the slope of Mt. Stephen is reached, and on its shoulder, almost overhead, is seen a shining green glacier, 800 feet in thickness, which is slowly pressing forward and over a cliff of great height" (Hungry Wolf, 1980, p.53).

Other pamphlets described the vast and varied opportunities for sport that could be obtained using the CPR and affiliated services such as mountaineering, hunting, and fishing.

Van Horne catered to tourists' needs for exotic excitement and adventure; escape from routine; and rest and relaxation. As well, the CPR pioneered the "package tour" in Alberta whereby transportation, accommodation, meals and services such as guiding were purchased together.

The pamphlets had dual purposes: interpretive services for passengers on the CPR and advertising script to lure prospective travelers to the west. CPR offices were located throughout major cities in Europe and North America to distribute promotional literature. Later, to illustrate these pamphlets, Van Horne engaged the services of artists, photographers, and writers who produced prose and illustrations in return for free travel and lodging.

Ironically, almost 100 years later, the government of British Columbia attempted to dispel the enduring image of western Canada that Van Horne so methodically and perseveringly disseminated throughout North America and Europe. In July, 1987, The British Columbia Ministry of Tourism, desirous of broadening the appeal of the province to visitors, attempted to promote cultural attractions such as the arts, music and theatre. The new image campaign focussed on the western United States and "was a flop". A decision was then made to promote the province as "moose and Mounties"--a more traditional image of British Columbia (Calgary Herald Nov. 4, 1987). American consumers, it would seem, respond more enthusiastically to an image of the province as wilderness where outdoor sports can be pursued. It is noteworthy that other government agencies such as the Canadian Government Office of Tourism also promoted western Canada on themes similar to the CPR's which served to reinforce the "wilderness image" first propagated by Van Horne.

Van Horne's federal government lobbying was an important factor in the development of the townsite of Banff and the establishment of the National Park system--both critical to the development of tourism in Alberta. Van Horne wanted to control development in the mountain valleys, not only so that he could protect the scenery from commercial development, but also to protect the CPR from competition. Through parks establishment, Van Horne hoped to obtain a monopoly and development control (Bella, 1987, p.10).

To ensure that the development in the new park was appropriate to the CPR needs, Van Horne hired a consultant, Dr. J.S. Lynch, to investigate Banff's qualities as a resort and to make management recommendations. Lynch recommended that the "local government of the park be a wholesome terror"--a description that many contemporary businesspeople in Banff would find appropriate. Lynch advocated that businesses be licensed and strict regulations enforced so that visitor services would be "respectable" (Bella, p.17). Local businesses and residents remained under the influence of the Railroad.

Banff prospered as an international destination because of its earlier inception, greater promotion by the CPR, and relatively easier access to urban markets. Jasper and Waterton

National Parks and townsites, established in 1907 and 1895 respectively, did not enjoy the substantial promotion that Van Horne invested in Banff.

As part of tourism promotions, the CPR fostered the development of organizations that became National Park's mainstays. The Alpine Club of Canada, The Trail Riders of the Canadian Rockies, and The Skyline Trail Hikers of the Canadian Rockies all received railway sponsorship (Hart, p.91). Excursions by these clubs, sponsored by the CPR through the provision of subsidized travel from points east, usually started and ended near CPR-owned accommodation. The Trail Riders of the Canadian Rockies and the Skyline Hikers of the Canadian Rockies were closely organized under CPR tutelage and catered more to the upper-middle and upper classes (Hart, p.101).

The Alpine Club of Canada, although sponsored by the CPR, drew upon a broader base of the population for its membership. Under the guidance of Arthur Wheeler, the Alpine Club of Canada formed in 1906 and held its first annual summer camp in 1907. These camps marked the first time a CPR sponsored tourism venture was organized for middle-income people. Until Wheeler applied his organizational skills, mountaineering had been exclusively pursued by the wealthy. It was difficult for those "who toiled in farms and factories" to engage in mountaineering because of the considerable accumulated cost of train travel, rental of horse outfitters, food, accommodation, etc.. The CPR supported Wheeler's creation because, "rather than competing with their hotel business, the camps enhanced passenger traffic by attracting a previously untapped class of customer" (Kauffman and Putnam, p.111).

The CPR was also the progenitor of cultural tourism in Alberta, albeit unintentionally. After flood waters washed-out several miles of track stranding guests at the Banff Springs Hotel in 1897, arrangements were made with the nearby Stoney Indians to entertain the guests with horse races, packing competitions, roping, and rodeo events. Thus, Banff Indian Days were born (Hart, p.59). This provided tourists with an opportunity to learn about another culture while enjoying the comfort of the Banff Springs Hotel.

In numerous ways therefore, the CPR was the organization that introduced modern facets of tourism planning in Alberta such as market segmentation, package tours, promotions and travel agents. In doing so, the CPR presented the image of western Canada that has been the most enduring--wilderness, snow-capped mountains, and abundant wildlife. Ironically, technology gave the CPR an initial tourism advantage and the emergence of new automotive technology eliminated it.

The Growth of Automobile Tourism in Alberta (1918 -1945)

Following World War I, the automobile became affordable to the middle-class. With increasing auto ownership, the CPR's tourism monopoly was challenged. The automobile offered to individuals and their families: flexible scheduling; a choice of routes; and freedom of choice regarding meals, accommodation, and entertainment.

Road network expansion accompanied the growth in auto ownership and three significant effects emerged: first, by 1923, road-links were established between Banff and southern British Columbia via Windermere; second, tourism activity was dispersed throughout the province away from the railway's mainlines; and third, tourism was democratized.

The number of automobiles in Alberta grew at prodigious rates despite frequent economic busts, whether in oil, real estate, or agriculture. Between 1913 and 1919, the number of cars in the province multiplied by a factor of ten! In 1916, Alberta had 9707 cars; by 1917, 20,624, and by 1919, there were 34,000 (MacGregor, 1972, p.243). Technologically, cars improved markedly. Roofs, heaters, greater horsepower and dependability contributed to increased and longer travel distances (Dulles 1952, p.318).

Road construction matched the growth in auto ownership. By 1925, graded road totaled 59,000 miles and 827 miles of that had been graveled (MacGregor 1972, p.251). With road network expansion, establishments furnishing auto travel accoutrements were built on major routes. Filling stations, road-side restaurants, hotels and, later, motels were developed at points of interest. By the 1930's, the patterns of holiday motoring were established; these were broadened in the 1950's as automobiles were improved and auto ownership again increased. In allowing quick, convenient transportation, the automobile linked the town and country more strongly (Dulles, p.326). The adoption of auto culture by the middle class provided opportunities for city dwelling families to escape urban congestion for the countryside on short excursions.

In addition to automobile ownership, two social factors also contributed to tourism growth. First, average wages increased resulting in higher standards of living which, in turn, raised discretionary income. Second, it has been asserted that the "...most important single development in the years 1918-1939 was the gradual acceptance of the idea of paid holidays as a necessary provision for the health and recreation of working people." (Burkhart and Medlik, 1975, p.22).

The Grand Trunk Pacific Railway reached Jasper in 1911, further undermining the CPR monopoly. Tourism development and construction of the Jasper townsite followed. Besides competition from new railways and automobile traffic, the CPR's political influence waned as these competing interests lobbied the federal government.

The auto-based tourism that predominates in Alberta today originated during this period. Even with growing competition, Banff remained the province's premier tourist attraction. Rough, inferior roads in Jasper contributed to Banff's dominance as the premier destination. The road from Edmonton to Jasper was so rough that only 29 cars attempted it in 1929 (MacGregor, p.259). In 1939, the Banff-Jasper Highway was completed which increased visitation to Jasper. Convenient road access from Edmonton was not achieved until decades later when the Yellowhead route opened.

Small independent railroads and branch lines also contributed to the dissemination of tourism throughout the province. In 1911, The Grand Trunk Pacific Railway was constructed north from Edmonton to Cooking Lake, located immediately south of Elk Island National Park. Cooking Lake rapidly developed into a resort town complete with cottages, a hotel, and a pier. By 1923, water levels in Cooking Lake had fallen causing the lake to atrophy making many of the commercial developments unprofitable.

Cooking Lake's water quality declined prior to the development of modern environmental impact assessment techniques so causes are unknown. Possibly, unplanned cottage and recreation developments, related sewage, road run-off and associated pollutants either caused or accelerated water quality decline. Through planning, negative impacts may have been eliminated or controlled through understanding linkages between tourism, recreation and natural resources.

As automobile transportation developed, attractions independent of mountain scenery were organized. In 1912, the first "Calgary Stampede" was held--arguably, an early example of a locally-organized community tourism event. The Stampede, whose theme was derived from the regional ranching heritage, was locally financed. Significant native contributions to The Stampede's success were under-represented in the distribution of proceeds. (MacGregor, 1972, p.224).

Eventually, many municipalities in the province began annual summer or winter festivals. Examples include: Edmonton's Klondike Days; The Ponoka Stampede; and David Thompson Days in Rocky Mountain House. Although five years passed before The Stampede was repeated, and several more before it became an annual event, it established a tradition that, with local celebrations in other communities, has broadened the tourist appeal of the province. Attendance at these local and regional events swelled with growth in auto ownership. Rural residents could attend on a daily basis without leaving their farms for extended periods.

As with other economic sectors in Alberta, the stockmarket crash of 1929 and the droughts of the 1930's hampered the development of provincial tourism. Drought and subsequent dust storms caused 250,000 people to move out of the prairies between 1931 and 1941, reversing the flow of population for the first time since 1870. A further 50,000 people relocated further

north out of Palliser's triangle contributing to loss of momentum in the western economy (Friesan, 1984, p.388).

Road construction was hampered by reduced government revenues, although some significant routes were built. A highway of international reputation for its scenery, the Icefields Parkway was begun in 1931 under the federal government's "Work-For-Relief" program (1931-1934). The road opened eight-years later as a single-lane dirt track. It was upgraded in the 1950's and 1960's to its current all-weather standard.

The First World War, the Great Depression, and the Second World War are periods when tourism and recreational infrastructure were developed at minimal public expense using civilian internees, prisoners of war, and relief programs. Projects completed under the Work-For-Relief Program included bathhouses at the Sulphur Mountain Hot Springs, campgrounds, the road to Miette Hot Springs, and ice exhibitions and slides for the Banff Winter Carnival. The successor Public Works Construction Acts (1934-1936) was a Federal response to the problem of mass unemployment. Projects completed under this program included road construction, telephone facilities, building and campground construction.

Commercial skiing began in the 1930's as small ski areas were developed in Banff National Park. A rope tow was installed at Mount Norquay in 1930 by a group of Calgary businessmen. The same year, a lodge was constructed in the Sunshine Meadows by Jim Brewster, whose family's livery business had been the recipient of CPR patronage. Lake Louise also had a ski lodge constructed that year. These events mark the first attempts to develop commercial winter recreation: tourism was previously a summer industry.

With the election of William Aberhart and the Social Credit Party in 1935, the provincial government took an interest in the tourism industry. In 1939, a Provincial Government Publicity Office opened whose task it was, along with other duties, to disseminate tourism information to the public.

The underlying rationale for this office's creation was to improve William Aberhart's poor relationship with the press. The Publicity Office was headed by Dan C. Campbell, a former newspaperman who strongly favoured the development of the tourism industry (McIntyre, n.d., p.12). Consultants were engaged to help design promotions policy and advertising campaigns.

These government initiatives are significant; for the first time, the public sector was directly involved in tourism promotion and development. The marketing activities and campaigns were implemented inside the province; decades passed before promotions were done outside the province. Previously, senior governments concentrated on transportation and attractions development--but not on promotions. Aberhart's Publicity Office was the first step towards a

growing government involvement in tourism through subsidies and public/private sector partnerships for facility developments, operations and promotions.

The Second World War affected the tourism industry in numerous ways. The road network was expanded to move war materiel and other goods; new areas to tourists were opened. Of particular note, the Alaska Highway was completed in 1942, allowing easier access to northern Alberta. During the war, recreational auto travel was limited by fuel and rubber rationing contributing to a brief growth in passenger rail traffic. The war effort allowed only limited quantities of automobiles for civilian consumption and limited both distances traveled and tourism growth. Mass production technologies refined during the war resulted in cheaper consumer goods, higher standards of living and greater expectations. Again, post-war automobile production accelerated the democratization of tourism.

Post 1945: The Emergence of the Modern Age of Tourism

To avoid a post-war recession, senior governments activated economic and social policies. Tourism was targeted as a means of obtaining much-needed foreign investment (Bella, p.106). The Trans-Canada Highway was a major project intended to benefit tourism, inter-provincial commerce and trade in general. After ten years of construction, the highway opened in 1962.

The discovery of oil at Leduc in 1947 ushered in an era of prosperity that continued unabated until 1982. Increases in public and private wealth in Alberta were tremendous and with economic prosperity, the provincial population grew rapidly. In 1947, the provincial population was 800,000; by 1961 the population had increased 33% to 1.3 million. By 1988, the population had reached 2,397,600.

The population increase completely remodeled Calgary and Edmonton and had major effects on Lethbridge, Medicine Hat, Camrose, Lloydminster and Red Deer (MacGregor, p. 288). Auditoriums, art galleries, museums, larger schools and universities were developed with oil wealth. While a few small towns benefited, prosperity came at the expense of many other centres, as new highways by-passed them and the development pattern shifted to "commercial strips" specializing in food, fuel and accommodation. In sum, the 1950's and 1960's are a period where the hospitality sector greatly expanded along Alberta highways (Epperson, 1977, p.10).

Economic growth was matched by expansion in the provincial bureaucracy. By 1945, the Alberta Government Publicity Department had grown to the point where it had become unwieldy; it was reorganized into The Alberta Government Travel Bureau (AGTB), still headed by Dan Campbell. The AGTB became part of the Department of Economic Affairs, the first time an Alberta department was organized to deal solely with tourism. Formerly,

tourism had been grouped with other portfolios not deemed important enough to merit their own office--or their recognition as an activity-of-importance.

The first duty of the AGTB was to "prepare a detailed plan of future action for the development of the tourist industry in Alberta". The AGTB recommended that private sector tourism operator associations be developed; that tourism accommodation be classified for visitor convenience and security; and that hospitality training programs be instituted (McIntyre, p.20).

The private sector's organization was evolving too. Formerly, private sector tourism operators in Alberta had aligned themselves with the U.S.-based Pacific Northwest Travel Association. As the industry grew in economic strength and number of operations, the critical mass was achieved to establish an Alberta organization. Beginning in 1946, Alberta motel and hotel operators lobbied for provincial government attention and formed an advisory body to provide input on provincial tourism policies. By 1955, the Canadian Rockies Tourist Association had been formed whose mission it was to encourage visitors to come to Alberta. This organization reflected a broader base of membership than its predecessor, as it had members from the transportation, hospitality, and attraction sectors. Eventually, the body became the Alberta Tourism Association.

Like the CPR, the private sector tourism operators recognized that Alberta's competitive advantage lay in its recreational resources and incorporated "Rocky Mountains" in their organization's name. The value of these recreational resources was recognized in 1955 by the Hon. A. R. Patrick, Minister of the Department of Economic Affairs, who wrote in a summary report entitled Alberta's Economic Prospects-1955:

"... the future of Alberta's tourist industry "production plant" or "factory" depends upon federal government policies respecting protection and conservation...which will maintain or destroy this heritage which lies, principally, within national parks regions." (McIntyre, p.22)

Patrick maintained future tourism demand would be similar to the past. Outdoor recreation in natural environments has been one of the province's major tourism assets and Patrick realized that to remain competitive, beyond developing cultural and facility-based recreation opportunities, conservation of natural resources was crucial.

Spurred by a buoyant economy, tourism in Alberta grew through the 1950's and 1960's. In 1962, tourist visitation grew an impressive 28% over the previous year. The major reasons for this were a devalued Canadian dollar; Seattle had hosted the World's Fair which boosted the "travel through" traffic; and the Trans-Canada Highway opened that year (McIntyre, p.34).

In 1962, the AGTB began actively advertising outside the province. Besides public sector advertising, the AGTB also began to participate in travel research. In 1964, the Alberta Government Travel Bureau received membership in the Western Council of Travel Research which was an association of organizations and individuals sharing a common interest in travel research. This was the first time that the government maintained statistics other than travel inquiries.

Although 1964 was a poor year for visitation due to inclement weather, an upward trend in AGTB inquiries returned in 1965. Significantly, as late as 1965, Alberta's success in tourism was measured largely by the number of summer visitors. Although skiing was firmly established at a number of areas, the winter was considered the "off season" for tourism; no government effort was made to market the provincial ski industry.

Major AGTB accomplishments in 1965 included the establishment of Tourism Zones for the private sector. Seven were established which expanded to fourteen by 1988. The rationale for the zone system was a perceived need to improve the private sector's promotional abilities through public/private sector cooperation. The Alberta Tourist Association maintained that a single body could not effectively organize the entire province; hence the zone approach. Funded by member levies, the zone office's task was to organize and promote attractions and operations within the designated area. To support the Zone offices, provincial funding for private tourism ventures was tied to zone affiliation (McIntyre, p.68).

In 1969, the AGTB recognized existing and emerging opportunities in the winter season and began to promote the province as a four-season destination. Previously, the "tourist months" were considered to be June, July and August. In response to the new promotions, the Banff Springs Hotel and Jasper Park Lodge remained open during winter for the first time.

In 1971, 35 years of Social Credit government in Alberta came to a close with the election of the Progressive Conservatives. The new government undertook major changes in the provincial bureaucracy. In 1972, the provincial government tourism functions were moved into the newly created department, "Travel Alberta", located in a new Ministry of Industry and Tourism. Travel Alberta was organized into four departments: Planning and Development, Marketing, Information Services and Research Services. A minister-without-portfolio in charge of tourism was also appointed. The Tourist Association of Alberta reorganized itself into the Travel Industry Association of Alberta (TIAALTA).

Travel Alberta was set up to perform marketing; sub-departments were engaged in either product refinement or opportunity identification. New facilities development was left primarily to the private sector. Travel Alberta's primary role was to promote Alberta's tourism product to residents and potential visitors. By 1974, results began to show as visitation rose 16% from

the previous year (McIntyre, p.69). Travel Alberta encouraged four-season tourism through offering the tourism zones a cash grant program for promotion of the "shoulder seasons".

The OPEC-inspired energy crisis in 1975 set back tourism globally, and visitation rates in Alberta fell significantly. Travel Alberta responded by concentrating promotional efforts at travel wholesalers and agents from other provinces, the U.S. and abroad. TIAALTA in turn, focused upon developing outdoor recreation facilities, such as hiking trails and campgrounds, again reinforcing Alberta's outdoor recreation image.

The rapid growth of tourism during the 1960's and early 1970's is shown by the massive increases in provincial revenue generated through tourist activity. In 1969, tourism generated \$224 million in revenue; nine years later, revenue topped the 1 billion dollar mark for the first time; by 1985, \$ 2 billion in annual revenue were generated (Alberta Tourism,1985, p.vii). In 1988, \$ 2.3 billion in revenue were generated.

In summary, through the 1960's and 1970's the provincial government's role in tourism gradually shifted away from being focused solely upon promotion as travel research and market analysis received increasingly more attention. The best example of the research efforts was the Alberta Travel Survey. This survey program, concentrating on non-resident visitors, was performed at five year intervals beginning in 1966. The survey program measured the volume and value of tourism in the 14 tourism zones, in selected cities, and in the province as a whole. The longitudinal nature of the study allowed trend identification regarding travel party characteristics, trip length, spending patterns, recreational activities, etc. After 1982, these studies were eliminated due to budgetary cutbacks; their discontinuance was a set-back for tourism planning and marketing.

While individual operators, private sector organizations and municipalities often conduct their own studies, these generally lack the comprehensive nature of the Alberta Travel Survey. And, variations in research design, data controls, survey techniques, time frames, lack of comprehensiveness and sometimes narrow geographic focus make comparisons among and between studies difficult.

In general, the 1970's were a period of prosperity in Alberta. Oil revenues were high; forecasts pointing towards \$80/barrel indicated continued economic growth. Possibly due to the generally positive nature of the economy, the public and private sectors continued proven tourism marketing and facility development programs. A new provincial economic diversification policy emerged in the 1970's targeting sectors such as petro-chemicals, but few measures were successful due to factors such as high transportation costs and well-established competition. Falling oil prices in the 1980's imposed an economic downturn and renewed assessments of provincial oil industry dependence. The recession added impetus to the provincial government's economic diversification policies; in 1985, the "White Paper:"

Proposals for an Industrial and Science Strategy for Alberta, 1985-1990" was released. The objective of the provincial government was to act as "...a catalyst, stimulator, and strong supported of the private sector..." to encourage economic diversification. Tourism was identified as a major area where significant growth could be achieved.

Flowing from this, in the period 1985 to the present, the departments of Culture and Multi-Culturalism and Tourism developed several high quality attractions interpreting the natural and cultural history of the province. The Tyrrell Museum of Paleontology at Drumheller, Head-Smashed-In Buffalo Jump Museum near Pincher Creek, and The Frank Slide Interpretive Centre and Leitch Collieries in the Crowsnest Pass were opened. These facilities are establishing themselves as international tourist draws.

Shortly after the release of the aforementioned White Paper, the provincial government released a "Position and Policy Statement on Tourism". This document outlined the public and private sector roles, government tourism initiatives, and an analysis of Alberta's tourism strengths and weaknesses. Government initiatives range from career training in the hospitality sector to scholarship and bursary aids for students studying tourism, to marketing programs, and to inventories of major attractions for tour wholesalers. Apart from the cultural tourism facilities constructed, the majority of the programs offered under this new policy were marketing oriented--the traditional role played by government (Position and Policy Statement on Tourism, p.9).

A broadening of government roles in tourism occurred in May, 1985 with the signing of the Tourism Industry Development Subsidiary Agreement (TIDSA) between the federal and provincial governments. This \$56.3 million program offered assistance to the private sector in six areas: 1) facility and product development; 2) alpine ski facility development; 3) market development; 4) training and professional development; 5) industry and community support; and, 6) opportunity analysis and evaluation (Position and Policy Statement on Tourism, p.13). This agreement represented a major effort in tourism industry development through private/public sector partnerships. Arising from the TIDSA agreement, was the Community Tourism Action Planning program offered through Travel Alberta. This program was designed to aid local tourism committees in planning for tourism in their communities.

Southern Alberta achieved world exposure in 1988 when the Calgary region hosted the Winter Olympic Games. The success of these games had far-reaching implications for tourism, as record numbers of visitors entered Alberta. Visitation rose 187% during the games as compared to February, 1987 (Calgary Herald, April 7, 1988). Positive effects were still being felt the next summer as non-resident visitation the Calgary Stampede rose 84% as compared to 1987, and the recently-opened Head-Smashed-In Buffalo Jump Interpretive

Centre received 160,000 visitors-40,000 more than expected (Calgary Herald, August 7,1988).

The Kananaskis Valley had been chosen by the Provincial Government in 1977 to be the first of a series of mountain recreation areas for resident consumption. Funded by the Heritage Trust Fund, Peter Lougheed Provincial Park was founded inside a larger recreation area which allowed consumptive recreational practices such as off-road vehicle driving. As a public recreation resource for Albertans, the provincial government did not promote the Kananaskis outside of the province. Facilities developed in the park included Nakiska Ski Area, utilized during the Winter Olympics, a luxury recreational vehicle park, a three hotel development near Ribbon Creek, and a 36 hole golf course. Initial attempts to have the private sector develop the infrastructure were unsuccessful because use projections suggested the developments would be uneconomical. The provincial government was eventually forced into the role of primary developer because of construction schedules set to meet Olympic deadlines.

Conclusions

Traditionally, tourism in Alberta has depended upon outdoor recreation and the adventure theme. These motivations for travelers to come to Alberta have not changed appreciably over time. Visitors are still drawn by mountain scenery, culture, and outdoor sport. They seek excitement, adventure, relaxation, escape from routine and family activities. Beginning with the CPR hotel-building campaign, through to the development of Kananaskis Country in the 1970's, tourism in Alberta has always had a close relationship with scenery and sporting opportunities. As development pressures mount, it is imperative that future ventures be sensitive to existing social and natural environments. Cultural attractions produced through both direct provincial government action and through programs such as Community Tourism Action Planning, complement environmental attractions and to broaden the qualities of the provincial tourism product.

If Alberta's natural resources are protected, they will serve as tourism assets in the future, especially as natural areas around the world are eroded by pollution, population pressures, and global climatic change. In the 1980's, the relationship between tourism and the resources upon which the industry depends are only now becoming understood. Travel Alberta's Community Tourism Action Planning Guide represents a significant step towards a sustainable tourism industry where communities can influence development so that positive impacts are maximized, negative effects are mitigated and at least a portion of the profits generated remain in the community.

Tourism in the contemporary period is now the subject of planning performed not exclusively by corporate interests such as the CPR, but by public agencies as well. In the next two chapters, the nature and changing modes of community tourism planning are examined. In Chapter 2, an overview of tourism planning is presented and certain crucial themes pertinent to the Rocky Mountain House project are highlighted. Chapter 3 deals with the Community Tourism Action Planning model operated in Alberta.

Chapter 2

COMMUNITY TOURISM PLANNING APPROACHES: OVERVIEW

Approaches to tourism planning have evolved with the industry. Public and private sector partnerships have led to the emergence of a broader conception of the tourism system, one that encompasses commercial, social, and natural resource factors. Successful tourism ventures depend upon natural features such as wildlife, scenic vistas, water resources, technological elements such as transportation and communication systems, and perhaps most importantly, residents and entrepreneurs in host communities. Many of these elements are beyond the tourism planner's direct control; this has led to participatory approaches to planning where concerned publics, public sector officials, elected representatives, and entrepreneurs influence goal selection and agenda setting.

Tourism planning, originally concerned with private sector facilities in isolation from community settings, now includes at least an assessment of, if not the direct inclusion of interested general publics, special interest groups, impacts on local culture, demographic factors and related private sector organizations. Experience has shown that plans formulated without consideration of social and environmental impacts often encounter problems in implementation (Murphy, p.153).

Traditional Approaches

The earliest forms of tourism planning were directed at small-scale private sector facilities and operations. These businesses, often owner-operated, generally offered a single product such as accommodations. Examples are the motels that form a large portion of the commercial strip development following highway construction. The Railway's tourism ventures were notable exceptions to the observation regarding the generally small size of these operations. Whatever the scale of the facility, these developments employed similar approaches to planning. Tourism planning was concerned with the site, facility and markets; goals were profit oriented. Externalities imposed upon the area and local residents by tourism projects were not addressed during planning unless the project could be affected by resident opinions and actions. "The primary motivation was commercial and economic gain, both on the part of private sector entrepreneurs and governments" (Murphy, 1985, p.156).

Emergence of Integrated Approaches

After the Second World War, the tourism industry became more effectively organized and managed as public and private agencies formed. Research conducted by public and private sector agencies, facility operators, and academics contributed knowledge that led to a more comprehensive understanding of the elements of the tourism system.

By the 1970's, academics and tourism specialists had designed theoretical models to explain tourist types and the rise and decline of destination areas (Plog, 1972) (Cohen, 1972). Characteristic of these models was a recognition that through poorly planned development and popularization, tourism could negatively alter the elements that first made the area desirable. These theories suggested the need for more comprehensive, integrative and strategic approaches to tourism planning.

Still, while approaches to tourism planning evolved, little effort was made to mitigate "...the social and environmental consequences of development, or the spill-over effects in surrounding areas" (Murphy, 1985, p 155). Public and private sector planning efforts remained focussed on the creation of economic benefits. Gradually, as public-private sector partnerships in tourism became more common, it became apparent that the scope of tourism planning needed to be wider if only to protect and conserve tourism assets.

Gunn's (1979) work on designing and planning tourist developments and tourism regions incorporated a wider range of factors and components in the process. Gunn designed a strategic planning approach to regional tourism development where transportation networks, communication information systems, attractions, visitor services and tourist needs and behaviour were considered. Gunn posited three goals:

- 1) "user satisfactions" because tourists must be attracted and satisfied if an area is to develop and prosper;
- 2)"increased rewards to ownership and development" for entrepreneurs who lead in attraction and visitor service development; and,
- 3)"protection of environmental assets" such as natural, historical and archaeological sites (Gunn, 1979, pp.191-194).

The first two goals are clearly business oriented. The third goal reveals an understanding of the symbiotic relationship between the tourism industry and the cultural resources upon which it depends. Murphy described Gunn's exposition as the first movement towards a renewable resource philosophy (1985, p.157). Although not included in his goals, Gunn stated environmental protection was critically important (1979, p. 193).

Gunn had misgivings about public participation. He recognized public involvement could range from "tokenism" to "citizen control", but that identification of proper publics, and selection of appropriate participatory methods were difficult. In reviewing the numerous pitfalls and costs associated with public involvement, Gunn noted: it may distract from mandates; it may add significant time to the process; professional and administrative power may be weakened; and it may even stimulate alienation (1979, pp. 196-198).

Gunn recommended "citizen feedback" as a method of involving the public. Citizens provided reactions to plans and proposals, but they were not allowed to participate in priority setting or goal selection (Gunn, 1972).

Distinctions have since been drawn between "public information" and "public participation" (Frideres et al., 1982). In the former, the public are "informed" of plans after they are drafted and, at the discretion of the proponent, their reactions may or may not influence development. With full participation, affected publics are integrated early into the planning process and their concerns are incorporated while plans are being formulated. These participatory plans therefore, are more likely to reflect the concerns of interest groups and the general public.

Gunn's reservations about public participation may have arisen from the regional scale for which he designed the process. At the regional scale, numerous special interest groups can be encountered, thus complicating and lengthening the process. It is noteworthy that Gunn's opinion of public participation has since moderated. He has more recently recommended tourism planning be performed by a "...locally-based non-profit organization, corporation, or trust that stands beside the business sector and government and can foster specific project development..." (Gunn, 1986, p.251).

McIntosh and Goeldner offer an alternative approach to Gunn's. They placed goals for tourism within a framework of community economic development:

- 1) Provide a framework for raising the living standard of the people through the economic benefits of tourism.
- 2) Develop an infrastructure and provide recreation facilities for visitors and residents alike.
- 3) Ensuring types of development within visitor centres and resorts that are appropriate to the purposes of those areas.
- 4) Establish a development program consistent with the cultural, social, and economic philosophy of the government and the people of the host country or area.
- 5) Optimize visitor satisfaction. (McIntosh and Goeldner, 1977, p. 304)

While not included in their goals, McIntosh and Goeldner noted that high environmental standards were essential and that tourism "...justifies environmental protection." (McIntosh and Goeldner, 1977, p. 304).

McIntosh and Goeldner's recommendation that the tourism industry respect local economic, social and cultural goals constitutes an exposition of community tourism. However, while a plan produced using their paradigm should be sensitive to local issues, no clear role for the public was described. They note in decision making, "...government officials and business people must weigh the economic benefits against the possible future degradation of human and natural resources" (McIntosh and Goeldner, 1977, p. 305). It takes faith for the public to hope the private sector will protect their interests.

From a community tourism perspective, if tourism development directly affects residents lifestyles, community and natural resources, then the public should be a part of the planning process. "The most successful examples of tourism occur in communities in which there is broadly based resident participation in planning, promoting, organizing themes or events and financing and managing the industry. Local control is essential to maintaining the type and scale of development perceived as appropriate by local people" (L.J. D'Amore, 1983, p. 157).

Kaiser and Helber proposed a process based on four "E's": Economics, Environment, Enrichment and Exchange. Economics should maximize revenues while ensuring that visitor's experiences are not compromised; the economy of the area should be able to absorb revenues generated; and tourism should not deplete area resources. Economic exchange should favour the tourist destination, although the tourist's experience must be satisfactory. Environmental quality has to be maintained if tourism developments are to be sustainable. Contact between the tourists and residents should be culturally enriching for both (Kaiser and Helber, 1978, p. 16).

Kaiser and Helber describe a comprehensive planning process for use by public and private sector leaders. The public is consulted in the first stage where "understanding" of the tourism project is established. The aim of the public discussion is to "rally the support of property owners and voters"(1978, p. 32). After this initial interaction, the public are not directly involved in the process. Decisions affecting the community are made by a planning body composed of private sector experts and elected officials.

Initially an educational process, the planning body studies the tourism industry, considers analogous developments, and possible impacts. Kaiser and Helber then propose a methodology that is strategic in many respects. Analysis of the internal environment (supply) and external environment (demand) are performed prior to conceptual and master planning.

Through extensive industry analysis prior to facility design, Kaiser and Helber employ a market driven approach which, like Gunn's earlier work, is essentially an "expert process".

Elected representatives and entrepreneurs act as stewards of community interests in absence of full, direct public participation.

Early Community Tourism

Rosenow and Pulsipher were among the first to propose a process tourism planning which focussed on developing unique aspects of communities such as architecture, history, folklore and landscapes. Their process is a precursor to community tourism. Building upon local human and natural resources, community tourism utilizes public participation and direct citizen involvement in the planning process. The process evolved as a response to "...unconsidered development in terms of resource competition, disruption with existing economies, and the destruction of old lifestyles". Community tourism recognizes that visitors must be attracted if the industry is to remain competitive in the world market, but at the same time, decision making is extended beyond the business sector so that long-term interests of the host community are protected and incorporated into industry plans (Murphy, 1983, p. 180-181).

In Rosenow and Pulsipher's words:

"The people who must live with the planning decisions should be involved in the formulation, particularly since many action programs resulting from personality planning are not community or public sector efforts: they must be implemented through the initiative of individual landowners or citizens" (1979, p. 81).

The process proposed by Rosenow and Pulsipher involved four main steps:

- 1) Delineation of community features such as historical and natural resources, ethnic and cultural features and dominant landforms.
- 2) Identification of critical zones where visual qualities are important such as entrance routes, major travel corridors, and areas where large numbers of people are attracted. These areas are "the community's public face" which is presented to visitors.
- 3) Use objectives within each critical zone are then established which could involve preservation, modification (controlled development compatible with the zone's appearance), or enhancement (alteration or concealing obtrusive elements).
- 4) The formulation of specific action programmes based on the use objectives. Possible action could be zoning, purchase of scenic easements, landscaping, or preservation of historic buildings.

Through resident's defining a special "sense of place", communities "...establish a vision of their potential, define objectives for appropriate development, and then seek action programs

meeting these objectives while recognizing the rights and concerns of individual citizens" (Rosenow and Pulsipher, p. 70).

While Rosenow and Pulsipher designed a process sympathetic and proactive in its preservation of community lifestyles, values, and sense of place, specific tools for community participation were not detailed. Citizens were to be given opportunities for "input, review, and feedback", but the planning itself, while responsive to community-based values, was still largely performed by outside expert consultants (Rosenow and Pulsipher, 1979, p. 81).

Participatory Community Tourism

Mill and Morrison described a multi-tiered planning process recognizing that goals and policy development were more critical than master planning because without "...a policy and a mechanism for implementing it, tourism will increase or decline at the destination in a haphazard manner" (Mill and Morrison, 1985, p. 268). Master planning is appropriate where variables are constant and environmental driving forces are relatively stable. In tourism today however, trends are unfolding rapidly, competitiveness is increasing, and the environment is either uncertain or changing rapidly. Static master planning may fail to offer the community the flexibility to respond to emerging opportunities and threats.

Mill and Morrison describe a process where local policies and goals are nested in regional, state or provincial policies. A strategic model is applied to policy generation where internal factors such as attractions, land, available capital, and labour are brought together in a situational analysis with external factors such as economic trends, markets and competition. Products of the situational analysis are tourism goals. In this respect, Mill and Morrison's methodology is similar to the approach employed in this study.

Tourism policy is generated as a series of objectives in working towards goal achievement. At the local or regional level, objectives generally are directed at improving internal factors of supply. Constraints to policy could be shortages of manpower, lack of investment capital, outside control of local resources, etc. (Mill and Morrison, 1985, p. 246).

Mill and Morrison advocate a complex planning structure for application at the "destination area". A local tourism council establishes a "philosophy and overall goals" for the community. Several full-time staff carry out the policies and plans generated by eight separate planning committees. Individual planning committee mandates are: community involvement; development of attractions; support facilities; budget and finance; research and data collection; education and training; public relations; and evaluations (Mill and Morrison, p. 266-267).

They suggest tourism committees be funded through bed or transient guest taxes, general grants from the municipality, matching senior government grants and special fund raising

events (Mill and Morrison p. 264-265). While an excellent, comprehensive, strategic approach to tourism planning using on-going local participation in research and planning, the structure proposed by Mill and Morrison is too large and expensive for small communities to employ. Several staff are required to effectively administer the organization and implement plans, and numerous volunteers are required to sit on the eight committees. The financial requirements of employing several staff is beyond the capabilities of small communities and in general, volunteer capacities are at or near their limits with regard to community economic development (Perks and Mac Donald, 1988, p. 2). In small communities, numerous cultural, sport, and civic committees compete for a limited volunteer pool. Although suitable in larger urban centres, in a small community context, Mill and Morrison's planning structure could only be implemented in a scaled-down version.

Numerous committees required to operate the planning bureaucracy provide many opportunities for citizen involvement and skills development. Residents could acquire skills that, in the long-term, reduce the community's reliance on outside consultants (Perks and Mac Donald, 1988, p. 3).

Business taxes and bed taxes may be insufficient methods of financing the program in small communities, given the limited number of operations. Senior government grants would likely make up the largest portion of the tourism budget in most small communities.

As a community industry, tourism planning should involve a variety of constituencies so that community economic development opportunities are enhanced while social, economic, and environmental disparities are reduced. Murphy (1983) proposed an ecological approach that drew upon D'Amore's (1983) community tourism guide-lines. D'Amore described these conditions as being appropriate for community tourism:

- 1) There are opportunities for extensive local involvement in the tourism industry.
- 2) Tourism is an economic mainstay or is viewed as a desirable alternative to resource depleting industries.
- 3) Tourism-related facilities and infrastructure are managed by residents. Ownership and capital are, at least in part, locally based.
- 4) Themes or events that reflect local heritage/lifestyle have been developed and supported by the community. Local attractions are designed to give tourist an understanding of the way residents live.
- 5) Certain tourism-related problems have been solved or ameliorated by local groups or agencies.
- 6) Tourist facilities do not interfere with everyday private life; residential areas in particular are separated from tourist activity (D'Amore 1983, p.145-146).

D'Amore's conditions were intended to foster community tourism industries that are respectful of social carrying capacities. He defined local carrying capacities as "...that point in the growth of tourism where local residents perceive on balance an unacceptable level of social dis-benefits from tourism development." (1983, p.145-146).

Murphy built upon D'Amore's conditions and linked them to a concern for the environment. Murphy compared tourism to an eco-system where living organisms and non-living substances interact to produce an exchange of materials between living and non-living parts. Tourism, Murphy asserted, was analogous to an eco-system in its interactions between visitors, residents, amenities and technology (1983, p. 185).

In the mid-1980's, the concept of "sustainable development" came to the fore. Like Murphy's ecological model, sustainable development encourages economic, industrial and agricultural practices which maintain the resource systems upon which they draw. In calling for a move towards sustainable development, Murphy declared:

"The industry's attitude towards the environment needs to progress from economic exploitation to one of stewardship if attractive landscapes and amenities are to be preserved and developed" (Murphy, 1983, p.193).

For an eco-system to function, elements have to interact at levels which preserve equilibrium. Therefore, tourism and related activities should consume no more community resources than can be returned to the system. Through planning, negative impacts may be mitigated and benefits maximized. The "community emphasis of the ecological model indicates that as the scale of planning decreases more public participation should be encouraged" (p. 188). Regarding tourism goals, Murphy asserted that environmental and social factors should be placed alongside economic considerations (Murphy, 1985, p.165).

Murphy suggested applying his ecological approach using systems theory which is generally used where components exhibit a high degree of interdependence. The behaviour of the systems is "...usually very much more than the sum of its parts" (Murphy, 1983, p. 189). Systems theory is a useful way of viewing tourism, since as an industry, it is non-integrated and de-centralized.

Systems analysis, through considering human activities, communications, space and time, is compatible with Murphy's ecological view of the tourism industry. In the ecological community model, systems theory allows the linking of planning, continuous monitoring and systems management.

Murphy has applied his theories in public workshops where community representatives selected long and short term strategies to local tourism development. In his use of Nominal Group Technique (Delbecq et al., 1975), Murphy's approach is similar to this study.

Summary

The tourism planning process has broadened over time, from being project and site specific, to include numerous other factors and players. Formerly, sites and facilities were considered in isolation from the surrounding area, whereas community tourism planning processes now consider impacts on surrounding natural resources and residents of the host community. These wider concerns reflect the fact that public and political support are necessary in tourism ventures if the industry is to receive government support and consume community resources. In planning for tourism from a wider perspective, ventures are far more likely to be sustainable.

To varying extents, this project was influenced by all of the preceding tourism planning approaches. Gunn's treatise on strategic planning was significant in recognizing that sites and attractions do not exist in isolation; even if attractions are contained on a single site, to be successful, relationships between regional hospitality facilities, transportation and information systems must also be considered. McIntosh and Goeldner, and Kaiser and Helber, although keeping the process in expert hands, broadened the planning agenda so local, social and environmental concerns were considered. Rosenow and Pulsipher's process, through identifying unique community characteristics or "sense of place", defined the basic physical elements of community tourism--i.e. what makes the community itself an attraction? Mill and Morrison influenced this project in their assertion that through long-term goal selection and policy design, the future nature of the local tourism industry could be set while encouraging flexible, responsive approaches to planning and development. Their community-based approach to planning and development is also significant in its range of volunteer roles. Murphy and D'Amore's influence on this project is evident in the appreciation of systemic relationships between the tourism industry, the natural environment, resident concerns and existing industries.

Chapter 3

COMMUNITY TOURISM PLANNING APPROACHES: ALBERTA

In 1986, Rocky Mountain House became one of three communities participating in a pilot project of Travel Alberta's. In 1987, the outcome of the pilot project, the "Community Tourism Action Planning (CTAP) Guide", was released to the public. The CTAP is a "how to" guide intended to enable local committees to produce community-based tourism plans.

This program reflects the "self-help" policy the Alberta Government has pursued since the early 1980's. The self-help philosophy holds that community economic development is best achieved through marshaling local resources such as the municipal corporation, community organizations, local entrepreneurs, and historical and cultural resources. In this respect, self help philosophy is analogous to the community tourism concept. Examples of self-help programs offered by other government departments include "Revitalizing Downtown Alberta", offered by Alberta Municipal Affairs, and the "Main Street Program", offered through Alberta Culture and Multi-Culturalism.

The "Community Tourism Marketing Guide" (CTMG), a manual intended to enable local committees to market their community, was released shortly after the CTAP. The CTMG too will be discussed in this Chapter.

The CTAP Process

Although partnerships have long existed between government and the private sector, the CTAP program is Travel Alberta's first attempt at fostering community tourism planning. The guide states that the "partnership between government and the private sector should be extended to the community level" (CTAP Book 2, 1987, p.3). This is appropriate because, due to financial and human resource constraints, small communities can often only effectively organize themselves when acting in concert with senior governments (Perks and Mac Donald, 1988, p. 2).

After the CTAP guide was evaluated and released, the provincial government produced a Community Tourism Marketing Guide. Complementary to the CTAP, this guide was intended to aid communities in marketing their attractions after completion of the community tourism plan.

Organization and Presentation of the CTAP Process

The CTAP guide is organized into four booklets contained in a ring binder. The guide concentrates on the "hows" of tourism planning; it offers little theory, background information, or possible sources of aid for specific problems. The guide is written in a conversational style and states: "You won't find a lot of theory here. But you will find a lot of useful information." (CTAP, Book 1, p. 5).

The CTAP guide recommends that prospective tourism planning committees begin by addressing the questions: what role does tourism play in our community; who benefits; who does it cost; and should we continue to plan? (Book 1, p. 3). Development goals in community tourism ventures should reflect resident concerns. In D'Amore's words, "at the local level, tourism planning should be based upon overall development goals and priorities identified by residents" (1983, p. 153).

Book 2 of the CTAP guide describes the organizational process. The conclusion of this stage should result in: a by-law establishing a tourism committee, the formation of same, and a tourism policy adopted by the municipal council.

The CTAP process is flexible and allows tourism committees to be established under the auspices of existing economic development committees or as a separate body. If independent, the tourism committee has more freedom to act, but with less coordination with the economic development body. If a sub-committee of the economic development body, inter-committee coordination is enhanced but the tourism planning group may have to compete for manpower and financial resources. In accord with the community tourism principles espoused by D'Amore (1983) and Murphy (1985), the CTAP recommends that tourism committees be set up "representing a broad cross-section of the community" (Book 2, p.7). While private sector interests must be represented, broader social concerns should not be ignored; Native, ethnic and cultural groups should be enlisted as these aspects of the community make it unique, add to its competitive advantage and visitor appeal.

The CTAP fails to discuss the nature of time commitments required to complete community tourism plans or the role of municipally employed tourism coordinators. Committee members are not necessarily aware of the time requirements for task completion and the necessity of distributing research loads. During the marketing project, some committee members were unwilling to complete the tasks they had accepted; they attempted to transfer their research assignment to the paid tourism coordinator who had been hired to implement the CTAP plan. This would have resulted in staff duties going uncompleted.

While centred on communities, the CTAP encourages committees to consider the regional context of their tourism industry (Book 3, p.10). This is appropriate in communities such as Rocky Mountain House where many attractions lie outside municipal boundaries.

In Book 3, the planning process is described, including suggested meeting agendas and time allocations for discussion (Figure 3.1). Using provided matrices, market segments currently served in the community are identified and expanded into profiles by answering questions regarding visitor motivations, service and entertainment needs, expenditures, market size and origins (Book 3, p.11).¹ An efficient chairperson helps to keep this process on schedule.

Ranking of the market segments follows using three criteria: time spent in the community, size of market segment and financial impact (Book 3, p.13).² Financial impact is of central importance to most communities and it should be emphasized. "Time spent in the community" and the "size of the market segment" are adjuncts of financial impact; they indicate potential financial impact but are not the final measure. Segment size and length of visit are irrelevant if a market segment does not spend locally. The workshop participant's task would be easier if fewer criteria were employed in ranking market segments. After ranking, the list is circulated to local businesspersons to obtain feedback.

Costs associated with market segments are not considered in the CTAP process. A question that might have been posed is: What impacts--social, environmental and financial--does each market segment impose? A market segment with high local expenditures may be undesirable if excessive social costs are incurred or local carrying capacities exceeded.

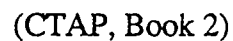
Next, the CTAP recommends listing and ranking the community's tourism assets in five separate categories: attractions; promotions; infrastructure; hospitality; and tourism services. Similar to Rosenow and Pulsipher's planning model, the tourism assets are ranked to highlight community strong points which are foundations for establishing "Tourism Objectives" and "Action Steps". In essence, the CTAP process identifies community competitive advantages or unique "sense of place".

The five assets lists are transferred into "Tourism Concerns" by simply changing asset descriptions into questions (CTAP, Book 3, p.13). A Tourism Concern corresponding to

¹The market profiles matrix for Rocky Mountain House and region is contained in Chapter 5, p. 54.

²Nominal Group Technique is used throughout the CTAP process to assign priorities. For a discussion of Nominal Group Technique, refer to p. 47.

The Community Tourism Action Planning Process in Alberta



local history would be: "How do we interpret and market our history to visitors?". Tourism Concerns are comprised of negative assets, outright liabilities, or undeveloped ideas identified while listing tourism assets.

Concerns are ranked higher if they affect more than one market or are easily addressed (Book 3, p.20). Quick results are important in maintaining volunteer commitment; positive effects from one action in two or more markets reflects efficient resources use.

Tourism goals are then stated by inserting "to improve" in front of the attractions, promotions, infrastructure, hospitality and services lists. (Book 3, p. 21). This method offers a quick way for committees to identify goals with minimal debate but may sacrifice critical evaluation of local conditions.

Objectives responding to concerns are listed and ranked independently under each goal. The CTAP directs that objectives be written with reference to the tourism market profiles, concerns, and assets. After producing objectives, a single ranked list is produced. Only the most important objectives are ranked, leaving lesser ones to be dealt with later. Objectives are ranked according to how well they:

- attract more visitors to the community;
- encourage visitors to spend more time in the community;
- minimize adverse social, economic, and environmental effects within the community;
- produce highly visible results when accomplished;
- appeal to the community at large;
- support the community at large;
- realistically reflect what the community is capable of doing (Book 3, p.26).

A tourism committee's task would be easier if fewer criteria were used--especially when the objectives list is lengthy. Also, combining similar criteria would make ranking easier. The suggested criteria also ignore the possibility that some objectives may be complementary. Combined objectives might receive a higher rank than if considered individually. The CTAP should state that modification of the process is acceptable where appropriate.

It is laudable that community interests are placed alongside financial returns in ranking objectives. However, impacts on communities are not considered during target market evaluation. It would be preferable if potential negative impacts of action plans were considered throughout the process.

Action steps are then described, cross referenced to existing lists and ranked on worksheets

(Book 3, p.27). Spaces are provided on the worksheets for describing action steps, dates for completion and evaluation of results.

The CTAP encourages public participation at all stages of the planning process, from the adoption of municipal policy through plan formulation. Before obtaining public opinions, the draft plan is reviewed by municipal council (Book 3, p.29). It is recommended that municipal council determine the best method of public participation. A variety of methods are suggested, ranging from open-houses to media advertising (Book 3, p.29).

Formal endorsement by council follows which, in implementation, lends to the plan credibility and public policy status, making the plan eligible for provincial funds. Municipal council should also ensure that no conflicts exist between the tourism and other local plans.

Task assignment, implementation and possibly hiring consultants for further studies are the final steps. Although monitoring effects of action plans is recommended, many communities lack baseline data regarding event attendance, visitation, etc., which makes evaluation difficult. A second problem is impacts of the tourism plan's implementation may be impossible to disassociate from effects of other municipal economic development programs.

A third problem with effective monitoring is some communities--especially small towns--lack the basic "capacity" to effectively monitor implementation performance. Capacity, defined as an amalgam of leadership; financial resources; local institutions and organizational effectiveness; community wealth; municipal management; and easily accessed relevant information, has been found to be lacking in Alberta communities of 10,000 population or less (Perks and Mac Donald, 1988, p.2). Inadequate capacity leads to community reliance upon provincial and outside consultants services.

This does not imply that monitoring should not be performed, but that community capacity constraints must be recognized. For example, the Guide recommends survey sampling be used to assess event planning, promotional campaigns, etc. (Book 3, p.33). Inferior research design, improper sampling techniques and poor questionnaire construction may lead to biased research results and incorrect conclusions. Complex monitoring programs are beyond the capabilities of most small communities unless expert assistance can be obtained, usually through senior government funding.

The Guide makes brief recommendations concerning research design and survey instrument construction are made, but these are inadequate to equip lay-people for any but basic forays into travel research. The CTAP correctly recommends that assistance be obtained from nearby post-secondary educational institutions. However, few communities take advantage of these sources of inexpensive consulting services. The CTAP should be emphatic in

recommending educational facilities as sources of aid in monitoring, marketing, promotions, etc.

Conversely, unless tourism committees actively engage in research, skill development will not occur; through active participation, education is provided. Tourism committees, through local monitoring programs, should gradually acquire relevant, baseline data. This is important since provincial government data more often than not, cannot provide answers to specific committee research questions or to localized issues.

Problems often arise in "self help" community economic development ventures because of their dependence upon volunteer labour. In small communities, social, sporting, community development and service events usually depend upon an unchanging pool of volunteers. These crucial human resources often become fatigued and over-extended, resulting in failing dedication and commitment. Although never easily solved, partial solutions to these problems may lie in volunteer recognition and public appreciation. Community based economic development programs are, at their base, dependent upon resident commitment and energy. Yet the CTAP, like most other planning programs, does not discuss human resource management. Regular turnover of committee membership would aid in commitment renewal and be a source of fresh ideas.

The CTAP's appendices (Book 4), contain sample tourism plans and a list of government programs. Useful information that should be referenced are: sources of published data; guides for research, signage, tour packaging, survey and research methods, promotions, merchandising and hospitality training; texts on tourism planning and suggestions for managing volunteers.

The Community Tourism Marketing Guide-Presentation and Process

Travel Alberta released the Community Tourism Marketing Guide (CTMG) in 1987 after the CTAP. The marketing guide briefly explains tourism marketing and research before outlining ten steps in the process (Figure 3.2). The CTMG defines tourism marketing as: "...making sure that your community is offering the kind of tourism attractions, services, hospitality, and infrastructure at competitive prices to those visitors that your community has chosen to attract" (CTMG, p.7).

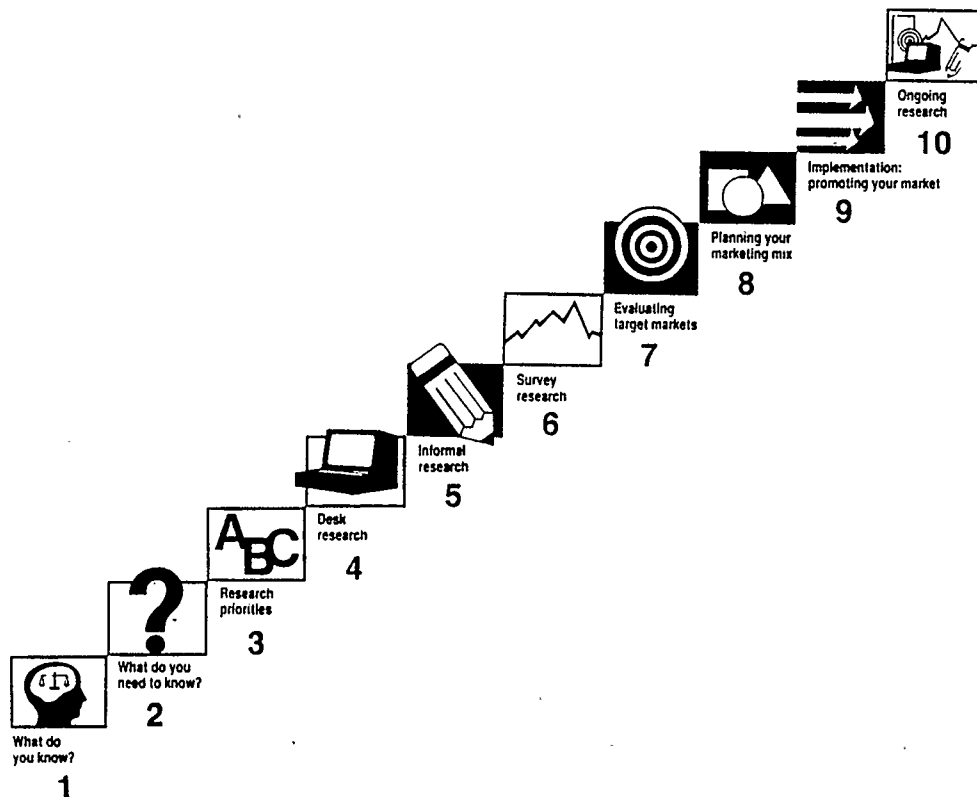
Advertising and promotions are viewed as elastic (Wallace, Tourism Turnaround Program for Canada, 1986 p.11). This indicates increased promotion results in increased visitation after a lag. For small communities therefore, beyond developing and refining the tourism products,

effective promotions are an integral aspect of tourism plans.

The CTMG defines "marketing mix" as the interaction between four "P's"--price, place, product, and promotion (CTMG, p.7). While it is a cursory, theoretical definition and explanation of tourism marketing, it reveals a more sophisticated presentation of information relative to the CTAP. The CTAP, while a good "how to" guide, is less refined than the CTMG.

The first three steps in the CTMG involve planning the research. These steps attempt to answer questions such as: What do you know? What do you need to know? What areas require priority? (CTMG, pp. 17-19) (Figure 3.2).

Figure 3.2
The Community Tourism Marketing Process



(CTMG)

Steps four through six describe informal, desk and survey research methods. Desk research involves reviewing surveys produced by third parties. While an affordable approach to research, two problems arise. Data is often dated, and research produced for other purposes may not answer specific, localized community questions. If augmented by other sources, however, this is still a sensible approach for a committee with limited funds.

Under informal research, the following techniques are described: traffic counts; tourist facility registration records; suggestion boxes at tourist facilities; informal survey interviews; and unobtrusive observation (CTMG, p. 24). These "counting" techniques are good suggestions requiring minimal effort on the part of researchers but unobtrusive observation and informal interviews must be done with care to produce meaningful results. Sporadic, irregular sampling and poorly worded queries may produce biased results.

The CTMG next addresses survey research. Here the CTMG echoes the CTAP and recommends that unless committee members possess expertise in survey research, outside assistance should be obtained.

Data evaluation and analysis are the next step of the CTMG. The CTMG stresses that users recognize when enough information has been obtained to act. This requires judgement on the part of the committee acquired through experience. By avoiding excessive research, limited committee energies are not wasted.

Building upon information obtained during the CTAP process, the CTMG advises segmenting markets by geographic origin and destination, demographics, and behaviour. After market segment identification, the community's competitive advantage must be identified. The committee must:

- 1) analyze whether the attractions draw people who would not otherwise come;
- 2) assess the travel time required to get to the community versus the value of the attractions themselves;
- 3) revise the geographic target markets; and
- 4) review the competition. (CTMG, p.30)

Due to shortages of appropriate local attractions, some markets may be discarded as unsuitable. Next, target markets must be matched to local attractions.

The community's image must then be identified--a difficult task for some committees to perform. Local loyalties or an inability or unwillingness to face realities may result in skewed perceptions of community image. Finally, the number of visitors the community attraction may

effectively service without exceeding the carrying capacity must be determined.

The committee may now plan the marketing mix by adjusting price, product, place (physical access), and promotion packages. While the CTMG describes a clear, logical process for community tourism committees to market their product, approaches to capital formation are not discussed. Media buys are expensive, especially if target markets must be reached through separate campaigns. The guide would be enhanced if avenues towards marshaling capital had been suggested. These guides inform committees of what tasks are required, but do not necessarily provide "the hows" of accomplishing them.

Tourism is a complex, competitive industry and consultants will be required for most Alberta communities to produce effective marketing plans. Effective promotions are critical in rural areas to inform urban residents of recreational opportunities. Research performed in this project indicates that Calgarians are typically unaware of recreational opportunities in Rocky Mountain House.

The last step in the CTMG is "on-going research and evaluation". The CTMG provides broad conceptual direction but weak instructions on how to monitor, measure, and evaluate the marketing plan performance. Another problem is community resources may be exhausted in implementing action plans leaving little manpower, capital, etc., to effectively evaluate results.

Issues of negative impacts resulting from tourism or marketing plan implementation are not reviewed in either the CTAP or the CTMG. However, inclusion of special interest groups in the planning process may obviate potential impacts.

The CTAP program reflects a rational decision making process as described by Graft and Gutstein (1972). Plans produced using the CTAP should state objectives and criteria used to assess proposals. In the process, action plans follow from objectives and the decision making procedures are described.

The CTAP process, while reflecting basic tenets of rational planning, fails to focus sufficiently on the external environment, future trends, and the identification (or imagination) of new opportunities. The process studies exclusively the short term and current markets served by the community. Potential markets, emerging trends in tourism, and new opportunities are not studied if one follows the process literally.

In this concentration on short time-frames, the process reflects Quinn's (1980) "logical incrementalism". Plans and strategies evolve with current situations; long term community strategies and goals are absent. Future vision is not used as a framework to assess action plan appropriateness. Therefore, inadvertent, fundamental community change is possible. While inevitable, change should be managed such as to lead towards desired ends that yield maximum

community benefits.

With short planning horizons, plans may be altered to fit changing political and social environments. Flexibility is desirable, but plan evolution should be couched within a framework of democratically selected, community-based strategic objectives or goals. For example, a community whose competitive advantage lies in water-based recreation should have, as a long term policy goal, on-going protection and maintenance of water quality. Short planning horizons, un-framed by long term policies or goals risk poor development decisions when potentially lucrative but socially and environmentally disruptive development opportunities arise.

Summary of the CTAP and CTMG

The preceding discussion and critical analysis is by no means meant to imply that the CTAP and the CTMG possess serious flaws. The CTAP and CTMG are good guides for local tourism committees to follow. Employing them, committees of lay-persons should be able to survey, analyze and plan with expectations that sound results will emerge. The CTAP and CTMG's philosophical underpinnings are basically sound, while the processes and frameworks embrace basic tenets of community tourism as espoused by D'Amore and Murphy.

Improvements can, however, be made to both documents. The CTAP would be strengthened if the guide adopted a more strategic, outward-reaching, future considering approach to tourism planning. Specific recommendations for the improvement of the CTAP and the CTMG are contained in Chapter 8.

Strategic Planning and the CTAP

Applied to the M.D. of Clearwater tourism diversification efforts, Strategic Planning (SP) is a process that complements rather than supplants the CTAP. Conceptually, therefore, SP need not be necessarily a separate and distinct operation from the CTAP process, but, rather an expansion and broadening of it.

SP does, however, contrast with the CTAP process by encouraging the planning body to consider community relationship's to the external environment and inter-relationships of systems of the internal environment. Using SP, tourism committees can foster a collective vision of a desired future and implement actions to bring it about through adaptation to the

world beyond. By understanding social, economic, political and technological forces interacting in the external environment, community human, natural and organizational strengths can be organized to overcome weaknesses; to respond to external threats and competition; and to marshal resources to take advantage of opportunities. Through understanding the local environment more fully than simply in terms of local tourism assets and liabilities, potential partnerships between social, political and cultural groups may be forged resulting in stronger community development.

Further, SP offers to the planning body a union of community economic development and tourism planning. The CTAP offers a limited conception of development--mainly business development through the attraction of tourist spending. A strategic approach would include economic, social, and amenity development.

In defence of the CTAP, a conservative or limited planning approach is appropriate for community persons new to tourism planning. By concentrating upon current markets, experience and knowledge may be quickly gained to be applied later in an SP approach.

This ends Part I, the background to the project. Part II contains a description of the methodology employed, the internal and external environmental research findings, and an account of the situational analysis workshop where future development options were selected.

PART II

THE PROJECT

CHAPTER 4 PROJECT PROCESS, CLIENT AND AREA CONTEXT

**CHAPTER 5 EXTERNAL ENVIRONMENT: RESEARCH AND
INFORMATION**

**CHAPTER 6 INTERNAL ENVIRONMENT: RESEARCH AND
INFORMATION**

**CHAPTER 7 SITUATIONAL ANALYSIS: DEVELOPMENT
OPTIONS WORKSHOP**

Chapter 4

PROJECT PROCESS, CLIENT AND AREA CONTEXT

Strategic Planning

Strategy development and tactics were generally associated with military applications until after the end of the Second World War. Private corporations began to borrow concepts from military strategy in the 1950's and 1960's, after communications and transportation developments made the business environment and strategy development more complex. Getting complex business organizations to focus upon altering, reshaping and shifting resources to respond in a coordinated, integrated manner to emerging and uncertain situations in the external environment is similar in some ways to organizing a military campaign.

Major focuses of business strategy until the late 1960's were strategy development within complex organizations; strategy execution; information delivery and processing; and problems of control in multiple business organizations sharing common resources. Later, through the 1970's, corporate relations, the competitive nature of the external environment and how organizations might adapt to meet challenges dominated public discussion of strategic planning (Albert, 1983, p. 1-9). Generally, private sector strategic planning evolved from being an ad hoc, informal process, to later being rigid and mechanistic, and finally towards a combination of the two previous approaches which balanced the intuitive, creative, qualitative considerations with the rational, formal quantitative aspects of planning.

Through the 1980's, strategic planning was employed in a wider range of applications including public agencies. Public agencies borrowed concepts from the private corporate sector as the corporate sector had earlier from the military. Walter and Choate (1984) published a "primer" for public leaders to aid in the employment of strategic approaches to public policy and program design. Similarly, Nutt and Backoff (1987) proposed a strategic management process for application in public and third sector organizations. Perks and Ind Kawun discussed and outlined a strategic planning process for use in small town community development that relied upon the direct participation of participatory community groups (1986). Perks and Mac Donald applied and reported on a similar approach in the Crowsnest Pass (1988a). Fillion and Seasons (n.d.) surveyed Ontario municipalities and found that strategic planning approaches to community economic development were relatively uncommon.

Nutt and Backoff noted that in transferring strategic planning from the private to the public

sector, the fundamental goals shifted. In private sector corporations, profit, market share and/or (possibly) diversification are usually assumed as ultimate goals. Conversely, in the public sector, organizations face problems that are quite different than those faced by firms and the goals in some cases, are fairly ambiguous (Nutt and Backoff, 1987, p.42). Public policy goals and objectives reflect their origins in social intangibles which are often difficult to calculate and calibrate objectively (Rondinelli, 1976, p.77). The strategic emphasis in the public sector shifts from a marketplace focus, to consideration of a more complex set of political, economic, social, and legal implications. Multiple public groups often have to be included in the process, senior government policy objectives may have to be met, local elected officials may have to be involved, and selected private sector operations may participate.

It can be assumed that private-sector firms are in control of their internal environments: they may generally shift or marshal their resources at will to respond to situations in the marketplace. Public and private sector organizations do not share the same degree of power or control over internal resources. This is especially true for local tourism planning committees. Strategists in the public sector must take into account all parties who will be affected or who might affect the implementation of strategy. Murray (1975, p. 365) and Rondinelli (1976, pp. 76, 78), as quoted by Seasons, note that "...the criteria of political decisions are therefore based on objectives of compromise, consensus, and democratic representation. Seasons notes that "...the potential to achieve consensus is apparently a function of the severity of the issue at hand, the number and powers of possible stakeholders, and the history of antagonism or cooperation among stakeholders. In the public sector, the conventional top-down, corporate approach to planning which assumes a reasonable degree of internal consensus is thus seldom possible in the public sector" (Seasons, 1989, p.12).

Nutt and Backoff refer to affected participants as "stakeholders". Support for a strategy must be sought through political alliances, lobbying, and bargaining in light of the collective nature of control over public organizational resources. If plans are unrepresentative of local private sector, special interest group and other public concerns, political--and therefore financial--support will likely not be forthcoming, thus jeopardizing the plans.

With specific reference to public sector tourism, Gunn, in the late 1970's, advocated applying strategic planning to regional tourism development. Gunn proposed an integrated approach to development where transportation networks, communication and information systems, attractions, visitor services and tourists needs and behaviour were considered in the planning process. Gunn's concern for the maintenance of local culture and environmental quality represented an early exposition of sustainable development. Gunn led a movement away

from tourism planning approaches where only the private sector's profit-seeking, facility or site-specific concerns were considered during the planning process. Gunn proposed an integrated, holistic process where private sector concerns were addressed, but in a view where wider social and natural values were maintained, protected, and even enhanced. Gunn's approach diverged from other public sector applications in tourism planning with its reliance upon expert analysis and decision making.

The Strategic Approach Employed

Strategy is dependant upon the ability to imagine and evaluate possible consequences of alternative courses of action. Knowledge of how the competition will likely respond and the impacts of alternative courses of action are also necessary for strategy to evolve. Knowledge of competitive elements and alternative courses must be integrated and comprehensive, for until "...enough knowledge has been integrated to see the whole pattern, knowledge is no more than the individual pieces of a jigsaw puzzle." (Albert, p. 1-5).

Strategic planning in public sector community economic development combines, in a common view, physical environmental improvements planning, local business improvements, and community development implementation activities (Perks and Ind Kawun, 1986, p.28). It is a holistic process linking community short-term action planning to long term goals. Through strategic planning, a community may assess its capacity to adjust to uncertain or uncontrollable environmental forces; identify its competition; select target areas for development; and strategize to master the environmental situation and compete more effectively for development. Gunn's integrated strategic approach to tourism planning was similar in its consideration of all facets of the tourism system rather than factors and elements in isolation.

A Strategic Planning approach to the Rocky Mountain House and region tourism diversification project was utilized for several reasons: Strategic Planning encourages the community to take a proactive rather than a reactive stance in developing and managing local economic development; physical, social, and economic impacts of development can be assessed in light of effects upon the community while allowing appropriate measures to be adopted to manage current, emerging, and future situations. In this way, the interests of the community are maintained at the forefront in goal, objective and action plan development.

In this project, the internal environment considered was the town's tourism infrastructure (e.g. hospitality sector, cultural attractions, transportation systems, etc.), natural/ wilderness resources and business activity attributes related to tourism. The external environmental factors

were global--and Alberta-- tourism market trends, and the potential sources of competition. The TAC had already extensively analyzed its tourism assets so relatively less emphasis was placed on this area during this project. A long-term approach was adopted to avoid overlap with the TAC's previous tourism research and planning efforts.

Project Process

Research of this project was divided into two major areas reflecting a basic conception in strategic planning: an Internal and an External Environment. The Internal Environment was defined as those social, environmental, political and technological factors located inside the geographic boundaries of the Municipal District while the External Environment comprised all else. The aim of these two research directions was to better understand the position, goals and key decision factors driving the client's strategy development and the nature of the tourism business environment. These two sets of research were performed by the author and are described more fully below. Research on these two areas proceeded concurrently with an aim of identifying the Key Driving Forces that will shape the future of tourism in the M.D. of Clearwater.

The results of the Internal and External Environmental Analyses were compiled into a Workshop Package that described the data and some preliminary conclusions. These sets of analyses were brought together in a Situational Analysis where, given a set of trends identified by the author's research, the future of tourism in the M.D. of Clearwater was discussed. The Situational Analysis was performed with the Tourism Action Committee (TAC) of the M.D. of Clearwater in a six hour workshop held in February, 1989 with a purpose of setting long-term development goals and tourism policies.

The project methodology is shown in Figure 4.1. Monitoring functions are displayed in the process diagram to portray the process as on-going.

Internal Environmental Analysis

The aim of this investigation was identification of regional strengths, weaknesses, factors and trends affecting tourism supply. Local assets were surveyed using the Community Tourism Plan; the marketing study; existing surveys; consultant reports; promotional materials and community directories; provincial Integrated Resource plans and related documentation. Two surveys were performed: one with high school students and the other with tourism

business operators.

High school students were surveyed to obtain youth views, attitudes and perceptions of tourism, and because they will deal with future implications of current decisions. Business operators in tourism and related fields were surveyed through the mail to assess their goals and ambitions for the local industry. (Survey questionnaires are contained in Appendix 1).

The youth survey was distributed to 19 senior students at Will Sinclair Senior High School in Rocky Mountain House. The business survey was mailed to 40 local businesspeople with addressed, postage-paid return envelopes included; 19 replies were received. Survey results are contained in Chapter 6.

In both surveys, larger sample sizes would have been desirable. In the youth survey, the cooperation of teachers and administrators had to be obtained. It was imperative that the surveys be distributed during a semester break to minimize disruption; other arrangements were not acceptable to the school. The business survey's mail-out could have been larger, but financial constraints precluded this.

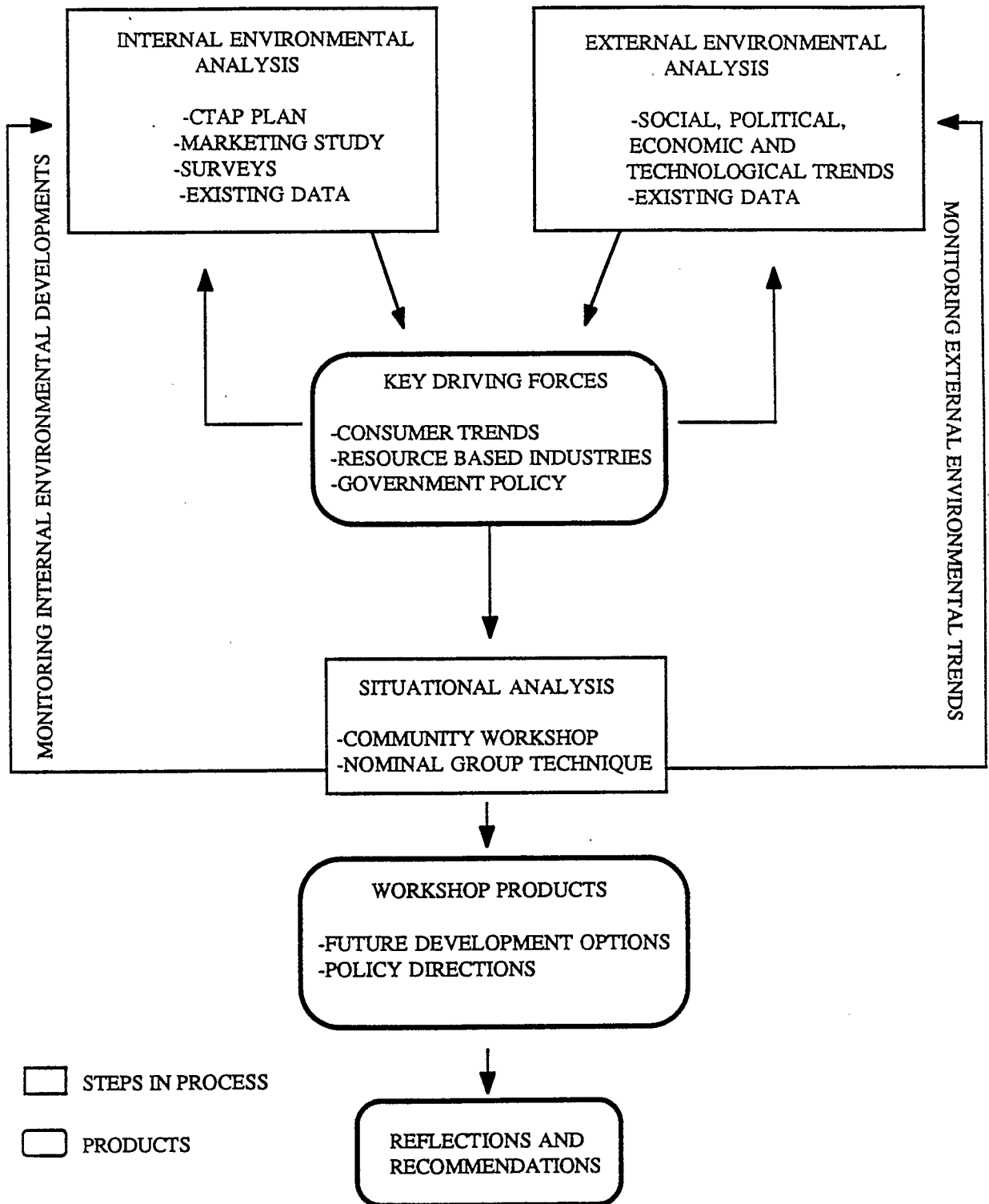
External Environmental Analysis

An External Environmental Analysis was performed to identify trends affecting demand for the tourism resources of the M.D. of Clearwater. Major avenues of investigation were: trends in local tourism markets; general trends in tourism and selected foreign markets; regional profiles of major current markets; population trends in those markets; expanding and declining recreational trends; recreational patterns of older adults and women; trends in outdoor parks design and management; highlights of National parks management plans; provincial policies and economic forecasts; societal trends; attitudes towards the environment; and trends in communications and transportations. The purpose of the External Environmental Analysis was to identify forces, trends, opportunities and threats developing outside the municipality.

Data was drawn from existing recreation surveys performed by Alberta Recreation and Parks; resource management plans of Alberta Energy and Natural Resources; trend identification publications by provincial departments of Parks and Recreation and Tourism, Management Plans for the Mountain Parks; articles from periodicals and publications of Tourism Canada.

FIGURE 4.1

**METHODOLOGY: THE STRATEGIC PLANNING PROCESS
EMPLOYED IN THE M. D. OF CLEARWATER**



Normally, as part of the External Environmental Analysis , a review of the status and nature of the "competition" would be considered. The competition is usually described as "threats" to the client group, although an analysis of the competition may reveal "opportunities" as well. It is worthy of note that the CTAP process fails to directly recommend that local planning bodies review their situation with regard to competitors. As well, Gunn's strategic process reflected his landscape architectural training and focused mainly on integrating the planning of the physical elements of regional resort areas although social aspects such as tourist behaviour were also considered.

Conversely, in private sector strategic planning, an understanding of the competition is crucial to strategy design. As Ohmae notes "...strategy is defined as the way in which a corporation endeavors to differentiate itself positively from its competitors, using its relative corporate strengths to better satisfy customer needs (Ohmae, 1985, p.92).

In the Municipal District of Clearwater project, the competition was not a central focus of the External Environmental Analysis for the following reasons. The client group had already been through the CTAP planning and market processes and therefore already possessed an understanding of their current competition. As well, private sector motel and tour service operators sitting on the local Tourism Action Committee contributed substantially to competitive awareness. Local businesspeople are generally aware that as a tourism destination, the Municipal District competes with the mountain National Parks, the interior of British Columbia, and the lake areas of central Alberta in the summer. Currently, the area serves mainly as a "travel-through" area for touring travellers who may not necessarily have an ultimate destination.

Since threats posed by areas competing with the Municipal district had already been reviewed by the client group, and under the long-term planning horizon utilized in this study, further review of the current competition was not performed. Instead, future potential visitor demand for local tourism resources and future sources of competition were studied. Since the Municipal District services mainly tourism market segments seeking outdoor recreation, future demand from recreational and primary resource industries for regional natural resources were investigated.

The competitive position of the National Parks was reviewed with regard to their long-term viability and ability to respond to increasing visitation pressures. Wildland resources both inside and outside the parks are diminishing and the Parks Management policy espoused in parks planning documents will determine the level and type of spill-over development pressure on areas such as the Municipal District of Clearwater. It was reasoned that in the long-term

planning horizon adopted in this study, the National Parks, while still a competitive threat, posed an opportunities since the municipal district would benefit from the growth-limiting policies proposed for the National Parks.

Interestingly, after reviewing the research findings, it was determined that future competition would not come solely from other tourism regions. The resource-based industries operating inside the municipal district will compete increasingly with tourism operations for regional natural resources. If the municipal district's tourism resource base deteriorates due to poorly planned and executed resource extraction activities, the regions' competitive position will decline. Therefore, in the author's view, the future competitive struggle will broaden from maintaining a share of tourism demand, to protecting, enhancing, and improving the supply of regional tourism resources. This will involve bargaining, political lobbying, sometimes cooperating and sometimes competing with primary-industries for control over the resource-base.

The Workshop: Situational Analysis and Generating Long-Term Development Options

The results of both analyses were compiled into a Workshop Package which was delivered to the Tourism Action Committee one week prior to the meeting. For a description of the Workshop Package, refer to Chapters 5 and 6; Chapter 7 describes a full account of the workshop proceedings.

The workshop's purpose was twofold: to objectively analyze local tourism resources in light of information about relevant trends in the external environment; to select long-term development options for the region and policies to maintain tourism asset quality and vitality while encouraging new development. Ideally, the workshop participants should be representative of local and regional special interest groups. In practice, complete regional representativeness was difficult to achieve due to difficulties with meeting schedules, possibly apathy and skepticism. At the workshop, the author served as a , leading discussion of the Workshop Package, exploration of issues and encouraging participation.

To generate and rank development options, Nominal Group Technique (NGT) was employed (Delbecq et al., 1975). A six stage process, NGT began with the facilitator stating the topic for discussion--in this case, development options for the M.D. of Clearwater. Each participant then wrote two possible ideas on separate file cards.

The ideas were rewritten on flip charts where all participants could see them. The options

were explained by their authors so that common understanding of the proposals was established. New concepts, inspired by the ideas of others, were added to the list. Next, repetition was eliminated and complementary ideas were grouped or nested. Each option was then assigned a single letter identifier code.

Ranking of the ideas followed where participants individually ranked the options from most (1) to least desirable (15). Through private ranking, individuals offered honest opinions without fear of public rebuke. These criteria were employed:

- the ideas should build upon regional strengths as identified during the workshop and take into account the identified social, technological, economic and political trends.
- the ideas should be financially rewarding while minimizing negative social, economic and environmental impacts.

The final stage was the compilation of results. Aggregation of ranks assigned to ideas were performed to provide a measure of overall results. The final ranked list was presented to the participants for review. At this stage, if the list was undesirable, re-ranking could have occurred, or single options could have been moved if majority support could be obtained.

The anonymous nature of the ranking allowed reticent participants to make their opinions known even if they preferred not to do so orally. NGT resulted in high group involvement which can later be translated into commitment. Group consensus is the basis from which community development efforts must begin.

From the facilitator's viewpoint, although individual ranking results remained anonymous, participant's personal agendas and political opinions were revealed as the scoresheets were returned for compilation. This information with public comments, allowed monitoring of participant's political shifts during the meeting.

The major disadvantage of NGT as a planning tool is the product is only representative of the workshop participant's opinions. If the workshop participants are unrepresentative of the community, it is unlikely that products produced will be representative of wider community interests. Therefore, it is critical that the planning body be representative of all community social and economic groups. Given diverse schedules and varying commitment to tourism planning, absolute representativeness was not possible. Through NGT, a ranked list of long-term development options and policies for the future governance of regional tourism was to be produced. It was anticipated that the option generation and selection would build upon tourism planning earlier performed by the TAC. Action plans were not proposed because the TAC's

agenda was already full implementing short-term action plans from the CTAP process.

Policies designed during the workshop were to provide a framework through which future development could be guided. A more explicit tourism policy was sought by the author because research performed for the Workshop Package indicated that competition for natural resources in the region will become more acute in the future. Policy decisions regarding commitment to protection and maintenance of these resources will define the future success of the regional tourism industry.

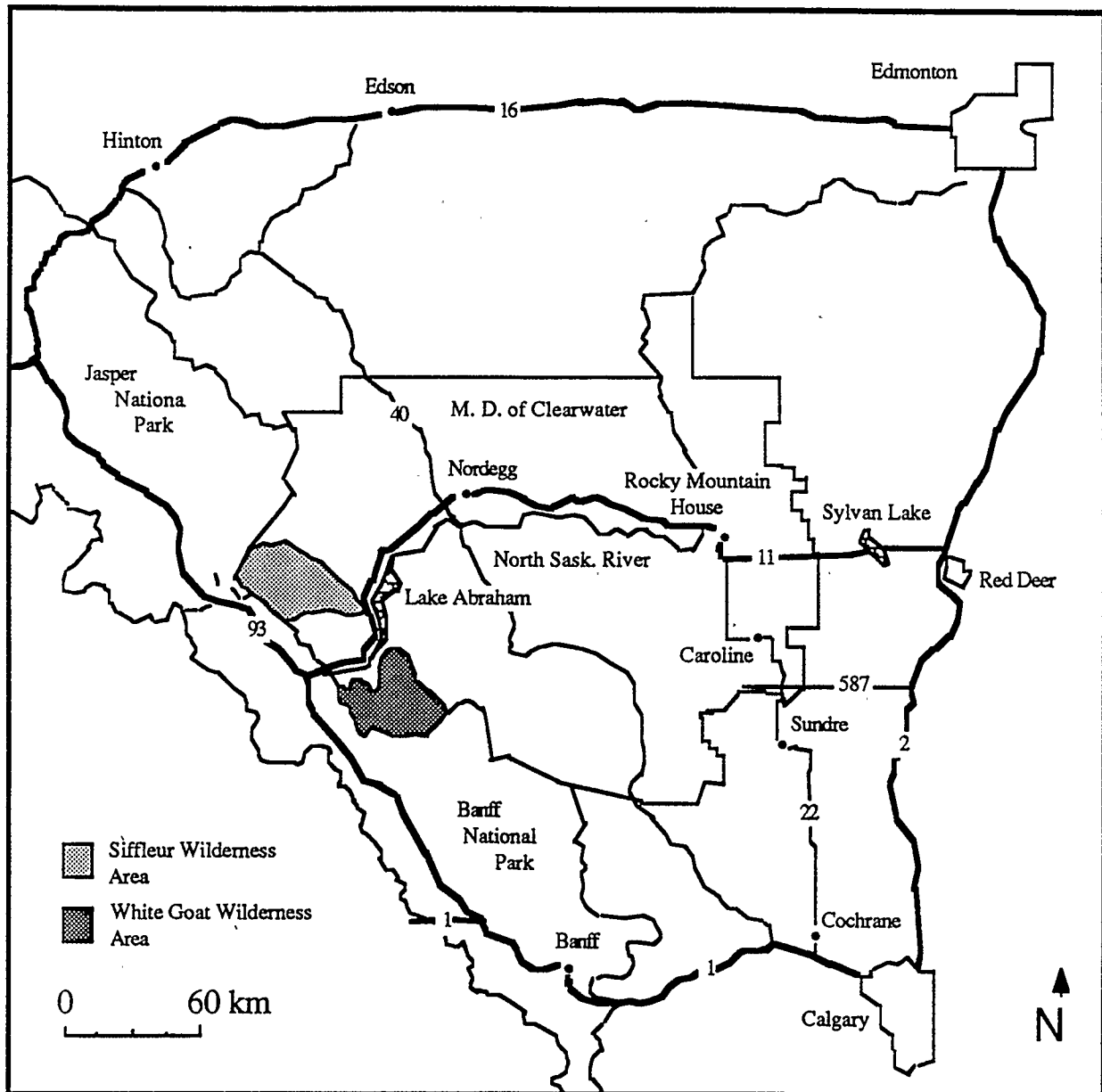
The Client: The Tourism Action Committee of The Municipal District of Clearwater and Town of Rocky Mountain House

The Town of Rocky Mountain House was one of the first communities in Alberta to embark upon a community-based tourism program. In 1986, these initiatives attracted the attention of Travel Alberta which chose Rocky Mountain House to be one of the pilot communities evaluating the Community Tourism Action Planning guide. The membership of the TAC has evolved slightly although most original members remain. During this project, the TAC had representatives from the Rocky Mountain House Town Council; the Chamber of Commerce; the local historical society; the Nordegg Historical Society; the local Native Friendship Centre; the regional economic development officer; the Municipal District of Clearwater; the Rocky Mountain House National Historic Park; private sector hospitality facility operators, one of whom sits on the regional tourism council (Zone 4); a resort operator; and, the municipally employed Tourism Director.

The TAC is well connected socially and politically through the affiliations and occupations of its members. Further networking opportunities are evolving through the TAC's decision to join the federally funded Red Deer Community Futures Program which has chosen to emphasize regional tourism development. The TAC is an active body that has sent representatives to numerous provincial tourism shows and as far abroad as Japan.

Traditionally, the Town of Rocky Mountain House and the M.D. of Clearwater have enjoyed a high degree of cooperation--even to the point of jointly employing an economic development coordinator. Due to this traditionally cooperative relationship and the fact that many of the tourism assets are regional in nature, the Town chose to perform its tourism plan on a regional scale. Subsequently, the villages of Caroline and Nordegg have produced CTAP plans that will be appended to the Rocky Mountain House Plan.

The Municipal District Of Clearwater



The Community and Regional Tourism Resources

Rocky Mountain House is a community of 5180 population (1987) located in the eastern portion of the M.D. of Clearwater (pop. 9201, 1986). The town's name is drawn from the first of several North-West Company trading posts established nearby in 1799. Today, the only National Historic Park in Alberta protects and interprets these sites to visitors.

The town may be reached by numerous routes. The major east-west route is Highway 11 from Red Deer while Secondary Highway 22 bisects the community on the north-south axis. The town operates a municipal airport but the nearest scheduled air service is located approximately 85 km. east in Red Deer. The town has no rail passenger service; freight is handled by Canadian National Railways.

Currently, the economic base of the region is forestry, coal, oil and gas, agriculture and tourism. In 1988, a major sour-gas discovery near Caroline has led to renewed investment in that sector. The natural resources of the Municipal District are considerable; resource based activity will be important to the regional economy for decades.

The M.D. of Clearwater has vast cultural and natural tourism resources. The eastern portion of the M.D. is given to mixed farming. Moving west, commercial stands of timber predominate until the eastern slopes of the Rockies are encountered. Numerous lakes, streams and scenic vistas comprise the Municipal District. Several species of game fish are found in the region. Wildlife for hunting and viewing become more common as one moves west in the Municipal District.

Cultural tourism assets are the Rocky Mountain House National Historic Park, the Town of Nordegg and its abandoned minesite, crafts and performing arts of the local Natives, and numerous community events such as "David Thompson Days" and the "Winterfest". Local recreational facilities include: arenas; Lake Abraham; golf courses; Crimson Lake Provincial Park; rodeo grounds; curling rinks; privately and provincially operated campgrounds; tennis, squash and racquetball courts; baseball diamonds; snowmobile, hiking and cross-country skiing trails.

Banff and Jasper National Parks lie approximately one hour west of the Rocky Mountain House. The Siffleur and Whitegoat Wilderness Areas share boundaries with the Municipal District and the National Parks.

Rocky Mountain House lies approximately two hours from both Calgary and Edmonton and less than one hour from Red Deer. This allows the Municipal District to draw upon a market of over one million people within a two hour traveling radius.

The next two chapters contain the data that was presented to the participants prior to the Workshop. Chapter 5 describes the External Environmental factors affecting regional tourism while Chapter 6 describes the Internal Environment. Chapter 7 provides an account of the discussion that occurred during the workshop.

Chapter 5

EXTERNAL ENVIRONMENT: RESEARCH AND INFORMATION

Contained here and in Chapter 6, are the findings of the research performed on behalf of the client group. The information was delivered to the participants one week prior to the workshop to allow them time for consideration and reflection. The data presented here is essentially the same as that contained in the Workshop Package; any variations are noted. Formerly organized into four major areas: social, political, technological and economic, the information has been reorganized for division into Internal and External chapters. For the sake of brevity, references are included as chapter endnotes.

The External Environmental Analysis probes general trends in tourism, trends in market segments currently served by the M.D. of Clearwater, and potential foreign markets. Data on central Alberta, Edmonton and Calgary, was presented to the client group because these areas are the source of most of the region's tourists. Table 5.1 shows the current markets served in the M.D. of Clearwater. The markets are presented in the order of importance as identified during the Community Tourism Action Planning Process. Table 5.1 was not given to the clients as part of the workshop package as they had designed it themselves during the CTAP process.

Since tourism and recreation are closely related, general trends in recreation and changes in recreation patterns are described. Further, information is provided on barriers to participation in recreation; changes in participation in common recreational activities; emerging trends; and activity patterns of special groups such as seniors and women.

Trends in park design and management, legislation affecting National Parks and highway development are described because most of the "travel through" traffic on Highway 11 is enroute to the mountain parks. One of the long term goals of the Tourism Action Committee in Rocky Mountain House is to have a highway developed through Howse Pass in Banff National Park to the interior of British Columbia.

Details are given regarding general provincial government policy directions. Due to its strong influence upon the Canadian economy, similar information is included for the U.S. economy. General trends in society including attitudinal towards environmental conservation are described. Societal attitudes towards conservation are detailed because several tourism markets come to the M.D. of Clearwater for the natural amenity and recreation. Current conservation efforts will bear upon future success of these areas. The section concludes with forecasted changes in average health, communication and transportation.

Key Driving Forces

The Workshop Package was intended to give the participants knowledge about three key driving forces affecting regional tourism identified by the author while researching environmental forces. The three key driving forces affecting tourism development were:

- likely directions for resource-based industry in the M.D. of Clearwater;
- political policies of the provincial and federal governments; and
- consumer trends in recreation and tourism.

Resource-based industry was selected as a key driving force because oil and gas, coal and forestry impose impacts on the scenery, wildlife and fisheries resources that the regional tourism industry depends upon. The M.D. of Clearwater has abundant coal reserves, sour-gas, and stands of marketable timber so resource industries will be active in the area for decades. For the most part, resource-based industry is discussed in Chapter 6.

Political policies of the federal and provincial governments were selected as a key driving force due to the enormous impact programs such as the Community Tourism Action Planning Program and the Canada-Alberta Sub-Agreement on Tourism have upon the industry. Senior governments have played major roles in tourism promotion for decades and the Alberta Provincial Government has declared support for continued expansion of the industry (Position and Policy Statement on Tourism, June 1985).

Consumer trends in tourism and recreation were an obvious selection as a key driving force. Emerging trends reveal future opportunities and declining market segments.

External Environmental Factors and Trends

Local Tourism Markets

•Central Alberta, Edmonton, and Calgary are the largest markets for the Rocky Mountain House area in descending order of importance. British Columbia, Saskatchewan, the United States and Ontario are the largest out-of-province markets. Nationally, over-seas markets are growing fast while the U.S. market is declining.¹ West-central Alberta tends to be viewed by the Alberta resident as a summer weekend destination area. It is generally not thought of as a longer trip destination area.²

•Potential for expansion exists in the central Alberta, Edmonton and Calgary markets. Diversification into other markets is possible and desirable.

Table 5.1

Market Profiles of the M.D. of Clearwater

Questions Tourist Type (Rank)	Where are They From?	When do they Arrive? (Days of the Month)	Why do They Come?	What Service Needs Do They Have?	How Do They Come Here?
Campers (1)	Province wide Western Canada U.S. International	Summer Fall (Daily)	Relaxation Sightseeing Natural Resources	Food/Fuel Amenities Campsites	Campers R.V.'s Cars
Work Crews (2)	Province	Year-round	Work	Meals Accommodation Shopping Entertainment	Cars Trucks
Business Travellers (3)	Calgary Edmonton Red Deer	Year-round (Weekdays)	Business	Accommodation Meals Fuel Entertainment	Cars (Plane)
Vacationers En route (4)	Canada U.S. International	Summer Winter	Location	Meals Fuel 24 Hour Service	Car Bus Plane
Hunters (5)	Central Alberta Province U.S.	Fall	Lots of Game Variety Trophy Hunting	Accommodation Food/meals/Fuel Sporting Goods Guides/Outfitters Horses	Trucks Cars Campers (Plane)
Fishermen (6)	Province Major Cities U.S.	Spring Summer Winter	Variety in Terms of Species, Lakes, Rivers, Events	Accommodation Food/Meals Fuel Sporting Goods	Trucks R.V.'s Cars
Sports Teams and Spectators (7)	Province	Year-round Weekdays Holidays	Inexpensive Facilities Better Scheduling	Accommodation Food/Meals Entertainment Sporting Goods Medical Facilities	Cars Trucks R.V.'s Bus

Table 5.1 continued

Questions Tourist Type (Rank)	Where are they from?	When do they arrive? (days of the month)	Why do they come?	What service needs do they have?	How do they come here?
Visitors of Friends and Relatives (8)	World Wide	Year-round	Visiting En Route	Sight seeing Entertainment Souvenirs Crafts Cultural Activities	Cars Trucks
Visitors Attending Special Events (9)	Regional Province National	Year-round (Weekends/Holidays)	Participation Spectating	Food/Meals Accommodation Fuel Entertainment	Cars Trucks Bus
Bus Tours (10)	Calgary Edmonton Red Deer Province	Spring Fall Summer	En Route Sight seeing RMH Nat. Hist. Park Convenient Stop Good Facilities	Washrooms Meals Fuel Accommodation	Bus
Cottagers (11)	Cities Regional Alberta	Summer Early Fall	Family Roots Lakes	Food Fuel Amenities Entertainment Building Material	Cars Truck
Snowmobilers (12)	Province	Winter (Weekends)	Chamber's Creek Facility West Country	Accommodation Food/Meals Fuel/Parts Entertainment	Trucks Cars Campers
River Recreationists (13)	Province Western Canada	Summer	Variety in Terms of River Opportunities	Accommodation Food/Meals Fuel River Access Facilities/Info.	Trucks R.V.'s Cars
X-C Skiers (14)	Province Saskatchewan British Columbia	Winter (Weekends)	Good Facilities Groomed Trails Variety of Terrain Scenery Mountain Access	Accommodation Food/Meals Entertainment Equipment/Rentals Trails	Cars Trucks R.V.'s
Shoppers (15)	Regional	Year-round	Location Specialty Shops Crafts Farmer's Market	Meals Fuel Banks	Cars Trucks
Conventioners (16)	Province Western Province U.S.	Year-round (Weekends/Holidays)	Central Location Mix of Attractions	Meals Accommodation Fuel Entertainment Convention Facilities	Cars Trucks Bus

General Trends in Tourism

- By the year 2000, tourism will be the world's largest industry.
 - Increasingly, travelers are better educated, affluent, and demand high standards of service.
 - As the population ages, resorts will cater to client's special needs through health services, diets, exercise and outdoor activities. These will be marketed as packages such as "stress reduction" programs or weight management courses.⁵
 - The elderly are healthier and wealthier than in the past. As a group, Canadians over 50 control 80% of the country's total personal wealth.⁶
 - Yuppies will continue to be status conscious and willing to pay for service.⁷
 - In the U.S., due to deregulation and the demands of sophisticated tourists, there has been an increase in group travel and charters.⁸
 - Budget-accommodation tourist hotels and time-share developments are becoming more prevalent in North America.⁹
 - Recent trends in Alberta include greater interest in heritage resources, increased spending on sporting goods, and higher demand for personal development activities.¹⁰
 - There was a decrease in participation in camping (1981-1984).¹¹
 - Since 1981, visits to National Parks in Alberta have declined.
- However, visits to National Historic Parks have more increased an average of 8% annually.
- In the future, education and personal self-development will become lifetime activities. Enrollment in non-credit courses in Alberta's colleges and universities increased by 43.3% from 1978-1979 to 1982-83.¹²
 - A celebration of "ethnic diversity" is replacing the traditional "melting pot". This may be seen in increased interest in ethnic food, dress, cultures, etc..¹³
 - Arts and crafts are gaining in popularity.
 - Interest in high risk, adventure recreation is growing.¹⁴
 - There is increasing demand for new leisure activities such as adventure trips, unusual modes of transportation, and different physical activities.¹⁵
 - Generally, the average work week will decrease in length allowing for more recreation.
- Unfortunately, the amount of income available for recreation will decline.¹⁶ This could contribute to travel in Alberta by Albertans.

The U.S. Travel Market

- Canada's most important source of foreign visitors is the United States although our market share of U.S. visitors has been declining.¹⁷

- A survey of U.S. travelers in Canada found that Canada's major strength in the U.S. market is as a touring destination. Car touring trips have no single focus, but visit several sites or destinations that may not be strong travel generators if viewed independently. Therefore, packaging of regional products is very important for this market. Trips last eight days on average and are usually planned two months in advance. Hotels and motels are the preferred accommodation. Travel agents and brochures are often employed in trip planning.¹⁸
- Americans like Canada because it is close, familiar, yet somehow different. The essential difference is the British, French and Native heritage, coupled with regional and local traditions.¹⁹
- The major reasons that U.S. visitors come to Canada are: to visit friends and relatives (41%); to tour (7%); because Canada is close to home (21%); to enjoy outdoor recreation (12%); resorts (6%); our cities (8%); theme parks or special events (4%); and cruises (1%).²⁰
- The U.S. outdoor recreation market segment is far smaller than previously thought. Similar experiences are available in the U.S. much closer to home. Opportunities do exist if the outdoor recreation is coupled with cultural experiences that are foreign and different from what is available in the U.S.²¹
- The price advantage (favourable exchange rate) was very important for U.S. visitors who selected Canada as a destination.²²

The Japanese Travel Market

- Japanese travelers find Canada an attractive destination because they perceive it to be uncrowded, clean, safe, and action-oriented (sporting opportunities). They are attracted by the scenery, people, and outdoor sports facilities.
- The Japanese tend to enjoy our cities because they are less crowded and cleaner than Japanese urban areas.
- Negative perceptions held by Japanese travelers about Canada are that it is too big, it is too far from Japan, food here is bland, the historic and cultural sites are uninteresting, the shopping is poor and the nightlife is uninteresting.
- A shortage of Japanese speaking guides exists.
- The Japanese receive polite, efficient service at home and expect it abroad.
- The primary reasons for traveling to Canada was pleasure (48% of visits); business (32%); and to visit friends and relatives (11%). The business category was the fastest growing segment 1980-1986.
- The most popular time for the Japanese to visit is in the summer--especially July and August.

- The most popular provinces for Japanese tourists are British Columbia (38%), Alberta (26.1%), Ontario (21.3%), and Quebec (9.7%).
- Sixty-seven percent of Japanese visitors arrive via the United States.²³
- The Japanese Government recently announced "The Ten Million Program" which is designed to increase the number of outbound travelers (from Japan) from five to ten million. Japan has a surplus of trade with virtually all of its major trading partners which the government would like to reduce. Methods used to encourage more overseas travel are promotional airfares, package tours, tourism investment in other countries, increases in duty free allowances, and more charter flights. To capture part of this market, a wide variety of vacation experiences, designed for smaller groups, with special interests and representing good value are required. It is best if the vacation experiences are promoted, communicated and enjoyed in Japanese.²⁴

Alberta Regional Market Profiles

Central Alberta

(One of Rocky Mountain House's major market areas)

The socio-demographic features are a higher proportion of families with children, a lower proportion of single people and a high proportion of rural residents. Activities engaged in above the provincial average are camping, fishing, hunting and snowmobiling.

Activities recently started are creative-cultural in nature (e.g. hobbies), social activities, passive activities (e.g. watching T.V.), team sports, hunting/fishing and mechanized sports. There are large amounts of volunteerism in this area.

Family commitments were most often cited as reasons for giving up activities.²⁵

Calgary

The major socio-demographic features are a higher proportion of singles, a higher proportion of people with post-secondary educations and higher income levels. Activities above the provincial average are swimming, aerobics/fitness, downhill skiing, jogging/running, day hiking, tennis and golf. Activities recently started are usually exercise oriented. Over-crowded facilities and recreation areas are reasons most often cited for giving up activities.

There was a decline in camping due to concern with overcrowding (1981-1984). There is more participation in clubs and organized groups.

Edmonton

Socio-demographic features are high proportions of singles, people with post-secondary educations and higher income levels. Activities above the provincial average are swimming, bicycling, jogging/running, tennis, golf.

Activities recently started are generally exercise oriented. Between 1981-1984, there was a decline in camping and a growth in golf. There is more participation in clubs and organized groups.

General Observations About Regional Variations

- There may be opportunities providing daycare in family recreational programs.
- Calgary and Edmonton residents generally preferred outdoor sports activities, with participation higher than average in swimming, jogging/running, tennis, and golf.
- Northern Alberta residents preferred more vigorous outdoor pursuits while southern Alberta residents were interested in moderate forms of exercise such as walking, picnicking and bowling/lawnbowling.²⁶
- Activities which experienced growth in participation between 1981 and 1984 were swimming, golf, bicycling, ice hockey, cross-country skiing, and racquetball.²⁷
- Central Alberta residents were more likely to have begun outdoor activities such as hunting, fishing and mechanized pursuits such as snowmobiling.²⁸

Differences Between Urban and Rural Areas²⁹

- Compared to urban centres, rural areas had a greater percentage of respondents over 45 years of age and a higher percentage of families with children.
- Higher percentages of rural households participated in land-based outdoor activities such as hunting and snowmobiling, while more urban households took part in facility-based activities such as racquet sports.³⁰
- There are no marked income differences across community types.
- Urban residents are more likely to play tennis, golf and hike.³¹
- Enjoyment of nature was important for rural residents in choosing activities.³²

Implications: Calgary and Edmonton have strong demand for outdoor recreation. Calgary and Edmonton residents are not aware of recreational opportunities in the M.D. of Clearwater.

Population Trends in Central Alberta

- The regional planning commission anticipates that growth in the towns in central Alberta will be slow--in the order of 1.0-1.8 % annually.
- The City of Red Deer is anticipated to grow at a healthy 2.5-4.0% annually.
- The villages are projected to change population by -.5-1.0% annually.
- Summer villages could grow by as much as 2.6-5.7% annually.
- Rural population growth is projected at 0.5-1.0% annually.³³

Implications: The M.D. of Clearwater's rural central Alberta market is not growing significantly in population. Demand exists in the large urban centres for the recreational resources in the M.D. of Clearwater.

The Top 20 Preferred Recreation Activities of Albertans (1981 Survey)³⁴

- | | |
|--------------------------|--------------------------|
| 1. Camping | 11. Hunting |
| 2. Golf | 12. Dancing |
| 3. Downhill Skiing | 13. Bowling |
| 4. Fishing | 14. Bicycling |
| 5. Hockey | 15. Jogging |
| 6. Walking for pleasure | 16. Crafts |
| 7. Reading | 17. Horseback riding |
| 8. Swimming | 18. Tennis |
| 9. Racquetball, handball | 19. Cross-country skiing |
| 10. Curling | 20. Board games |

- Albertans are concerned about health and fitness and participate in sport and exercise activities that provide some physical exertion and challenge. They are also interested in activities which provide relaxation in pleasant natural surroundings.³⁵
- Young single adults (under 34 years of age) preferred physically active pursuits and team sports.
- Recreation patterns of middle aged couples (age 35 to 44) with children revolve around the family. Their activities are exercise oriented and they participate in outdoor activities such as camping.³⁶
- Older individuals (age 65 and over) tend to prefer more passive and social recreation to satisfy their needs.³⁷
- The reason most often given for starting a new activity was "physical health and exercise."
"Relaxation" was the next most common reason.³⁸

Reasons for Abandoning Recreational Activities

- The most frequently cited reasons for giving up snowmobiling, boating, fishing and hunting are work and family commitments; overcrowded facilities; high equipment costs; lack of facilities near home; high transportation costs; and poorly maintained recreation areas.
- The most frequently cited reasons for giving up backpacking, canoeing and cross-country skiing are work commitments, "took up a new activity", difficulty finding others with whom to participate, and no opportunities near home.³⁹
- Overcrowded facilities was perceived as a problem by participants in exercise-oriented activities, team sports, mechanized and extractive outdoor activities and downhill skiing.⁴⁰
- Regionally, overcrowding of facilities was felt most severely by Calgary residents.⁴¹

Changes in Participation in Recreation 1981-1984⁴²

Increased Participation

Swimming
Video/electronic games
Gardening
Organized groups
Golf
Bicycling
Ice Hockey

Decreased Participation

Social dancing
Bowling
Roller-skating
Reading
Jogging
Camping

Preferred Outdoor and Sports Pursuits (1984)⁴³

- | | |
|-------------------------|----------------------|
| 1. Walking for pleasure | 6. Bicycling |
| 2. Swimming | 7. Aerobics/fitness |
| 3. Overnight camping | 8. Softball/baseball |
| 4. Fishing | 9. Hunting |
| 5. Golf | 10. Curling |

Activities Most Frequently Started and Ceased in 1984⁴⁴

Rank	Started in 1984	Ceased in 1984
1.	Fitness/aerobics*	Curling**
2.	Swimming	Downhill skiing**
3.	Pleasure walking*	Racquetball/squash
4.	Bicycling*	Bowling
5.	Golf	Baseball**
6.	Body building*	Swimming
7.	Racquetball/squash	Hunting**

*Activities which appear to have gained participants in 1984.

**Activities which appear to have lost participants in 1984.

Recreation Patterns of Older Adults

The survey defined seniors as 65 years and over. Retirees are emerging as a market segment growing in importance.

- The portion of the population 50 years or older will increase over time.
- Walking for pleasure, golf, fishing, and swimming are the most popular outdoor and sports activities for seniors. Participation in active pursuits is increasing.
- Relaxation, enjoyment of nature, keeping busy, using skills and talents, and meeting new people are senior's reasons for participating in recreation.
- Physical inability and transportation difficulties are barriers to recreational participation for older adults.
- The number of older adults working as part of the labour force has decreased steadily over the decades. In 1981, only 8.6% of older Canadians were in the labour force, compared to 33% in 1921.⁴⁵
- Tomorrow's seniors will have higher levels of education, better health and more leisure time.⁴⁶
- Seniors are increasing their involvement in physical activities. Aquacize, cross-country skiing, and cycling are enjoyed by the current generation of senior citizens. There is an increase in the number of seniors' clubs for hiking, cycling, cross-country skiing and water-based recreation. Seniors' demand for these activities will increase.⁴⁷
- Demand is increasing for recreation programs and travel packages designed for seniors.⁴⁸

Opportunity: Elderhostel Canada runs educational programs for seniors. Most programs are one week in length and participants may take up to three courses per week if they choose. The programs are offered as packages and the courses are usually of a general nature. The aim of the program is to allow older adults travel inexpensively, meet new people, and continue to develop themselves socially and intellectually.

Outdoor Activity preferences of Older Adults.⁴⁹

1. Walking for pleasure (62%)*
2. Golf (26%)
3. Fishing (24%)
4. Swimming (22%)
5. Picnicking (17%)
6. Bowling/lawnbowling (13%)
7. Overnight camping (13%)
8. Curling (11%)

* Indicates percentage of seniors who participated in the activity

Women and Recreation⁵⁰

This section on women and recreation was included because as the role and status of women in society is changing, they may emerge as a market segment offering opportunities.

- Women are more likely to participate in individual, health-related activities than organized sport and team activities.
- Social aspects of leisure are important to women.
- Constraints on women's recreation include lack of time, household and childcare demands, personal and societal attitudes.⁵¹
- Women were more likely than men to have begun creative, cultural, social and passive activities.
- Fewer women than men are involved in team sports, golf, or mechanized outdoor activities such as snowmobiling.⁵²
- Availability of daycare at recreation facilities is important to women's participation.
- Women are entering the labour force at a rate faster than men.
- By the year 2000, it is anticipated that 90% of women with children under the age of 6 will work.⁵³

Trends in Parks Design and Management

- Demand is increasing for quality recreation programs and facilities.
 - campgrounds now tend to be larger, but fewer, with full facilities and resources
 - facilities are now used more intensively.
- Theme parks (e.g. horseback riding) geared towards families are being developed.
- Private purchase of individual camp-sites is becoming common.
- Parks are offering educational nature programs.

- In the U.S., people's orientation towards outdoor recreation is growing stronger. Less than 10% of the American population is not interested in outdoor recreation. One fourth of American adults find the parks they use too crowded on weekends.⁵⁴
- Limits to growth of commercial development will be placed on some parks.
- There will be increasing pressure for the establishment of more parks and wilderness reserves.
- New park's programs will focus on conservation, understanding and appreciation of nature.⁵⁵

The National Parks

- Greater protection was given to the national parks system through tougher legislation.⁵⁶ Bill C-30, passed in August, 1988, placed limits to commercial development activity within the National Parks.

Highlights of the Banff and Jasper Park's Plans

- Through market oriented planning, better use of existing park's facilities is encouraged. No attempts will be made to promote further use of already well-used facilities.⁵⁷
- Banff National Park is encountering limits to growth. Limited new development will be concentrated in existing developed areas. Additional facilities and services required by visitors and residents will be located either outside the park or within existing town boundaries.⁵⁸ Existing types and distribution of visitor accommodation will be retained, but no new campgrounds, hostels, or outlying (back-country) commercial accommodation facilities will be developed. Some existing campgrounds will be allowed to expand if demand warrants.⁵⁹
- In January, 1989, the Draft Plan for the Town of Banff was released. The draft plan sets a town boundary and emphasizes "affordable housing, cultural and social issues, rather than economic growth and expansion".⁶⁰
- Lucien Bouchard was appointed Federal Minister of the Environment; he is opposed to commercial development in the parks.⁶¹
- In Banff, trail upgrading for commercial horse outfitters will no longer be performed.⁶² This indicates horse-based recreation is gradually being phased from the parks or limited to certain areas.
- Recreational activities within the parks will be tied to natural resources and must require a minimum of man-made facilities. No new recreational activities will be sought.⁶³
- Jasper will allow some commercial facilities to redevelop where appropriate or where demand warrants expansion.⁶⁴
- The Parks service is opposed to new road construction within the park.

Highway Development

- The proposed Howse Pass route requires the cooperation of numerous departments within the Alberta, British Columbia and Federal Governments. Opposition from environmentalists and the pace of the Federal Environmental Impact Assessment Process indicate that construction probably will not begin in the near future. Communities of the East Kootenays in B.C. have proposed similar developments for Fording Pass linking Highway 541 west of Longview with Highway 43 at Elkford, B.C.

Alberta Government Policy Concerns and Directions

- Nationally and provincially, there is a trend towards decentralization of power and strengthening of local autonomy.
- There is increasing emphasis on government as a facilitator rather than a provider of services and funding.
- Funding will be available in some sectors, but increasing strain will be put on local government to provide programs and services. User-fees for services will become more common.
- As local governments encounter financial constraints, trends will be towards maintenance of existing services rather than new expansion or construction.
- Major policy and program directions of the Alberta government are:
 - reducing the budget deficit;
 - reducing the size of the government;
 - diversifying the economy;
 - making the oil and agricultural sectors more viable; and employment creation.

The Alberta Economy

- Generally, Alberta should have positive but slower economic growth into the 1990's.
- Consumer confidence should increase due to stabilization of inflation and interest rates.
- Free Trade will contribute to general economic uncertainty.
- Income levels may increase slowly.⁶⁵
- Taxes will continue to take a bigger bite out of the paycheque. Taxes have replaced food as the largest single expenditure of singles and urban families.⁶⁶
- Economic diversification into tourism and high technology will strengthen the Alberta economy, but it will still be tied strongly to world economic events in energy and agriculture.
- The provincial deficit will increase and continue to be a problem.⁶⁷

- There will be increasing competition for government funding; alternative sources of funding will be used (e.g. lotteries). User fees will become prevalent in recreation programs and facilities. Popular facilities may be used to subsidize less popular ones.
- The private sector will be involved increasingly in parks development and operation.⁶⁸
- There will be increased demand for services for the elderly.⁶⁹

The U.S. Economy

- The U.S. economy is entering a period of lower economic growth and higher inflation.⁷⁰
- The U.S. national deficit will continue to slow economic growth.

Taxes

- Public concern over taxes will grow.
- Taxes will continue to increase, especially in the areas of income tax, gasoline tax, "luxury" tax and the possible institution of sales tax.
- Simplification of procedures and deregulation will continue.
- Privatization will be used to counter the growing deficit.⁷¹

General Trends in Society

Demographics

- Alberta's population will continue to age.
- The traditional nuclear family is being replaced by single parent families, common-law relationships, multiple parents (remarriages, etc.), single person households, childless couples, and blended families (step children, etc.).⁷²
- Alberta has the nation's highest percentage of single parent households. Half of these families live below the poverty line.⁷³
- In Alberta, rural to urban migration is continuing.
- International immigration will contribute to an increasingly multi-cultural population.⁷⁴
- People will have more choices for their lifestyles. Education will become a lifelong process.
- Community and local initiatives will be more important in the future.
- Increases in free time will result in longer holidays, technological advances in the workplace, shorter careers, and unemployment.
- Due to flex-time and shift work, the distribution of days-off could change in the future.⁷⁵

- The labour force, better educated and paid, now spends its money on experiences.

Education

- The percentage of the population with post-secondary training is growing. In 1978 25.8% had post-secondary training; by 1987 this portion had grown to 32.6%.

Implications: educated people generally have more leisure time; spend disposable income on "experiences" as well as material goods; and are demanding consumers who expect higher standards of service.

Environmental Concerns

- There will be renewed concern about protecting the world's resources.
- People will become more conscious as consumers of personal resource use.
- Loss of natural environments will continue.
- Demand for high quality recreation experiences in natural environments will increase.
- The majority of Albertans (83%) report concern for the environment and 59% feel neither regulations or enforcements are tough enough.
 - there is a trend towards willingness to change personal habits to enhance environmental quality.
 - there is increasing value placed on historic and natural environments.
- Conflicts between natural resource users will increase.
 - i.e. -private lands vs. recreation use
 - recreation use vs. resource use
 - forests will be increasingly valued for recreation rather than commercial use.
 - off road vehicle users vs. hikers, etc.⁷⁶

Health

- New medical technology will delay the aging process contributing to greater numbers of elderly in society. The elderly will be relatively healthier and more active.⁷⁷

Communication and Transportation

- Computers and communications technology will move us into the information age.

- There will be major advances in transportation technology and alternative fuels will be developed.⁷⁸
- The number of homes with VCR's and computers will continue to grow. Increasing amounts of work will be done in the home via computers.⁷⁹
- The standard bicycle of the future will be the mountain bike both for recreation and transportation uses.⁸⁰

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Chapter 6

INTERNAL ENVIRONMENT: RESEARCH AND INFORMATION

The Internal Environmental Analysis begins with "The Existing and Potential Activities and Their Markets" (Table 6.1). More detailed assessments of regional hospitality resources, transportation, attractions and communications systems follow. Industrial and recreational natural resource consumption in the region are described. The results of the Youth and Business Surveys are contained at the end of this section. The survey questionnaires are contained in Appendix 1.

The clients had reviewed regional tourism assets during the CTAP and the marketing study processes so detailed listing of these resources was not presented in the Workshop Package. The findings of the Youth and Business Surveys are described. Again, for the sake of brevity, references are included as chapter endnotes.

The major key driving force affecting tourism development in this section is likely directions for resource-based industry in the M.D. of Clearwater. Resource-based industry was identified as a major factor in regional tourism because it imposes impacts on scenery, wildlife and fisheries. The M.D. of Clearwater has abundant coal reserves, sour-gas, and stands of marketable timber so resource industries will be active in the area for decades.

Regional Resources and Features Offering Tourism Opportunities

- There is a shortage of physical infrastructure to support activities in the west-country. (e.g. trails, varied types of accommodation, outfitting services.)
- There are unique, sensitive natural features such as the Kootenay Plains, Ram Falls, and alpine meadows. These features have interpretive elements of potential interest to the visitor which are relatively easily done and inexpensive. Sensitive approaches are required to maintain the attractions.
- Due to impacts from resource industries (forestry and oil and gas exploration), wildlife resources will have to be carefully managed for future use.
- Snow conditions are inadequate for alpine ski facilities but are sufficient for cross-country skiing and snowmobiling. Few resorts in Alberta cater to these markets.
- Oil/coal/gas/timber exploration activities offer opportunities for interpretation to visitors.¹

Table 6.1
Existing and Potential Tourism Activities and Their Markets.

<u>Activity</u>	<u>Size of Market</u>	<u>Location of Market</u>
Whitewater Canoeing	A growing market especially in western Canada Limited by skill and knowledge required	Accessed through clubs and retail outlets
Touring Canoeing	Potentially large market as less skilled is required	Mainly family market in Alberta Scandinavians, Dutch and West Germans have shown interest
Rafting/Overnight trips trips	Increasingly competitive, growing market Very large	Banff, Calgary, Jasper Good package component-Day Same as overnight
Jet Boating	Pursued by visitors already in area	Targets are provincial parks, forestry campgrounds
Fishing Stream walking	new concept--demand unknown	Business travellers already in the area, campers, etc.
Lake fishing	Large but primarily a day activity	Regional residents and travel- through traffic
Ice fishing	Large off-season market but requires facilities and packaging with other activities	Regional residents, school groups
Hunting Big Game	Steady but not growing demand Competitive market Provincial restrictions creating supply problems for non-resident market	Western Canada, U.S. and Europe

Table 6.1 Continued

<u>Activity</u>	<u>Size of Market</u>	<u>Location of Market</u>
Other hunting (wild fowl, small game)	Not a large market but could be tied in with other activities	Residents of the region
Cross-country	Strong, growing market	West central Alberta, Calgary, Edmonton some potential for day trips
Hiking	Large market, growing interest	Calgary, Edmonton, target hiking/outdoor clubs
Mountain Climbing	Specialized but enthusiastic market interested in new routes/locations	International; target special interest groups
Snowmobiling	Stagnant market in much of Alberta, still quite strong in central Alberta	Opportunity due to restrictions upon where enthusiasts may snowmobile
Horseback riding	Market potential large due to its western appeal	All Canada, U.S., Europe and especially Japan
Golf	Very competitive growing market could expand	Regional, Calgary and Edmonton
Special Events	Local and regional markets; if packaged well, could expand	Regional, Calgary and Edmonton
Historical sites	Large market if in conjunction with other attractions	Historical, cultural clubs and societies
Cultural events and activities	Growing interest in cultural activities, especially if authentic	Currently a local/regional market
Industrial	Growing in popularity; mixing of business and pleasure travel	Alberta, Western U.S., Japan, Germany

Table 6.1 Continued

<u>Activity</u>	<u>Size of Market</u>	<u>Location of Market</u>
Educational	Growing market for theme tours	Alberta and international
Visiting Friends and Relatives	Currently largest single market in region	Everywhere. "visiting event" could bring them to region
Shopping	Steady demand	Local/regional. Will require new retail development and services to expand market
Backcountry camping	Large market but competitive	Europeans, and all of North America; wilderness experiences are popular
Car touring camping	Could decline with increased fuel prices	Alberta, Saskatchewan, western U.S.
Tour Groups	Large market; potential to expand into winter months. Red Deer's convention market may be potential market for day tours	Western Canada, U.S. and Asia; Could be wider market if themes (e.g. native handicrafts or culture) are employed
Individual touring	Better potential with more attractions and a circle tour	Calgary, Edmonton, Central Alberta, western U.S.
Guest ranch/ farm vacations	Large market if developed well	Canada, U.S., Europe, Asia
Convention/conference	Substantial, very competitive market	Red Deer is a convention centre due to location between Edmonton and Calgary. Could possibly attract some of this business

Historic and Cultural Resource Themes Offering Interpretive Opportunities

- Indian history and culture, buffalo hunts, handicrafts.
- Fur trade and early exploration.
- Transportation development.
- Coal development.
- Timber.
- Oil and Gas.
- Sour gas development in Caroline.
- Settlement.
- Natural history, geology, wildlife, vegetation.

Tourism Facilities and Infrastructure

Transportation

- Highway 2 records the largest traffic volumes in the province.
- Highway 22's paving should attract visitors looking for alternative routes. Services along this route will have to be improved.
- Forestry roads are often impassable in the winter months. Good winter routes should be indicated for travelers.
- The Forestry Trunk road is not a good route due to narrowness, dust, logging and oil-field trucks.
- Secondary Road 587 west of Highway 22 will be upgraded as part of the Caroline Gas Development.
- Signage in the Municipal District in some areas is inadequate.

Attractions (not directly covered in the CTAP)

- Numerous community events are held regularly (rodeos, curling, fairs, etc.).
- Vacation/guest farm opportunities exist in the area.
- The integrated resource plans state existing automobile access camping facilities will be maintained and upgraded as necessary, but that expansion of auto access camping facilities is not justified.²

Hospitality Resources

- A shortage of fixed-roof accommodation exists in the region. During the construction phase (1989-1991) of the Caroline Gas Development, most of the 444 available hotel and motel rooms in Rocky Mountain House, Caroline and Sundre will be utilized by the construction labour force.³ Other hospitality services such as restaurants and lounges will be similarly used. The use of construction camps should ease this situation. This construction demand for accommodation should not last beyond 1992.
- Many of the campgrounds are at capacity during peak weekends.
- Tourist information is difficult to obtain during the off-season.
- The transition zone between the highly controlled eastern slopes area and the fringe of agricultural development may be the most promising areas for private sector development. The communities themselves may offer opportunities for resort development.
- The Nordegg Community Tourism Action Plan identified the following markets as the most significant: 1)Outdoor users; 2)Pass through bus tours; 3)Group camps; 4)Work crews. Among assets and concerns listed are:
 - the recreational, natural resources and historical attractions in the area are significant.
 - the scenery in the area is a draw.
 - communication with Native people in the area needs improvement.
 - there is a lack of tourism facilities such as 24 hour gas stations, vehicle repair shops, and first aid facilities west of Rocky Mountain House on Highway 11.
 - mis-use of off-highway vehicles in back-country areas is a problem.
 - general environmental degradation has been identified as a concern.
 - upgrading of the forestry trunk road will be necessary.

Resource Utilization in the M.D. of Clearwater

The western portion of the M.D. of Clearwater lies within the Green Area which consists mainly of unsettled forest lands; it covers more than 53% of the province. Public lands in the Green Area are managed primarily for forest production, watershed protection, recreation, and other uses. The eastern portion of the M.D. falls within the White Area which is available for settlement and agricultural development.

The eastern half of the M.D. of Clearwater is given to mixed farming; grazing permits are common in the eastern portion of the Green Area. Livestock activity and oil exploration have created problems with water quality in the southeastern portion of the M.D. of Clearwater. Western expansion of agriculture and grazing leases may be limited by poor soils and forage although

agricultural pressure for new lease areas exists. Water quality generally improves towards the western portion of the M.D. due to relatively fewer roads, less off-highway vehicle usage, less livestock activity, etc.. Big game populations in the M.D. of Clearwater, are generally down due to unrestricted public access to oil and forestry roads.

Most of the area west of Abraham Lake is "protected forest" under Alberta Forest Service designation. The area east of Abraham Lake is "production" or harvestable forest that will contribute to the local economy in the future.⁴ The boundaries between the Green and White change periodically; new designations are possible if demand increases for agricultural land.⁵

Wildlife

- A diversity of wildlife species and habitat types exist in the M.D. of Clearwater. Rapid increases in available access has been a major factor in the decline of wildlife populations to below desired levels in portions of the M. D..⁶

Fisheries

- Numerous species are supported in the planning area. Some of the more popular fishing areas are experiencing declining fish stocks due to over-fishing, siltation from road construction and forestry activity.⁷

Forestry

- The M.D. contains part of the Brazeau Timber Development area which is "one of the last large economically accessible areas in Canada with surplus timber volume...available for commercial development."⁸ Lumbering activity, logging roads, etc., cause erosion and increased sedimentation in streams which contribute to declining fish stocks. On the positive side, clearings created by clear-cutting, often benefit ungulate populations as forage is improved.
- Sunpine Forest Products Ltd., is developing a sawmill, wood treatment plant, a planer mill, a remanufacturing centre, and a pole plant. Harvesting will be done in the Brazeau Timber Development area in accordance with provincial eastern slopes policy.⁹

Petroleum and Natural Gas

- Increased exploration in the M.D. of Clearwater is expected in the future. Exploration roads have caused increased sedimentation in streams and rivers.¹⁰ Uncontrolled access of off-highway

vehicle users and hunters have contributed to declining big game populations in the area.¹¹ Control over access to these exploration roads is necessary.

- The Caroline Gas Development, particularly the railroad, gathering system and transmission pipeline, will result in negative impacts on farming, ranching, forestry, trapping, and recreation in the project area through visual impacts, noise, dust, and increased traffic volumes.¹² The railroad will affect recreationalists using the Red Deer and Little Red Deer rivers during construction and operations phases. The rail line, pipelines and roads associated with the project will improve access into remote areas of the region increasing hunting and fishing pressures. The project developers propose to control access and use construction techniques such as steep, deep ditches to discourage use by off-highway travelers.¹³

Agricultural and Forage Resources

- Demand for vacant Crown land for grazing is high, considering much of the land is of low capability. Only .04% of the total Crown land within the Green Area, not currently under use, has been identified as having very good potential for unimproved grazing.¹⁴
- Potential for agricultural expansion within the White Area is limited.¹⁵

Coal

- Coal bearing formations underlie most of the M.D. of Clearwater.¹⁶ The eastern portion of the Integrated Resource Plan (IRP) is zoned as desirable for coal exploration.¹⁷ In the M.D. of Clearwater, there are areas of intensive timber harvesting and oil and gas development, and the level of future development is expected to increase.¹⁸ This will likely bring about conflict with resource based recreational activity, such as hunting and fishing, unless careful management is utilized.

General Comments

- Use of recreational areas increased substantially through the 1970's but has recently (1986) leveled off. Future use will be affected by large-scale resource development in the area.¹⁹
- In the area south of Rocky Mountain House, land use activities, primarily grazing and petroleum and natural gas development, have had serious impacts on fish habitat in many streams through bank breakdown, increased erosion and siltation, removal of vegetation and degradation of water quality. To reduce undesirable impacts, Alberta Forestry has proposed a program of designated routes for off-highway vehicles.²⁰

- The Abraham Lake and areas to the north of the reservoir have been identified in the Integrated Resource Plan as areas for the development of non-mechanized recreation facilities.
- While primary industry continues to harvest natural resources in the M.D. of Clearwater, causing some negative impacts to recreational resources, The Land Surface Conservation and Reclamation Act (1973) states that lands disturbed through industrial activity such as coal mining, forestry, seismic activity, etc., must be reclaimed as close as possible to their former state.²¹ Therefore, negative impacts will be mitigated if resource development activity's impacts are monitored.

Youth Survey Findings

- The surveyed youth believe the major reasons people visit the region are sports events and tournaments; river and lake oriented recreation; hunting and fishing; scenery and people traveling through to other destinations.
- The young were unanimous in support for expanding the tourism industry. They see tourists as "welcome", "interesting", "beneficial" visitors to the community.
- The types of tourism businesses where they see opportunities are "outdoors oriented" hiking/skiing/rafting guided tour companies, as well as road-based bus tours. A possible reason for these views, is that they may perceive employment opportunities for themselves in these operations. They also see a need for more hotel/motel accommodation and an improvement in the number, variety, and quality of restaurants.
- Overwhelmingly, the youth see the benefits produced by the local tourism industry in financial terms. Benefits were described as "new business"; "financial development"; "more money spent in town"; "and more business for local merchants". A minority opinion expressed saw local benefits in terms of fostering "community unity".
- Regarding problems produced by the local tourism industry, the youth were predominantly concerned about environmental degradation such as "littering" and "general pollution". Other stated concerns included local inflation in the costs of goods and services; higher taxes; increased traffic; and changes to the nature of the community through increased population. Almost 2/3 viewed protecting the natural environment as being "very important" while the remainder viewed it as being "important". The stated reasons for these feelings related to personal values such as: (we should protect the environment) "because it is beautiful". Only four respondents made a link between the natural environment and the success of the local tourism industry.

- The youth in the surveyed class have high academic ambitions-over 75% of them plan to attend university or college. One planned to attend a technical school. The remainder had no post-secondary educational plans.
- The majority (75%) do not plan to live Rocky Mountain House after graduation.
- Approximately one third are interested enough in tourism to possibly choose it as a career.
- With one exception, none of those surveyed believed that they would operate their own business.
- Regarding the Tourism Action Committee, approximately one third are aware of the committee's existence but few have been involved in any of the programs such as the hospitality training, etc..
- The youth are split almost evenly as to whether they see any personal benefits in the tourism industry's development. Perceived benefits were in the form of increased and better quality recreational facilities. A minority saw benefits in the opportunity to meet new people.
- Almost 2/3 of the respondents had lived in Rocky Mountain House 12 years or longer. Only two had lived in Rocky Mountain House less than two years.

Business Survey Findings

- Benefits produced from tourism development were viewed by the respondents as: "increased employment", "business revenue", "investment" and "improvements to the tax base". Although less often cited, other perceived benefits were "community vitality" and "better educational facilities".
- The most often stated costs associated with tourism development are:"abuse to forests, lakes, streams and wildlife" and "capital costs associated with upgrading and maintaining tourism facilities being unmatched by growth in the tax base".
- Business opportunities in tourism identified by the respondents were hotel/motel development; restaurant and associated hospitality services; sales of local arts and handicrafts; tours interpreting local historical and cultural sites and theatrical performances. A minority of respondents saw opportunities in providing outdoor recreation services and tours, campgrounds and golfing.

- Business people indicated that the major reasons visitors come to the M.D. of Clearwater are: "traveling through to somewhere else"; "scenery"; "river and lake oriented recreation"; "hunting and fishing"; and to "visit the National Historic Park". The 1982 Alberta Travel Survey: A Non-Resident Survey, performed by Travel Alberta, indicated that the major reasons for traveling to Zone 4 were: "to visit friends and relatives"; to "sight see" and "to relax".
- The respondents state that the major competitive advantage that the M.D. of Clearwater has in attracting visitors is the west country and its "outstanding environmental attributes" and other recreational opportunities. The "good roads" and "ease of access to cities and airports" was also cited. Other factors were the ease of access to the mountain parks and the availability of guided tours at competitive rates.
- When asked if the M.D. of Clearwater would remain competitive in the future, almost 80% of the respondents replied "yes" stating reasons such as "the scenery and mountains"; the existence of "major markets nearby"; "reasonable hotel/motel rates"; and knowledgeable people on the Tourism Committee, Town Council, and Chamber of Commerce. One respondent who questioned the areas future competitiveness noted "locals are slow to spot opportunities and chase them".
- The three major sources of non-resident business for those surveyed were rural-central Alberta, Edmonton and Calgary. This information supports the research findings of the marketing study.
- Three major areas for improvements in the local tourism industry were identified by the respondents: the hospitality sector, attractions, and shopping. Comments included "service people need training in selling Rocky Mountain House"; (we need) "better trained staff in food and beverage outlets"; more "campgrounds"; "wider range of summer entertainment"; "create attractions for children and the elderly"; and "resort packages" and "better shopping".
- In describing the types of development and facilities that the respondents would like to see in the M.D. of Clearwater, these suggestions were offered: "destination resorts--especially those geared for senior citizens"; a "fine arts festival offering music and theatre"; "interpretive centres similar to the Tyrrell Museum and Head-Smashed-In for cultural sites such as Nordegg"; and interpretation of the historical activities that took place in the area such as the fur trade, mining, and forestry"; "the establishment of a trail cabin system for snowmobilers". A desire for more off-road-vehicle areas and improved facilities for canoeists was also identified.

- Twenty-one percent of the respondents had never received a complaint from visitors about their experiences in the M.D. of Clearwater. The remainder (79%) had received complaints relating to four main areas: environmental abuse, signage, shopping and lack of organized activities.

Business people have received complaints about the local area having "too many hunters"; "no game"; and "too much clearcutting". Visitors have complained to business people about a general "lack of good signs for direction". Shopping in the community has been described as "poor" and "scattered". A need for rainy day and evening activities was noted.

- The business respondents were unanimous in stating that protection of the natural environment was "very important". The reasons given for these views were: "long term benefits are to be derived from preservation"; "natural resources are more scarce everyday"; "this is our natural heritage, people coming from the cities don't have this"; and "the added pressure of travelers will clutter our forests and streams with careless debris".

- Slightly less than half of the respondents are familiar with the Tourism Action Plan already in place in the community. Most have not been involved in the process but support the plan. Only one respondent expressed reservations about the plan. The reservations related to increased competition for existing businesses

Endnotes to Chapter 6

- ¹Inntrec Group, West Central Alberta Tourism Destination Study: Executive Summary, p.8.
- ²Forestry, Lands and Wildlife, Rocky-North Saskatchewan Sub-Regional Integrated Resource Plan, Edmonton, 1986, p.32.
- ³Caroline Area Gas Development Group, Caroline Gas Development Socio-Economic Impact Assessment Draft, 1988, p.3-13.
- ⁴Alberta, Forestry Lands and Wildlife, Protected Areas in Alberta's Mountain Forests, n.d..
- ⁵Alberta, Environmental Council of Alberta, The Agricultural Land Base in Alberta, Nov., 1981, p.2.
- ⁶Forestry, Lands and Wildlife, Rocky-North Saskatchewan Sub-Regional Integrated Resource Plan, Edmonton, 1986, p.27.
- ⁷Rocky-North Saskatchewan Sub-Regional Integrated Resource Plan, p.29.
- ⁸Forestry, Lands and Wildlife, Rocky-North Saskatchewan Sub-Regional Integrated Resource Plan, p. 16.
- ⁹Forestry, Lands and Wildlife, October, 1988 Newsletter, Sunpine Forest Products plans major expansion, p. 1.
- ¹⁰Forestry, Lands and Wildlife, Brazeau-Pembina Sub-Regional Integrated Resource Plan, Edmonton, 1986, p.20.
- ¹¹Brazeau-Pembina Sub-Regional Integrated Resource Plan, Edmonton, 1986, p.25.
- ¹²Caroline Area Gas Development Group, Caroline Gas Development Socio-Economic Impact Assessment Draft, 1988, p.3.
- ¹³Caroline Gas Development Socio-Economic Impact Assessment Draft, p.4-33.
- ¹⁴Forestry, Lands and Wildlife, Rocky-North Saskatchewan Sub-Regional Integrated Resource Plan, p.33.
- ¹⁵Rocky-North Saskatchewan Sub-Regional Integrated Resource Plan, p.35.
- ¹⁶Rocky-North Saskatchewan Sub-Regional Integrated Resource Plan, p. 23.
- ¹⁷Rocky-North Saskatchewan Sub-Regional Integrated Resource Plan, p. 14.
- ¹⁸Rocky-North Saskatchewan Sub-Regional Integrated Resource Plan, p. 87.
- ¹⁹Rocky-North Saskatchewan Sub-Regional Integrated Resource Plan, p. 31.
- ²⁰Nordegg-Red Deer River Sub-Regional Integrated Resource Plan, p.31.
- ²¹Alberta Energy and Natural Resources, Forest Service, Reclamation: A Continuing Challenge, ENR Report No. I/23.

Chapter 7

WORKSHOP: SITUATIONAL ANALYSIS AND DEVELOPMENT OPTIONS

Workshop Context

The workshop was held on behalf of the Tourism Action Committee (TAC) of the Town of Rocky Mountain House and the Municipal District of Clearwater on February 28, 1989. The workshop served as a situational analysis where factors and trends in the internal and external environments were studied by participants in an effort to understand future forces affecting regional tourism.

The TAC already had performed a 3-5 year term tourism plan (revised May, 1988) and a 2 year term marketing strategy (March, 1988). The focus of the workshop was, therefore, "tourism options in the 10-15 year horizon".

Each TAC member was encouraged to bring one interested, non-committee member. Through enlarging the number of workshop participants, it was hoped to increase the degree of community representativeness. Approximately 20 persons attended, including the TAC members; the town manager; several regional tourism and recreation business operators, including a resort owner and a local outfitter; representatives from the Municipal District; a member of the Chamber of Commerce and representatives from local interest groups such as the Nordegg Historical Society. Although invited, representatives from the Native Friendship Centre were absent.

Workshop Objectives and Expectations

There were three objectives for the workshop:

- to review the information contained in the surveys and the workshop package, and to consider their implications for the local tourism industry;
- to generate a ranked list of strategic development options; and
- to consider policies and guide-lines.

The list of strategic development options was intended to build upon the existing Tourism Action Plan so that long-term, comprehensive approaches to development could be achieved. Time permitting, a review of the list of options was desired to identify--at a conceptual level--implementation costs, required public and private sector players, and project scheduling.

A tourism policy was desired to provide a framework through which future development options in tourism and other industries could be considered. A tourism policy would provide direction and continuity in the local tourism industry; identify and resolve conflicts between competing development proposals; and encourage resource industries to identify and mitigate negative impacts.

Workshop Format and Process

The agenda of the workshop was as follows:

1. Introductions
2. Presentation and discussion of survey results.
 - Youth
 - Business
3. Discussion of Workshop Package
 - Economic
 - Social
 - Political
 - Technological

Nominal Group Technique

4. Generation of two ideas each by participants
5. Elimination of repetition and grouping of complementary ideas.
6. Ranking of options.
7. Presentation of ranked list for review and discussion.
8. Identification of implementation factors.
9. Discussion of tourism policies.

Presentation of Surveys

The Youth Survey was discussed first. To summarize the findings: the youth are in favour of further diversification into tourism and view visitors favourably; approximately one third are considering careers in tourism; they perceive business opportunities in outdoor recreation and the hospitality sector; they are strongly in favour of environmental protection; and they tend to view the benefits and costs of tourism in financial terms.

Unfortunately, the youth do not generally see themselves owning/operating their own businesses which indicates a possible lack of entrepreneurial initiative. The majority plan to leave the region upon graduation.

A short discussion ensued regarding the student motivations for their espoused dedication to environmental protection. Some workshop participants felt that the student's reasons for supporting environmental protection were rooted more in personal beliefs than financial motivations. One workshop participant noted that environmental concerns had been left unaddressed in the existing plan.

The Business Survey Findings were considered next. The Business persons survey was sent to 40 local and regional businesses dealing directly or indirectly with the tourism industry; 19 replies were received. The respondents represented business operators in accommodation, restaurants, outdoor recreation, services stations, resort operators, and specialized services such as taxidermy.

The survey findings indicate that business people generally consider the benefits of tourism in financial terms but also see cultural developmental opportunities; perceived costs of tourism development are possible tax increases and environmental degradation; they believe business opportunities exist in hospitality and tour services; and that the competitive advantage of the region lies in the environmental attributes of the "west country". The business survey findings generated less discussion.

Situational Analysis: Discussion of the Workshop Package

The Economic Section

It was noted that general trends in tourism such as interest in heritage resources and outdoor recreation indicate opportunities for future development of tourism in the M.D. of Clearwater. A shortage of information concerning European travel markets (especially French, Austrian, and West German) was noted by one workshop participant. Although these markets are not large, it was felt that they were at least as important as the Japanese market which was described in the workshop package. European market segments were less well represented due to shortages of current information when the workshop package was being compiled.

"Visiting friends and relatives" has traditionally been a strong motivator for people to travel to the region. Discussions indicated that attendance at existing community events could be improved if "homecoming" or "family" themes were stressed.

It was noted that British army units training in the region do not receive the best hospitality. It was reasoned that if better hospitality was extended to the soldiers, they might return on their own time or promote the area to others.

Several issues arose concerning problems with Native/White partnerships in event staging. Difficulties with schedules, payment for participation and unrealized expectations on both sides concerning business agreements were discussed. Constructive notions were suggested where "public" native events such as "Pow-Wows" could be promoted by the TAC for mutual benefit or Native events could be staged jointly with existing community events such as the Rodeo. This approach would hopefully foster better cross-cultural understanding. New methods of event organizing might emerge where the two groups cooperated and met "halfway" rather than focussing on cultural conflict. Over time, a greater sense of trust could be cultivated which might positively influence other facets of community development.

Opportunities linking daycare and outdoor recreation were reviewed. Parents' ability to obtain quality child care while participating in recreation will likely become a significant factor in activity and destination selection.

In reviewing U.S. travel market trends, discussion ensued regarding the nature of information distributed by the David Thompson Country Tourist Council (Zone 4) and the Municipal District. Questions were posed regarding distribution strategies, appropriateness of the image presented and accuracy of the information. The nature of the brochures and distribution strategies employed were discussed. Distinctions were drawn between general and targeted distribution strategies.

Alternative promotional vehicles such as radio, television, newspaper and magazine travel section articles, and sports page features by outdoor columnists were discussed. The objective of these promotional efforts would be to reach a geographically wider audience. Currently, the local brochure is distributed only locally and regionally.

In reviewing Japanese Travel markets, it was noted that Japanese lessons are being taught in Rocky Mountain House which could be a source of bilingual tour guides. Japanese tourists' ability to obtain bilingual tour guides was identified as a factor in their destination selection. The expansion of the local Pine Hills Golf Course from 9 to 18 holes is an additional attraction for Japanese golfers. Several participants agreed that the Japanese are an expensive market segment to reach through promotions and that profits may be achieved only in the long-term.

In discussing regional tourism facilities and infrastructure, it was noted that the Caroline Gas Development construction phase is expected to create a three year accommodation shortage. This is a serious problem, but it is anticipated the situation should not last beyond August, 1992 (Caroline Area Gas Development Group, 1988, p. 2-17).

Bed and Breakfast units were discussed as options for accommodation development. The town's licensing structure does not differentiate between large commercial accommodation and smaller bed and breakfast establishments. High licensing fees make small facilities financially unfeasible. Research conducted during the marketing study indicated that bed and breakfast operations are generally only marginally profitable (Scott Fenrich, 1988,). Bed and Breakfast operators had to be seeking non-pecuniary satisfactions such as meeting people and cultural exchange.

As discussed, the oil and natural gas, forestry and coal industries will be active in the region for decades. These industries impose negative impacts affecting wildlife, fisheries, and scenic resources upon which regional tourism depends. Identified impacts included loss of wildlife habitat, increased access to wildlife habitat by snowmobile and off road vehicle operators, and reduced fish spawn from sedimentation in streams from exploration road construction and use (see Chapter 6).

Solutions to these problems are restricting access to back-country roads; greater control over snowmobile use in the back-country; better game management through reducing the number of tags issued; and visitor and resource industry education to make them more conscious of environmental problems. Some participants questioned the TAC's ability to influence private sector actions and provincial policies.

Other than privatization trends, information concerning the provincial economy inspired little discussion.

The Political Section

Discussion began with highlights of the Mountain National Park's plans and the effects of Bill C-30, which was passed in August, 1988. Bill C-30 and the park's plans impose limits to growth inside National Parks and these were subjects of considerable interest. Several workshop participants felt that limits to new accommodation and campground development inside Banff offered opportunities for the M.D. of Clearwater which could receive spill-over development. The Banff Park Plan states no new highways will be developed inside the park. This was identified as an obstacle to the TAC's ambition to have Highway 11 extended through Howse Pass into British Columbia.

The provincial policy of instituting user fees for recreational facilities was identified as affecting recreation negatively in the M.D. of Clearwater. It was stated by one participant that increases in camp-sites fees at Crimson Lake Provincial Park had resulted in lower visitation. Visitors tended to first occupy the free camp-sites operated by the Municipal District or Alberta Forestry. It was felt that a unified policy of campground pricing was needed.

The Social Section

Discussion began with a review of recreation trends in Alberta. Calgarians are giving up some forms of outdoor recreation due overcrowded regional facilities and this indicates an opportunity for the M.D. of Clearwater. Effective promotions will be required to draw these people to the region.

This discussion inspired an idea for a recreational vehicle storage park where owners could leave their vehicles while they returned home. Such a scheme would encourage visitors to return to the M.D. of Clearwater to operate their recreational vehicles. Once operational, this service would be dependant upon effective promotions so that visitors could plan in advance to use it.

Seniors and women were reviewed as important emerging market segments. ElderHostel Canada, an organization offering residential educational courses for seniors, was discussed as an opportunity for future development. It was determined that women as a market segment were less promising than seniors.

The Technology Section

This section generated discussion concerning the growing role of the personal computer in society and reductions in the cost of transportation. Other than visitor information networks, few development opportunities were perceived in this trend. The growth in sales of mountain bikes was identified as an area that had not previously been the subject of much discussion by the TAC. Extensive networks of logging roads exists in the area and mountain bike trails could be developed.

Generation and Ranking of Strategic Development Options

After reviewing the survey findings and the workshop package, Nominal Group Technique was employed to generate possible future development options for regional development. Participants were asked to think of ideas that built upon the strengths of the area in light of trends identified during the workshop and work already performed by the TAC. Approximately 30 ideas were provided and reviewed by the participants; repetitive ideas were eliminated and complementary ideas were combined to shorten the list to 15 (Table 7.1). Ranking the list was the next step. The criteria used for generating and ranking options were:

- the ideas should build upon regional strengths as identified during the workshop and take into account the identified social, technological, economic and political trends.

- the ideas should be financially rewarding while minimizing negative social, economic and environmental impacts.

It is interesting that two of the top three options (options 1 and 3, Table 7.1) were directed at marketing and promoting the region more effectively. This indicates the TAC is adopting an outward looking marketing approach rather than the more parochial, localized marketing usually employed in small town tourism projects.

After the list of options had been ranked and re-ordered, it was presented to the participants. If majority support could be obtained, priorities could be reassigned. After considerable discussion, it was evident that majority support could not be mustered for reordering the list. Fatigue among the participants likely was a factor in the participant's decision to accept the first list.

A discussion of policy options followed the options list presentation. The participants were split with regard to adopting long term tourism policies. Minority support existed for a firmer policy regarding environmental protection. Other participants maintained that assertive environmental protection policies could negatively affect economic development activity in the resource extraction sectors. Again, the TAC's ability to influence private sector development decisions and government policy was questioned.

A policy to promote outdoor recreation was discussed and rejected on the grounds that emerging opportunities could receive difficult reviews from future TAC members if the policy stressed limited market segments.

The Town's current Tourism Policy, adopted directly from the CTAP guide reads:

"Tourism will be encouraged within the Town of Rocky Mountain House and the Municipal District of Clearwater in ways that will attract more tourists, increase their length of stay and increase the amounts of money they spend here while minimizing any adverse social, economic or environmental effects."

The general consensus was that the current policy would remain appropriate for the time being. Fatigue among the participants was growing and the workshop adjourned.

Discussions of implementation factors for the development options was not completed; another meeting would be necessary to complete this task. Unfortunately, given the already sizable meeting commitments of many of the participants, another workshop could not be scheduled. As an intermediate measure, a summary of estimated implementation requirements required for the top five options was completed for the workshop summary delivered to the next meeting of the TAC. This brought the research portion of the project to a close.

Table 7.1

The Ranked List of Future Tourism Options for the M.D. of Clearwater

1. Visitor Information and Business Resource Complex
 - to provide interpretation/information
 - built on "Gateway to Adventure" theme used in brochures
 - also to serve as local business resource centre
2. Comprehensive Resort in Rocky Mountain House
 - near or adjacent to Pine Hills Golf Course
 - full service campgrounds
 - family entertainment and programs
 - year round activities
3. Cooperative Marketing Program
 - managed by the tourism director
 - financed through local business levy, provincial programs, municipal grants, and the Chamber of Commerce
 - to promote the M.D. of Clearwater in urban centres using electronic and print media
4. Fort Delineation
 - to rebuild and interpret the palisade of one of the early forts at Rocky Mountain House National Historic Park
5. Develop a "Kananaskis North" with Nordegg at the centre
 - Rocky Mountain House would serve as a service centre
 - requires large provincial government investment
6. White Water Canoeing/Rafting Enterprises
 - private sector operation
7. Rebuild Mainstreet Nordegg as a separate development
 - historic preservation and interpretation program
 - Native participation as a major component
 - rebuild and operate the historical saw mill
 - golf course and r.v. park
8. R.V. Storage Centre
 - encourages visitors to leave their vehicles in the area
8. Family/Clan's Reunion in Rocky Mountain House
 - use provincial government's family oriented policies with the family to market it province wide
 - promote family theme in existing events
9. Develop a period Farm and Museum (circa 1900-1920)
 - working farm using historical machinery etc.
 - in cooperation with regional antique clubs
 - sell produce to visitors
 - educational/interpretive programs
10. Demonstration Forest
 - interpretation/visitor centre

-operated by Alberta Forestry

10. Bus Tours Organized by Local Businesses
 - to Nordegg, Ice Fields, West Edmonton Mall, etc.
11. Mountain Bike/Snowmobile Trail System
 - serviced cabins provided along the route
 - could use old rail corridor
12. Howse Pass Highway Development
 - extension of Highway 11 west to join Highway 1 west of Golden
13. Produce a Video "Learning Game" for Alberta Schools
 - to promote game management, environmental stewardship and outdoor recreation in the M.D. of Clearwater

PART III

CONCLUSIONS

CHAPTER 8 REFLECTIONS AND RECOMMENDATIONS

Chapter 8

REFLECTIONS AND RECOMMENDATIONS

From the experience in the M.D. of Clearwater, it is concluded that Strategic Planning (SP) is a process conducive to application in community tourism ventures. SP encouraged the local planning body to carefully evaluate local tourism assets, attractions and saleable aspects of the region in light of information about consumer trends, political policy, and resource competition. Unlike the Community Tourism Action Planning Program (CTAP), an SP approach extends evaluation of local tourism resources beyond currently served markets to consideration of opportunities and threats presented by forces and trends operating in the external environment. This was the purpose of the situational analysis (workshop), where diversification opportunities were identified. Indirect and direct forces posing opportunities and threats in political, social, economic and political spheres were evaluated for their impact upon tourism in the region. The workshop participants considered--most of them for the first time--the relationship of these forces to their tourism industry and to the goals they had set in earlier tourism planning. By comparison, the CTAP process considers only local resources, local markets, and how these might better be served or expanded. In this sense, the CTAP process is roughly analogous to the internal analysis stage of the SP process.

SP encourages the planning body to foster a shared future vision of the community's future. In understanding the community's relationship to the external environment, the strategies adopted should reflect current realities coloured by future ambitions. Planning, community development and management are unified into one process.

The Experience in Municipal District of Clearwater

The Workshop Package

Through presentation of data on the three Key Driving Forces, the workshop participants in this project were better able to appreciate regional strengths and weaknesses, and the influences exercised on their goals and aspirations by the wider (Alberta) environment. By way of example, for the first time, the participants addressed questions of inter-industry resource competition and discussed the role of the town and the Municipal District in natural resource management. The participants had few disagreements with the information presented to them. Moreover, the information and data provided to them clearly inspired some original development ideas, notably, the recreational vehicle storage centre and the cooperative marketing program..

The likely impacts attributable to the Key Driving Forces was on the other hand, a source of debate and disagreement. None of the participants disagreed with the author's selection of Key Driving Forces; nor did they challenge that there were impacts upon regional tourism resources, but divergent proposed responses and attitudes to these threats emerged. Disagreement was particularly evident regarding the adoption of an environmental tourism policy. (see Policy Discussions, p. 95). The workshop served to motivate some participants, for the first time, to consider going after other-than-current markets. Also, issues of managing inter-industry resource competition in the context of tourism planning were broached for the first time. Due to the limited scope of the CTAP exercise that had preceded the workshop by 3 years, issues of market diversification and environmental maintenance had not been previously addressed.

Further, the workshop was successful in encouraging participants to adopt a broader, integrated view of tourism than the view produced during the CTAP process. Participants fostered a collective, future vision of the community and tourism that reveals a shift from the present. The CTAP plan, if implemented independently of the SP process, will likely result in the M.D of Clearwater serving the same markets 15 years hence, despite the fact that some of these markets are currently threatened by resource development. The list of Development Options produced--emphasizing resort and attraction development, marketing and promotions--reflects a desire on the part of the workshop participants to re-position the Municipal District as a destination rather than a touring "stop-over". Four of the top five options concerned resort development and new approaches to marketing and business development not previously conceived. (Table 7.1, Chapter 7).

Nominal Group Technique

The application of Nominal Group Technique (NGT) was generally successful. After discussing the Workshop Package and various issues in regional tourism, NGT provided a relatively rapid, easily recorded method of generating ideas and ranking them. A second person compiling the individual rankings while the facilitator introduced new topics for discussion made the process more time efficient.

Policy Discussions

Strong disagreements emerged in the discussion of threats presented by imminent and future resource development in the region. Some participants saw threats to outdoor recreation markets as a result of environmental degradation created by resource extraction activity. They

desired to respond through policy and monitoring program means to maintain environmental quality.

Other workshop participants, however, felt policies aimed at environmental maintenance would be viewed as threats to resource-based industries, the effect of which would be to impede economic development in the area. Provincially active and outspoken environmental activists residing in Rocky Mountain House have polarized local views regarding environmental conservation. Regrettably, these expressed concerns for environmental quality are often interpreted locally as being "anti-development"; hence, some of the workshop participants were not disposed to proceed very far, if at all, towards formulating overt environmental protection policies. Heywood explains this kind of resistance to broaden issues as common to community tourism, because: "Efforts to generate more comprehensive approaches to tourism planning, one that incorporates social and environmental objectives... may be thwarted if the recommendations are seen as adding to the cost of doing business or as irrelevant to the earning of a profit." (1988, p.107).

Central to this issue is the generic policy of the CTAP. CTAP policy is general enough to be easily adopted by a variety of communities, but special local situations that invite larger policy considerations are not explicitly addressed. Nor does CTAP policy provide motivations or directions for long-term industry guidance.

Beyond questions of inter-industry resource competition, some of the workshop participants were reluctant to make choices, or to face "trade-offs" between incompatible tourism market segments. Tourism plans generally segregate the facilities, for example, of cross-country skiers and snowmobilers due to their incompatibility. The presence of one type of user impedes the enjoyment of different user groups. In this project, rather than selecting one group of market segments to pursue, the anti-environmental policy faction preferred to pursue a policy of "unmanaged adaptation" (Heywood, 1988, p. 107), similar in many respects to Quinn's "logical incrementalism" (1980). This approach allows planning groups to respond quickly to emerging opportunities but commonly at the cost of long-term goals and, in this case, environmental quality and conservation. Murphy describes the situation this way: "The pursuit of economic benefits has seldom been accompanied by concern over lost opportunities or trade-off situations...Communities must start to appreciate the fragility of certain resources and protect their resource-base if they are to develop a long-term industry" (1985, p.155, 157).

Additional planning tools might have been employed to help reconcile workshop conflicts. Through reconciliation of attitudes and a recognition of the need to make choices, a more explicit, locally relevant policy may have resulted. For example, scenarios and trade-off games would have encouraged participants to recognize choices that might be required in future

tourism development, future impacts of current decisions, and possible implications of avoiding choices and sliding into Heywood's "unmanaged adaptation".

Scenarios

Scenarios are accounts of possible futures constructed using the postulated states and influences of Key Driving Forces as frameworks. Scenarios encourage the planning body to evaluate the community's position and strategy options in light of possible future situations. Variations in the relationships or cross impacts between the Key Driving Forces provide the basis for alternative futures. For example, in the current project, one might ask: what is the future of tourism in the M.D. of Clearwater if demand for outdoor recreation remains strong, government support for tourism is static, and resource industry competition for regional resources remains strong? These interactive relationships provide "narratives" of alternative scenarios.

Further, scenarios pressure a planning committee to consider the opportunities and threats presented in each future picture, and how they could respond to each. The purpose of the scenarios are not to predict, but rather to understand what could impact on the client's interests in alternative futures. In Pierre Wack's words, scenarios serve two main purposes: "The first is protective: anticipating and understanding risk. The second is entrepreneurial: discovering strategic options of which you were previously unaware." (1985, p. 144).

Scenarios encourage planning bodies to collectively engender a vision of the future, and then strategize to bring it about in the most desired state. Once alternative scenarios have been produced and discussed, the most plausible version is adopted and serves as the basis for strategy design. Applications of scenarios in the M.D. of Clearwater project would have aided the production of multiple development options and helped forge, perhaps, more trenchant policy recommendations.

Trade-Off Games

Trade-off games, like scenarios, encourage participants to consider choices that might be necessary between tourism and resource-based industry and within tourism development options themselves. Structured so that choices made by players while gaming reveal actual community social and political positions, the process indicates exactly what trade-offs residents are willing to make between resource and tourism development. It must be noted the representativeness of the community group is critical to the meaningfulness of this planning tool.

Based upon current development conditions, the project's workshop participants would have assumed roles representing current factions in the community, such as tourism developers, forestry companies, oil and gas developers, residents, environmentalists, etc.. Game conditions broadly representative of the M.D. of Clearwater would have had to be designed. Possible positions and goals of local social and ethnic groups, if not already known, could be revealed; and community limits to some development might be defined. Gaming, it must be noted, does not offer possible futures; nor does it probe relationships between the local area and external environmental forces as scenarios do; but a better understanding of community actions and reactions given alternative developments is afforded. Game results can also identify and quantify trade-off preferences between differing populations in the community.

Participatory Research

Another tool which might have encouraged greater discussion and heightened awareness among participants regarding the interaction of Key Driving Forces, is participation in the research of the workshop package. Participatory research might have afforded the participants deeper wisdoms had the data been acquired through their own efforts (rather than having it delivered to them by the author). This method is explicit in the CTAP and the marketing portions of the tourism planning process.

The underlying rationale of this approach is that local community assets, political situations, social concerns etc., are better understood by residents than outside researchers. This rationale does not readily apply to their gaining understanding of the external environment. Still, continued local participation in tourism research increases awareness of techniques, data sources, etc., and develops community tourism planning capacities.

Constraints to Scenarios, Trade-Off Games and Participatory Research Applications

For these planning tools to be successful, greater client participation and time commitments are necessary--a sensitive, practical issue in many small communities. Additional meetings are required for learning, applying tools, analyzing results, and planning in light of findings. Central to participation, is the ever-present problem of community representativeness. Participants must reflect the community's socio-demographic constituents or the results may be biased.

Experience has shown that unless the client group understands the planning tool, its place in the process and the value of the results, the tool's application may bring marginal benefits (Perks and Mac Donald, 1988a, pp.15-16). Results of the tool's application are enhanced if the client group participates in as many aspects of the planning process as possible; hence, participatory research. Support for plans generally increases if clients figure significantly in the process. On the other hand, workshop products are compromised if participants do not fully grasp processes or the role of planning tools.

Design of gaming formats would add significant time to the planning process. For participants to incorporate results into planning, game assumptions and conditions should approximate local conditions as closely as possible. Failure to make the game relevant to participants may result in the process appearing to be an abstract exercise offering few lessons. Gaming will reveal which trade-offs the community is likely willing to make between development proposals and industries; and possible future interactions between those industries. Unfortunately, game design is often complex, time consuming and each new situation may require the design of a new game. Scenarios, while still demanding of human resources and time commitments, offer similar results with less effort.

Summary of the CTAP and CTMG

The CTAP and the CTMG do not possess serious flaws. Employing them, a committee of lay-persons should be able to survey, analyze and produce short-term plans for already-penetrated markets. The CTAP and CTMG's philosophical underpinnings are basically sound, while the processes and frameworks embrace basic tenets of community tourism as espoused by D'Amore and Murphy.

Improvements can, however, be made to both documents. The CTAP would be strengthened if the guide adopted a more strategic, outward-reaching, forward-looking approach to tourism planning. The following improvements to the CTAP process are recommended:

- 1. Forward looking or future visioning sessions should be incorporated into the CTAP process to encourage committees to consider long-term results of current action plans.** Shared vision, translated into locally reflective policy, would be more effective than the generic version suggested in the CTAP (Book 2, p. 6).

- 2. A policy generation procedure should be explicitly encouraged in the CTAP process.** The CTAP's generic policy is broad enough to be easily adopted by a

variety of communities, but it does not meet specific challenges posed by local conditions such as resource competition.

3. The CTAP should encourage committees to study the full range of tourism markets rather than only those currently in existence. By considering only local markets, a committee could overlook potential development options or worse, continue to direct marketing efforts at segments declining in importance.

4. Rather than considering only positive aspects associated with market segments and development options, the CTAP should also encourage an assessment of potential negative impacts. Some development options produce significant revenue enhancements for local businesses while externalities accrue to other community groups. Resulting tensions may cause loss to the local tourism industry and hinder future growth.

5. The CTAP should include a reference section where committees may obtain information on various aspects of tourism planning, marketing, promotions, research, etc. Some communities lack basic capacities to adequately perform some of the tasks required in the CTAP process. Self-education would be facilitated by provision of a reference section. As well, the CTAP should be emphatic in recommending aid from post-secondary educational facilities.

In the appendices, a comprehensive list of provincial programs is detailed and several new programs such as "Team Tourism" have since been announced. These programs, however, do not always afford the community flexibility in financial allocation. Awareness, gaps between promise and actual delivery, and excess "red tape" in application procedures have been identified by Alberta municipalities (Perks and Mac Donald, 1988, p.3).

6. The CTAP should include an appendix on volunteer management so that energy, drive, motivation and commitment are explicated and maintained. Duties, possible tasks, and time commitments required of committee members should be outlined from the start. Local volunteer efforts are the root of community-based development activities; these people must be recognized as a limited resource and be managed as such. Committee members are sometimes reluctant to perform research and analysis tasks as experienced in the marketing study performed in the M.D. of Clearwater. Unfortunately, the production of a community tourism plan is a large undertaking requiring several persons, working steadily, to complete. The CTAP should state clearly that volunteer

efforts are required throughout implementation and monitoring phases as well as the initial planning efforts.

7. The CTAP should suggest methods of local capital formation and approaches to organizing local businesses. These funds could then be used for promotions, research, events programming, etc.. Co-operative organizations and business successes ought to be highlighted; an especially significant means of development for smaller communities.

8. Fewer criteria should be employed when ranking lists of market profiles, assets, concerns, goals and objectives. The CTAP never suggests that fewer than three separate criteria be employed when ranking. Too many criteria complicates and exacerbates participants' ability to rank order ideas or actions. Many criteria also add considerable time to the process, thus diminishing enthusiasm.

9. Committees should be encouraged to keep lists short; where possible, complementary ideas or concepts should be "nested or grouped", as is the practice in Nominal Group Technique. A list of 7 to 10 items is easier to rank than a lists of 15 or more.

Strategic Planning and the CTAP

Strategic Planning (SP) as applied in the M.D. of Clearwater tourism project, builds upon the strengths of the CTAP program. Conceptually, SP should not be considered a separate step from the CTAP, but a continuation, expansion and broadening of the process.

SP improves on the CTAP process by encouraging the planning body to consider community relationship's to the external environment and inter-relationships of systems of the internal environment. Tourism committees, through SP, should foster a collective vision of a desired and/or likely and plausible future, and implement actions to bring it about through adaptation to the world beyond. Through understanding the local environment more fully than simply in terms of tourism assets and liabilities, potential partnerships between social, political and cultural groups may be forged resulting in greater community development. SP links community economic development--including economic, social, and amenity development--to tourism planning .

Recommendations for Future Strategic Planning Applications

- 1. The Strategic Planning process should be expanded to at least four workshops.** A suggested program is: one workshop devoted to consideration of the workshop package and the Key Driving Forces(Situational Analysis); a second workshop spent constructing scenarios; a third workshop devoted to scenario selection and application of Nominal Group Technique to generate development option; a final workshop for devising policies to produce desired development. Quota sampling procedures could be employed to achieve better workshop participant representativeness.
- 2. Scenarios should be employed to aid participants in understanding Key Driving Forces and their relationship to community and regional tourism.** Through scenarios, client's can develop an understanding of the need for trade-offs, policies and integrated resource management. Scenarios would aid the client group in articulating a collective vision of the future.
- 3. Policy design should be performed in a separate and distinct meeting, or in a series of meetings after development options have been ranked and finalized.** It has to be recognized that human and financial resources dedicated to policy development would depend upon community capacities. Community attributes to be protected, maintained or developed should be identified.
- 4. A low-cost, on-going environmental scanning program should be instituted as part of the participatory educational process.** Local residents and tourism committee members could gather articles and information concerning local tourism and related areas of interest. Articles would be catalogued as an expanding information base. Guide books, texts, surveys, industry publications and other sources of data could be included as a local information resource. Once local data bases have been established as part of monitoring programs, these too could be maintained there.
- 5. To the extent possible, committee members should participate in research tasks.** By performing the research themselves, the committee's capabilities are enhanced, data bases enlarged, and self-confidence and capacities improved. Through local capacity development, tourism committees should be able to reduce their dependence upon help from senior governments and consultants.

6. Through Strategic Planning, committees in the CTAP process should analyze the local or regional forces affecting tourism supply and identify potentially marketable, but as yet untapped, tourism resources; and study the external environment for information about emerging trends, opportunities and threats. Tourism planning should include consideration of more than currently served markets; efforts should be made to understand the external environment to monitor how the industry is evolving. Tourism planning should not occur in a vacuum; effects of social, economic, technological and political trends should be studied.

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APPENDIX 1

THE YOUTH AND BUSINESS SURVEY QUESTIONNAIRES

The Youth and Business Surveys were distributed in Rocky Mountain House, during January and February, 1989. The Business Survey was mailed out with postage-paid, pre-addressed return envelopes while the Youth Survey was distributed at Will Sinclair Senior High School.

YOUTH SURVEY

This survey is being performed for the Rocky Mountain House Tourism Action Committee. The results of this survey will be tabulated and presented to the Rocky Mountain House Tourism Action Committee. Your participation is important and your anonymity is guaranteed.

1. **In your opinion**, what are the **three main** reasons tourists come to Rocky Mountain House? Please number the **three** top reasons in order (e.g. 1 is most important, 2 is second most important and 3 is third most important).

- ☐ Scenery.
- ☐ River and lake oriented recreation (e.g. canoeing).
- ☐ Hunting/fishing.
- ☐ To see wildlife.
- ☐ To see Rocky Mountain House National Historic Park.
- ☐ Most just travel through.
- ☐ Arts/crafts sold in the community.
- ☐ To visit downtown Rocky Mountain House.
- ☐ Relaxing.
- ☐ Sports events and tournaments.
- ☐ Other (Please fill in the blank)_____.

2. Are you in favour of increasing the amount of tourism in Rocky Mountain House?
Yes__ No__

3. In the future, what sort of tourism businesses and facilities would you like to see developed in Rocky Mountain House and area?_____

4. What sort of benefits do you think growth in the local tourism industry will bring to Rocky Mountain House? Could you list one or two potential benefits?_____

5. What sort of costs or problems might be created through growth in tourism in Rocky Mountain House? Could you list one or two potential problems?_____

6. What tourism business opportunities in tourism do you see for the next few years in Rocky Mountain House?_____

7. Check as many responses as you agree with:

Tourists are:

- ☐ Welcome visitors.
- ☐ Good for the town.
- ☐ A nuisance.
- ☐ Keeping me from doing the things I want to do (e.g. recreational activities).
- ☐ Interesting.
- ☐ other (Please specify:_____).

8. After high school, I plan to.... (complete the phrase).
- ☐ Attend university.
 - ☐ Attend college.
 - ☐ Attend technical school (e.g. SAIT/NAIT).
 - ☐ Finish high school, but not attend more school and get a job.
 - ☐ Not finish high school and get a job.

Please circle one of the responses in brackets so that it completes the sentence.

9. I (do/do not) plan to stay in Rocky Mountain House after I graduate from high school.
10. I (would/would not) like to work in the tourism industry in Rocky Mountain House.
11. I (see/do not see) myself operating my own tourism business in Rocky Mountain House in the future.
- 10a. If you believe you will operate your a business in Rocky Mountain House, what kind of business will it be? (Fill in the blank) _____.
12. Are you aware of the local Tourism Action Committee's work in Rocky Mountain House?
Yes___ No___
13. How much have you been involved with the Tourism Action Commitee? (Check One)
Very much___ Some___ A little___ Not at all___
14. Do you see benefits **for you** in the Tourism Planning Process that is now happening in your town? Yes___ No___
- 14a. What sort of benefits? _____
- _____
- _____

15. Do you see possible costs **for you** in the Tourism Planning Process that is now happening in your town? Yes___ No___

15a. What sort of costs? _____

16. I believe protecting the natural environment is.... (check one)
Very important___ Important___ Not important___ Don't care___
Why? _____
- _____

17. I am male ___ female ___ (check one).

18. I have lived in Rocky Mountain House for ___ years.

19. My parents are employed as:

Mother		Father	
professional	<input type="checkbox"/>	self employed	<input type="checkbox"/>
technical	<input type="checkbox"/>	house wife	<input type="checkbox"/>
clerical	<input type="checkbox"/>	other	<input type="checkbox"/>
tradesperson	<input type="checkbox"/>		
agriculture	<input type="checkbox"/>		
labour	<input type="checkbox"/>		

BUSINESS SURVEY

This survey is being performed on behalf of the Rocky Mountain House Tourism Action Committee. The results of the survey will be used to aid the Tourism Action Committee in planning for the future. The results will also be used as part of my thesis being completed at the University of Calgary. Your participation is voluntary and your anonymity is guaranteed. Please fill out the questionnaire and return it in the envelope provided as soon as possible. Thank-you for your cooperation.

1. Could you list one or two potential benefits that growth in the local tourism industry will bring to Rocky Mountain House? _____

2. Could you list one or two potential costs or problems that growth in the local tourism industry may bring to Rocky Mountain House? _____

3. What tourism business opportunities do you see for the next few years in Rocky Mountain House? _____

4. **In your opinion**, what are the **three main** reasons tourists come to Rocky Mountain House? (Check only the **three main** reasons that you think apply. Place a one (1) by the most important, a two (2) by the second most important and a three (3) by the third most important reason).

- ___ Scenery.
- ___ River and lake oriented recreation (e.g. canoeing).
- ___ Hunting/fishing.
- ___ To see wildlife.
- ___ To see Rocky Mountain House National Historic Park.
- ___ Most just travel through.
- ___ Arts/crafts sold in the community.
- ___ To visit downtown Rocky Mountain House.
- ___ Relaxing.
- ___ Sports events and tournaments.
- ___ Other (Please fill in the blank) _____.

5. Where are the **three major** origins of your customers? (e.g. Edmonton, Calgary, rural central Alberta, Saskatchewan, etc.).

6. Considering the range of tourism facilities available in Rocky Mountain House today, where do you think improvements could be made?

7. What do you think Rocky Mountain House's major advantage is in attracting tourists as compared to other tourism areas?

